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Tender

## Home Based Care Services - Open Framework

Portsmouth City Council

UK4: Tender notice - Procurement Act 2023 - [view information about notice types](#)

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## Scope

## Reference

P00005162

## Description

Portsmouth City Council ('the council') is inviting applications from suitably qualified suppliers to be admitted to an Open Framework to provide home-based care services, ordinarily in Portsmouth, but occasionally in the surrounding area.

Domiciliary care services support people to remain living successfully in their own homes. The service will help maintain an individual in a reasonable manner of health, hygiene, safety and ease in their own home.

The level and type of support service required will be determined in line with each individual's support plan. Support service packages will vary in size based on the individual needs and may range from minimal support up to highly specialised and

complex needs. The framework agreement is targeted for commencement on 1st July 2026.

The framework will operate for an initial term of 8 years. It will be an Open Framework which will reopen once within the first 3-year period, and the Council will open it again at least once in the remaining 5-year contract term as required under Regulation 49 of the Procurement Act 23.

The Council may opt to open the framework for applications earlier than required, although not likely to be ever more than once per year. Re-opening may be in relation to the framework agreement in its entirety or in relation to specific lots. Earlier re-opening could be triggered by a range of factors, which may include but are not limited to:

- Supply & demand changes
- Changes to requirements
- Changes to framework lotting structure
- Changes to pricing structures
- Changes to qualitative assessment
- Changes to framework management
- Addition of new framework lots
- Changes to demand, volumes, values and geographical coverage due to impact of Local Government Re-organisation

The framework agreement will be split into 3 Lots as follows:

- Lot 1 - Standard Home-Based Care
- Lot 2 - Complex Home-Based Care
- Lot 3 - Take a Break (formerly Sitting Service)

The Council currently commissions approx. 60,000 - 65,000 hours of home care per month across 1,000 - 1,200 clients. Approximately 68% of these hours are for Lot 1 Standard Home-Based Care services with the remaining 28% for Lot 2 Complex Home-Based Care services and 4% for Lot 3 Take a Break Services.

The Council spend on year to date (November 24 - November 2025) comes to approx.

£22.8M on home-based care services over financial year 2025-26. Spend on Lot 1 - Standard Home-Based Care services over this period equates to £15.9M / 69.6%. Spend on Lot 2 - Complex Home-Based Care equates to £6.3M / 27.8%. Spend on Lot 3 - Take a Break services is expected to equate to £600k / 2.6%.

Year on year spend over term of the framework cannot be accurately estimated to precise figures but is likely to increase year on year due to predicted increases in inflation, employee wage increases and increases in demand due to changing population demographics, increased life expectancies, continuing strategic focus on increasing home based care delivery and impacts of Local Government Reorganization, which could increase the annual value by approximately 50% from year 3 onwards following vesting day for the new unitary authority which the framework agreement will transfer to.

A maximum of 40 suppliers will be appointed onto each Lot. Suppliers will be able to bid for multiple Lots and can be awarded places on multiple Lots. Suppliers with multiple eligible Registered Offices will also be able to submit bids for each registered office with each registered office taking one of the 40 framework spaces if successful.

For Lots 1 & 2 the Council will establish the framework on a market led rate commercial strategy.

For Lot 1 - Standard Home-Based Care a minimum rate of £21.00 and maximum rate of £24.40 will apply. Rates may be submitted below the minimum rate but will be subject to additional scrutiny around sustainability and may be rejected.

For Lot 2 - Complex Home-Based Care a minimum rate of £21.00 will apply but no maximum rate will be applied due to high variability in the type and complexity of care that may be required under this Lot. As per Lot 1, rates may be submitted below the minimum rate but will be subject to additional scrutiny around sustainability and may be rejected.

For Lot 3 - Take a Break pricing will remain at a set rate of £20.08 to support management of a discrete budget via the Carer's Service.

Minimum and maximum rates - as well as the hourly rate paid for any package of care commissioned under the new Framework - will be eligible for an uplift in April 2027. For Lots 1 & 2, framework suppliers will be able to reduce their rates up to twice per framework operational year.

Suppliers will also be able to apply to increase rates subject to Financial Stability Review application to the Council. The Council will consider the request in addition to assessing a Provider's financial stability, risks associated and the Rates the Provider proposes to resolve their financial difficulty. The acceptance of any increased rate as part of this process sits directly at the Council's discretion.

Any changes will trigger a recalculation of assessment and subsequent revised Lot ranking. The revised rates will apply to any existing packages of care delivered by the supplier under contract with the Council.

The Council will apply annual uplifts to supplier rates as well as the minimum & maximum rate ranges that apply for Lots 1 & 2. The increase will take the form of a % of which 70% will be taken from the most recent EARON03 index and 30% will be taken from most recent CPI.

Suppliers will only be eligible for uplift to rates if they been appointed onto the framework agreement for more than 6 months. Suppliers will also be able to opt out of increases by request to the Council before 1st March each year.

However, the Council reserves the right to alter its position in respect of uplifts on an overall framework or Lot specific basis, subject to reasonable notice, over the term of the framework.

The Council will establish the framework agreement via a Competitive Flexible Procedure 2 stage procurement process in accordance with the relevant regulations contained within the Procurement Act 23 that apply to Light Touch Regime services and establishment & operation of Open Frameworks. The 2-stage process is summarised below:

- Stage 1: Providers will complete a series of pass/fail questions (Procurement Specific Questionnaire) and submit pricing
- Stage 2: The Council will conduct a partial Provider Assessment and Market Managements Solutions (PAMMS) assessment

In order to pass stage 1 suppliers must:

- Have a Registered Office within the following postcodes: PO1,2,3,4,5,6,7,8,9,11,12,16

OR

- Must be in the process of setting up a new Registered Office with CQC within those postcodes and be able to evidence this via a copy of their response from CQC confirming receipt of their application

At stage 2 PAMMS assessment suppliers must be able to evidence that they are delivering care to at least three individuals from their local nominated Registered Office. A score will be calculated based on the rate submitted (representing 60% of the score) and the PAMMS assessment (representing 40% of the score). Suppliers will then be ranked within each Lot based on their combined score.

Every year, framework providers will complete a further PAMMS assessment and will be re-ranked based on new assessment scores. Once operational the opportunity to bid for packages of care under the framework will be advertised via the Council's brokerage system and will be awarded based on a set of cascading criteria:

- a. Packages are sent with a 1-hour deadline.
- b. Offers received within the first hour are considered.
- c. Offers received where the Provider can fully meet all the requirements detailed in the referral, for example the need for a gender specific carer.
- d. Highest Evaluation Score, then if there is more than one Provider with the same score:
  - Lowest Priced, then if there is more than one Provider with the same price,
  - Weighted Quality Score, then if there is more than one Provider with the same weighted quality score
  - The Provider that responded first.

The Council will establish the framework in line with the following procurement programme:

- Contract notice published - 12th November 2025
- Online TEAMS Tender Briefing Session 1 - 19th November 2025 12:00 - 13:00
- Online TEAMS Tender Briefing Session 2 - 20th November 2025 09:00 - 10:00
- Deadline for requests for clarification - 28th November 2025 17:00
- Tender return deadline for Stage 1 - 8th December 2025 12:00
- Tenderers notified of Stage 1 evaluation outcome - 16th January 2026
- Stage 2 PAMMS assessment quality evaluation - 26th January - 1st June 2026
- Award decision notified to tenderers - 15th June 2026
- Standstill Period Start - 16th June 2026
- Standstill Period Concludes - 26th June 2026

- Contract Award confirmed and contracts issued - 29th June 2026
- Framework commencement - 1st July 2026

Suppliers who wish to attend the online TEAMS tender briefings can access the meetings via the meeting links provided within the Invitation to Tender document accessible via InTend.

Application is via submission of completed stage 1 applications by the deadline stated above via the Council's e-sourcing system InTend, which is accessible via:

<https://intendhost.co.uk/portsmouthcc.aspx/home>.

The system will be used to administrate the procurement process, including for:

- Access to and issue of procurement information & documentation
- Pre-tender submission clarification requests and response
- Tender submission
- Tender opening & access to responses
- Post-tender submission clarification requests and response
- Award decision notification & feedback.

## **Commercial tool**

Establishes an open framework

A series of frameworks with substantially the same terms. Awarded suppliers are carried over and new suppliers can bid.

## **Total value (estimated)**

- £206,000,000 including VAT

Above the relevant threshold

## **Contract dates (estimated)**

- 1 July 2026 to 30 June 2029
- Possible extension to 30 June 2034
- 8 years

### Description of possible extension:

The framework will operate for an initial term of 8 years. It will be an Open Framework which will reopen once within the first 3-year period, and the Council will open it again at least once in the remaining 5-year contract term as required under Regulation 49 of the Procurement Act 23.

The Council may opt to open the framework for applications earlier than required, although not likely to be ever more than once per year. Earlier re-opening could be triggered by a range of factors, such as:

- Supply & demand changes
- Changes to requirements
- Changes to framework lotting structure
- Changes to pricing structures
- Changes to qualitative assessment
- Changes to framework management
- Addition of new framework lots
- Changes to demand, volumes, values and geographical coverage due to impact of Local Government Re-organisation

## **Options**

The right to additional purchases while the contract is valid.

Year on year spend over term of the framework cannot be accurately estimated to precise figures but is likely to increase year on year due to predicted increases in inflation, employee wage increases and increases in demand due to changing population demographics, increased life expectancies, continuing strategic focus on increasing home based care delivery and impacts of Local Government Reorganization, which could increase the annual value by approximately 50% from year 3 onwards following vesting day for the new unitary authority which the framework agreement will transfer to.

In order to ensure that the framework agreement will continue to provide an effective sourcing route in view of likely changes to requirements and strategies the Council reserves the right to make modifications to the framework agreement, which may include for but are not limited to:

- Changes to framework lotting structure
- Changes to minimum and maximum number of suppliers appointed onto framework lots
- Changes to pricing structures including for moving to and from market led pricing to price setting strategies, for instance
- Changes to qualitative assessment including for on-going development & deployment of PAMMS assessment tool
- Changes to framework management including for call off procedures, KPIs & monitoring
- Changes to conditions of participation requirements (technical, financial standing, insurance, etc.) due to legislative, policy and best practice developments
- Addition of new framework lots and sub-lots
- Increased geographical coverage and potential inclusion of sub-lot zoning options due to impact of Local Government Re- organisation

As set out within the above section should the Council decide to make material modifications, of which the above would likely qualify, the Council will likely re-open the framework agreement after providing notice of its intention to do so via publication of a Planned Procurement Notice.

## **Main procurement category**



## Services

### **CPV classifications**

- 85312000 - Social work services without accommodation

### **Contract locations**

- UKJ31 - Portsmouth
- UKJ35 - South Hampshire

### **Lot constraints**

Description of how multiple lots may be awarded:

A maximum of 40 suppliers will be appointed onto each Lot.

Suppliers will be able to bid for multiple Lots and can be awarded places on multiple Lots. Suppliers with multiple eligible Registered Offices will also be able to submit bids for each registered office with each registered office taking one of the 40 framework spaces if successful.

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## **Lot 1. Standard Home-Based Care**

### **Description**

Full details are included within the Home Based Services - Specification document

included within the procurement documents accessible via the Council's e-sourcing solution In-tend.

## SUMMARY OVERVIEW

The provision of standard care services to individuals within their own homes. In accordance with the Care Act 2014 the Service Purchasers and the Providers will be working to achieve the following:

- Personal Care- Washing, bathing, hair care including beard care, shaving, denture and mouth care, hand and fingernail care, foot care (but not toenail cutting or any other aspect of foot care which requires a registered podiatrist), support with dressing and undressing, assistance to get up or go to bed.
- Managing and maintaining nutrition - Food and drink preparation, including associated kitchen cleaning and hygiene and assistance with eating and drinking and assistance with using the on-site facilities.
- Managing toilet needs- including necessary bathroom cleaning and safe disposal of waste;
- Maintaining a habitable home environment- Supporting people to be able to maintain a clean and habitable home environment.
- Social Inclusion-Supporting people to maintain and strengthen their links to community and assistance to pursue activities in the community.
- Support to strengthen and develop family or other personal relationships.
- Health Needs-Prompting residents to take prescribed medication, collection of medicines, monitoring general safety and welfare.
- Support to make use of the home safely
- Emotional Support- Supporting residents with their emotional state to promote positive mental health and wellbeing.

The Council currently commissions approx. 60,000 - 65,000hours of home care per month across 1,000 - 1,200 clients. Approximately 68% of these hours are for Lot 1 Standard Home-Based Care services.

The Council spend on year to date (November 24 - November 2025) comes to approx. £22.8M on home-based care services over financial year 2025-26. Spend on Lot 1 - Standard Home-Based Care services over this period equates to £15.9M / 69.6%.

Year on year spend over term of the framework for Lot 1 services cannot be accurately estimated to precise figures but is likely to increase year on year due to predicted increases in inflation, employee wage increases and increases in demand due to changing population demographics, increased life expectancies, continuing strategic focus on increasing home based care delivery and impacts of Local Government Reorganization.

A maximum of 40 suppliers will be appointed onto Lot 1.

For Lot 1 - Standard Home-Based Care a minimum rate of £21.00 and maximum rate of £24.40 will apply. Rates may be submitted below the minimum rate but will be subject to additional scrutiny around sustainability and may be rejected.

### **Lot value (estimated)**

- £150,000,000 including VAT

Framework lot values may be shared with other lots

### **Same for all lots**

CPV classifications, contract locations, contract dates and options are shown in the Scope section, because they are the same for all lots.

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## **Lot 2. Complex Home-Based Care**

### **Description**

Full details are included within the Home Based Services - Specification document included within the procurement documents accessible via the Council's e-sourcing solution In-tend.

### **SUMMARY OVERVIEW**

The provision of complex care services to individuals within their own homes. This Service is for people requiring support who are assessed by the Service Purchaser as having

complex and/or challenging needs.

Complex needs are defined as an Individual assessed as having a Learning Disability, Mental Health condition or neurodiversity, and presenting with multiple conditions that require specialised care, where standardised approaches are insufficient. The care

requires a multidisciplinary approach to create a bespoke package of care with specific expertise. Factors may include, but not be limited to;

- Associated co-occurring conditions including vision impairment, hearing impairment and movement of the body, as well as conditions such as epilepsy
- Inability to walk unaided, or require support with complex health needs that require extensive support, whereby staff are required to complete additional competency-based training and assessments to carry out such tasks
- Profound intellectual and multiple disabilities causing significant difficulties with communication, including limited understanding or being non-verbal (or expressing themselves at most using a few words or symbols)
- Inability to understand or anticipate risk, impacting the safety of the individual and others around them
- Requiring support to make choices or contribute towards decision making in accordance with the Mental Capacity Act 2005 (MCA)
- Behaviours that challenge, including self-injurious behaviour. This refers to;
- Behaviours of such intensity, duration or frequency that the physical safety of the individual or others is likely to be at serious risk
- Behaviours which are likely to significantly delay or limit access to or the use of community facilities.

The Council currently commissions approx. 60,000 - 65,000 hours of home care per month across 1,000 - 1,200 clients. Approximately 28% of these hours are for Lot 2 Complex Home-Based Care services.

The Council spend on year to date (November 24 - November 2025) comes to approx. £22.8M on home-based care services over financial year 2025-26. Spend on Lot 2 - Complex Home-Based Care services over this period equates to £6.3M / 27.8%.

Year on year spend over term of the framework for Lot 2 services cannot be accurately estimated to precise figures but is likely to increase year on year due to predicted

increases in inflation, employee wage increases and increases in demand due to changing population demographics, increased life expectancies, continuing strategic focus on increasing home based care delivery and impacts of Local Government Reorganization.

A maximum of 40 suppliers will be appointed onto Lot 2.

### **Lot value (estimated)**

- £57,025,626 including VAT

Framework lot values may be shared with other lots

### **Same for all lots**

CPV classifications, contract locations, contract dates and options are shown in the Scope section, because they are the same for all lots.

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## **Lot 3. Take a Break**

### **Description**

Full details are included within the Home Based Services - Specification document included within the procurement documents accessible via the Council's e-sourcing solution In-tend.

### **SUMMARY OVERVIEW**

Take a Break Services are the provision of support for informal carers to provide day, evening or night respite and can be regular or one-off services. The Take a Break Service must be delivered in accordance with this Individuals support plan, ensuring it meets the Individual's assessed needs.

Take a Break Services are offered as a means of allowing for a break for the informal carer and as such they should replicate the role of the informal carer. The time must be used to enable and engage the Individual either in their own home or out in the

community in a Strength Based way. For example, the Provider may take the individual out (e.g., to the park, shops, clubs, religious meetings) and/or engage in home-based activities (e.g., games, reading, crafts, conversation). The service should include elements of personal care where required.

Take a Break services are generally required for between two and six hours, but may be shorter or longer periods.

The Council currently commissions approx. 60,000 - 65,000 hours of home care per month across 1,000 - 1,200 clients. Approximately 4% of these hours are for Lot 3 Take a Break services.

The Council spend on year to date (November 24 - November 2025) comes to approx. £22.8M on home-based care services over financial year 2025-26. Spend on Lot 3 - Take a Break services over this period equates to £600k / 2.6%.

Year on year spend over term of the framework for Lot 3 services cannot be accurately estimated to precise figures but is likely to increase year on year due to predicted increases in inflation, employee wage increases and increases in demand due to changing population demographics, increased life expectancies, continuing strategic focus on increasing home based care delivery and impacts of Local Government Reorganization.

A maximum of 40 suppliers will be appointed onto Lot 3.

### **Lot value (estimated)**

- £5,431,012 including VAT

Framework lot values may be shared with other lots

### **Same for all lots**

CPV classifications, contract locations, contract dates and options are shown in the Scope section, because they are the same for all lots.

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## **Framework**

### **Open framework scheme end date (estimated)**

30 June 2034

### **Maximum number of suppliers**

40

### **Maximum percentage fee charged to suppliers**

0%

### **Framework operation description**

#### **PRICING**

Minimum and maximum rates - as well as the hourly rate paid for any package of care commissioned under the new Framework - will be eligible for an uplift in April 2027. For Lots 1 & 2, framework suppliers will be able to reduce their rates up to twice per framework operational year.

Suppliers will also be able to apply to increase rates subject to Financial Stability Review application to the Council. The Council will consider the request in addition to assessing a Provider's financial stability, risks associated and the Rates the Provider proposes to resolve their financial difficulty.

A benchmarking exercise is likely to be carried out by the Council to test the proposed Rates sustainability and viability which may include the use of an accepted benchmarking model. If a cost model is to be used, the Council will email the Provider requesting the relevant template to be completed.

The acceptance of any increased rate as part of this process sits directly at the Council's discretion. The Council may, if they are not satisfied the increase is justified, reject all or part of the proposed Rate. Such rejections will revert back to the Provider's existing Rate.

Any changes will trigger a recalculation of assessment and subsequent revised Lot ranking. The revised rates will apply to any existing packages of care delivered by the supplier under contract with the Council.

The Council will apply annual uplifts to supplier rates as well as the minimum & maximum rate ranges that apply for Lots 1 & 2. The increase will take the form of a % of which 70% will be taken from the most recent EARON03 index and 30% will be taken from most recent CPI.

Suppliers will only be eligible for uplift to rates if they been appointed onto the framework agreement for more than 6 months. Suppliers will also be able to opt out of increases by request to the Council before 1st March each year.

However, the Council reserves the right to alter its position in respect of uplifts on an overall framework or Lot specific basis, subject to reasonable notice, over the term of the framework in order to respond to local and national changes in the economic environment, changes in requirements & demand, and changes in relevant legislation, policy and best practice.

## QUALITY - PAMMS ASSESSMENT

Providers are awarded to the Framework at individual Registered Office level, and the Evaluation Score applies to each Registered Office individually.

All Registered Offices must complete a PAMMS assessment annually. A summary overview of the PAMMS model is included within the procurement documents.

A PAMMS assessment may be conducted in person, via a self-assessment, or via a self-assessment with a follow-up visit.

The PAMMS assessment awards a Registered Office a Rating (Excellent, Good, Requires Improvement, and Poor) based on a score. The score will be used to create a Provider's new Quality Score for that Registered Office.

The scoring structure is predetermined by PAMMS based on responses to the assessment criteria and is not calculated independently by Portsmouth City Council.

Each Registered Office will be re-ranked on the e-brokerage system on 1st July annually with their new Quality Score, which will represent 40% of the total Evaluation Score (the other 60% being the Price Score).

A Provider's Registered Office must engage in the PAMMS assessment process on an annual basis in a timely manner as requested by the Council. A Quality Score gained from a PAMMS assessment in one year will not be rolled forward to a following year. Failure to



engage in the process on an annual basis in a timely manner may result in a Quality Score of 0, which will have a direct impact on a Provider's ranked position.

The Council reserves the right to change the Quality Assessment criteria and process at any time. This includes any changes that may be made to the PAMMS assessment or how it is managed and configured. Please note this includes any potential changes to the PAMMS Rating Structure.

## LOT RANKING

When a Provider's Registered Office is awarded onto the Framework they will be ranked within each Lot. The ranking will be based on their Evaluation Score in descending order.

Where multiple Registered Offices have the same Evaluation Score, they will be given an equal place. E.g. if the two highest scoring Registered Offices have the same evaluation score they will be ranked equally number '1'. The next Registered Office would then be ranked number '3'.

Ranking is dynamic and may change as a result of a number of factors:

- a. Changes in scores resulting from PAMMS assessments
- b. A Provider may choose to reduce their Rate(s)
- c. A Provider may request a sustainability review and their rate may increase
- d. The Framework may be re-opened and new Providers may join

## CALL OFF PROCEDURE

Once operational the opportunity to bid for packages of care under the framework will be advertised via the Council's brokerage system.

When a referral is posted, Providers must review whether they can meet the requirements of the package and identify on the e-brokerage system if they are:

- a. Accepting the package with no negotiation points
- b. Accepting the package with negotiation points
- c. Rejecting the package

Offers will be reviewed and individual packages awarded based on the following criteria, which are applied in descending order:

- a. Packages are sent with a 1-hour deadline.
- b. Offers received within the first hour are considered.
- c. Offers received where the Provider is able to fully meet all the requirements detailed in the referral, for example the need for a gender specific carer
- d. Highest Evaluation Score, then if there is more than one Provider with the same score,
- e. Lowest Priced, then if there is more than one Provider with the same price,
- f. Weighted Quality Score, then if there is more than one Provider with the same weighted quality score
- g. The Provider that responded first.

If no suitable offer is received after the time limit, the referral will be re-published and the same steps described above will be followed.

If at this stage the package is not placed, the Council will commence direct communication with Providers in order to place the package.

If at this stage the package is not placed, the Council will consider the best way forward which may include placing a package off the Framework.

If a Provider withdraws their acceptance after being awarded a package, the Council will work their way down the ranked list of Providers until the package of care is secured. This may involve follow up communication including telephone calls. Once a Provider withdraws their acceptance, the Provider will not get another opportunity to review or accept the package as part of re-brokering the package at that time. If the package is re-brokered at a later time e.g. two weeks later, the Provider originally handing back the package will be included in the award process if applicable.

If a Provider returns a package of care once it has started, the Provider will not get another opportunity to review or accept the package when it is re-brokered. However, if the package has been awarded to another Provider and then subsequently needs to be re-brokered, the Provider will be included in the award process if applicable.

There may be occasions where a referral is not sent to all Providers. For example:

- a. Where there is an existing individual in receipt of care within the household and for continuity of care the individual and Council needs to place directly with the same Provider

- b. Where an individual has prior experience of a Provider and it is not appropriate to commission care from that Provider again due to Safeguarding concerns, conflict of interest or other
- c. Where a direct award is made based on client preference (this may require the client to 'top up' the cost)
- d. Where the client is in hospital for less than five days
- e. Where a Take a Break service is required and an individual is already in receipt of domiciliary care from a Provider on the Framework
- f. Or if 6.6 or 6.7 above apply

Once a package of care has been placed and secured, the Council will aim to send confirmation to the Provider via email within 24 hours during the working week. This should not delay the start of delivery of care. If a Provider does not receive confirmation within 24 hours, they must notify the Council.

## PERFORMANCE MANAGEMENT

All contracted Providers will be rated 'Red', 'Amber' or 'Green' (RAG) by the Council using intelligence based on the following:

- CQC Rating
- Date of last CQC inspection
- PAMMS assessment outcomes
- Volume of business
- Quality concerns
- Safeguarding Adults (section 42) enquiries
- CQC notification and alerts
- Complaints/Compliments
- Financial stability information
- Performance against KPIs

- Missed calls

If a Provider's Registered Office is RAG rated 'Red', is assigned a CQC overall rating of 'Inadequate', or a PAMMS rating of 'Poor' during the lifetime of the Framework this will trigger a contract review and may trigger an agreed action plan for improvement. It may be the decision of the Purchaser to suspend purchasing with a Provider until improvements are made following an action plan.

If the Council determines that purchasing should be suspended, the Council will work with the Provider to determine if current Services are to remain with the Provider under the terms of the Framework or if all or some of the packages of care should be transferred to another Provider. This assessment will ensure the safety of individuals in receipt of Services.

## **Award method when using the framework**

Without competition

## **Contracting authorities that may use the framework**

Establishing party only

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## **Participation**

### **Legal and financial capacity conditions of participation**

**Lot 1. Standard Home-Based Care**

**Lot 2. Complex Home-Based Care**

**Lot 3. Take a Break**

Conditions of participation are fully detailed within the procurement documents accessible via the Council's e-sourcing system In-tend:

<https://in-tendhost.co.uk/portsmouthcc.aspx/home>

In respect of insurance requirements specifically suppliers must confirm that they have following types and levels of insurance set out below or commits to obtain the required insurances prior to commencement of the contract:

1. Employer's (Compulsory) Liability Insurance = £5,000,000 each & every claim without limitation to number of claims
2. Public Liability Insurance = £10,000,000 each & every claim without limitation to number of claims
3. Professional Indemnity Insurance or Medical Malpractice Insurance or a Combination of both = £2,000,000 each & every claim without limitation to number of claims

In respect of financial standing requirements specifically suppliers will be required to demonstrate any of the following in order to pass:

1. Financial assessment via the Creditsafe system and will be required to score 30 or above.

OR

2. If below / score unavailable, satisfactory review of available financial information (ideally audited accounts if available) against profit/loss, liquidity, acid test, etc.

OR

3. Provision of a guarantee from a parent company or other legally bound guarantor with a business risk score of 30 or above or if score unavailable satisfactory review of available financial information (ideally audited accounts if available) against profit/loss, liquidity, acid test, etc.

As required under the Procurement Act 23 the Council will also apply the exclusion as required for excluded supplier grounds and as relevant & proportionate for excludable supplier grounds .

## **Technical ability conditions of participation**

**Lot 1. Standard Home-Based Care**

**Lot 2. Complex Home-Based Care**

### **Lot 3. Take a Break**

Suppliers should note that they must be able to confirm and evidence they are able to meet the conditions of participation requirements at all points of the procurement process and subsequently throughout the term of the framework agreement.

Suppliers who are no longer able to meet the conditions of participation during the procurement process following initial passing at stage 1 evaluation are likely to be removed from the procurement process subject to notice from the Council and supplier right to provide evidence in line with the requirements of the Procurement Act 23.

Suppliers who are no longer able to meet the conditions of participation following appointment onto the framework agreement are likely to be suspended and / or removed from the framework agreement subject to notice from the Council and supplier right to provide evidence in line with the requirements of the Procurement Act 23 and the framework agreement terms and conditions.

Suppliers must immediately notify the Council if they consider that they may no longer meet the conditions of participation following invitation to take part in stage 2 of the procurement process. Failure to do so may result in removal from the procurement process and barring from procurement opportunities with the Council and other public sector bodies in line with the excludable grounds for Acting Improperly in Procurement included for within the Procurement Act 23.

Suppliers must also immediately notify the Council if they consider that they may no longer meet the conditions of participation if they are successfully appointed onto the framework agreement at any time during the term of the agreement. Failure to do so may result in suspension and / or termination from the framework agreement and barring from procurement opportunities with the Council and other public sector bodies in line with the excludable grounds for Breach of Contract included for within the Procurement Act 23.

#### **\*1. CQC Registration and Location**

1.1 - Bidders must have a CQC registered branch within one of the following postcode areas: PO1,2,3,4,5,6,7,8,9,11,12,16.

OR

Bidders must be in the process of setting up a new Registered Office to deliver home-based care with CQC within those postcodes (and be able to evidence this).

#### **2. National Living Wage**

2.1 - Bidders agree to pay the National Living Wage to all members of staff.

2.2 - Bidders agree to pay for travel time and travel cost.

2.3 - Bidders confirm that they conform to the government guidelines regarding night working hours as set out on [www.gov.uk/night-working-hours](http://www.gov.uk/night-working-hours)

### 3. Staffing/Training

3.1 - Bidders confirm that they complete Disclosure Barring Service (DBS) checks on applicable staff members in accordance with the CQC and government guidelines.

3.2 - Bidders confirm that they have not had any judgement action brought against them by the UK Border Agency for using illegal immigrant workers.

3.4 - Bidders confirm that they have not had any judgement action brought against them for using students as workers above their permitted hours of working.

3.5 - Bidders confirm that they ensure all necessary training has been completed in accordance with the CQC and Skills for Care guidelines for their workforce and is it based on the training/qualifications required to deliver the services included within the Lot(s) tendered for.

### 4. Safeguarding

4.1 - Bidders confirm that they have not been subject to a Large-Scale Safeguarding Enquiry (LSSE) within the last 6 months.

### 5. Business Continuity Plan

5.1 - Bidders confirm that they have a Business Continuity Plan (or equivalent) in place.

5.2 - Bidders confirm that the Business Continuity Plan include contingencies for UKVI (UK Visas & Immigration) risks such as suspension or revocation of sponsor license.

### 6. Electronic Call Monitoring Systems (ECMS)

6.1 - Bidders confirm that they already have or can commit to obtain an industry standard recognised ECMS, prior to the award onto the framework.

6.2 - Bidders confirm that their ECMS already does, or will, comply with the requirements of an ECMS set out in the specification for this platform.

6.3 - Bidders confirm that they have an industry standard rostering system to plan adequate and achievable travel time to ensure that their workforce is not rushed and have enough time to deliver care without compromising the dignity or wellbeing of the Individual

or cutting planned visits short.

## 7. PAMMS

7.1 - Bidders agree to conform to the implementation of PAMMS as the contract management tool if their organisation is awarded a contract to deliver services.

7.2 - Bidders agree that any amendments that may be made to the PAMMS system or criteria is accepted by their organisation.

## 8. Health and safety

8.1 - The bidder confirms that they have in place established Health & Safety policies, practices and systems which meet all relevant statutory requirements and are relevant to the provision of home-based care services.

8.2 - The bidder confirms that they have not been subject to the issue of HSE enforcement notices or prosecution for health & safety breaches in the last 6 months

OR

The bidder confirms that they have been subject to HSE enforcement or prosecution but can provide satisfactory evidence of structural policy changes, training, monitoring & sustained improvements.

### \*1. CQC Registration and Location - Further Details

As set out above, in order to pass stage 1 suppliers must:

- Have a Registered Office within the following postcodes: PO1,2,3,4,5,6,7,8,9,11,12,16

OR

- Must be in the process of setting up a new Registered Office with CQC within those postcodes and be able to evidence this via a copy of their response from CQC confirming receipt of their application

At the 2nd stage PAMMS assessment suppliers must be providing packages of care to at least 3 individuals from their qualifying registered office/s. If this cannot be evidenced the supplier will be removed from the procurement process subject to notice and allowing for provision of evidence in line with the Procurement Act 23.

Similarly, suppliers appointed onto the framework agreement must be able to evidence at award and over the term of the framework agreement that they are providing packages of



care to at least 3 individuals from their qualifying registered office/s. If this cannot be evidenced the supplier may be suspended or terminated from the framework agreement, subject to notice and allowing for supplier evidence. This may also result in barring from procurement opportunities with the Council and other public sector bodies in line with the excludable grounds for Breach of Contract included for within the Procurement Act 23.

The Council requires that suppliers have a qualifying registered office in place at 2nd stage and throughout the framework agreement if successful in order that the PAMMS assessments and other Council framework agreement management requirements can be undertaken efficiently and effectively without significant framework management resourcing impacts to the Council.

The qualifying registered office conditions of participation requirements also align and support the Council's statutory requirements and local policy responsibilities for mitigating risks of Modern Slavery within its supply chains when engaging with high risk markets, of which care services are defined by the Gangmasters & Labour Abuse Authority.

The qualifying registered office conditions of participation requirements also align and support the Council's and Supplier's responsibilities in respect of the following:

- **Person-Centred Care:** CQC emphasizes the importance of person-centred care, which means services should be tailored to meet the individual needs of local populations. This includes considering local demographics and specific community needs in service delivery.
- **Good Governance (Regulation 17):** Providers must establish effective governance systems to monitor and improve service quality. This includes regular assessments of care quality and safety, ensuring that services are responsive to the needs of the local community.
- **Feedback Mechanisms:** Providers are required to seek and act on feedback from service users and stakeholders. This ongoing engagement helps ensure that services remain relevant and effective for the local population.
- **Risk Management:** CQC regulations require providers to assess and mitigate risks related to health and safety. This includes having processes in place for identifying potential issues in day-to-day operations and addressing them promptly.
- **Market Oversight:** There are significant risks relating to modern slavery and exploitation in the care industry. Being able therefore to visit providers and audit providers as required in person is therefore important.

## **Particular suitability**

**Lot 1. Standard Home-Based Care**

**Lot 2. Complex Home-Based Care**

**Lot 3. Take a Break**

- Small and medium-sized enterprises (SME)
- Voluntary, community and social enterprises (VCSE)

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## **Submission**

### **Enquiry deadline**

28 November 2025, 5:00pm

### **Submission type**

Tenders

### **Tender submission deadline**

8 December 2025, 12:00pm

### **Submission address and any special instructions**

Application is via submission of completed stage 1 applications by the deadline stated above via the Council's e-sourcing system InTend, which is accessible via:

<https://intendhost.co.uk/portsmouthcc.aspx/home>.

The system will be used to administrate the procurement process, including for:

- Access to and issue of procurement information & documentation
- Pre-tender submission clarification requests and response
- Tender submission
- Tender opening & access to responses
- Post-tender submission clarification requests and response
- Award decision notification & feedback.

Suppliers who are not already registered on the In-tend system will need to register their details to access the procurement documentation, raise clarification requests and return tender submissions.

### **Tenders may be submitted electronically**

Yes

### **Languages that may be used for submission**

English

### **Award decision date (estimated)**

15 June 2026

### **Recurring procurement**

Publication date of next tender notice (estimated): 10 November 2028

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## Award criteria

Name	Description	Type	Weighting
Hourly Rates	<p>For Lots 1 &amp; 2 the Council will establish the framework on a market led rate commercial strategy. For Lot 1 - Standard Home-Based Care a minimum rate of £21.00 and maximum rate of £24.40 will apply. Rates may be submitted below the minimum rate but will be subject to additional scrutiny around sustainability and may be rejected. For Lot 2 - Complex Home-Based Care a minimum rate of £21.00 will apply but no maximum rate will be applied due to high variability in the type and complexity of care that may be required under this Lot. As per Lot 1, rates may be submitted below the minimum rate but will be subject to additional scrutiny around sustainability and may be rejected. For Lot 3 - Take a Break pricing will remain at a set rate of £20.08 to support management of a discrete budget via the Carer's Service.</p>	Price	60%
PAMMS Assessment	<p>The quality evaluation process for Stage 2 of the tender will take the</p>	Quality	40%

Name	Description	Type	Weighting
	<p>form of a partial 'PAMMS' (Provider Assessment and Market Management Solution) assessment. Further information about PAMMS can be found on the Access Group website - <a href="https://www.theaccessgroup.com/en-gb/products/pamms/">https://www.theaccessgroup.com/en-gb/products/pamms/</a> or by referring to the Quality Presentation on Intend. Providers will be required to register on the PAMMS portal. The Local Authority is responsible for initiating the registration; Providers will receive an email notification to finalise the process and create a log-in, which will give access to the Provider Portal and assessment area of the system. Providers will be contacted a minimum of 1 week prior to their assessment. The partial assessment will be completed in person at the Registered Office from where the application for the framework has been made. If more than one office has been submitted as part of the tender, each office will be assessed separately. Some information may be</p>		

Name	Description	Type	Weighting
	<p>requested via email prior to the in-person assessment. It is expected that the assessment will take no longer than one day. The partial PAMMS assessment will use Section F - Leadership, Quality Assurance &amp; Management. This will broadly cover:</p> <ul style="list-style-type: none"> <li>Records around Safeguarding incidents</li> <li>Medication records and procedures</li> <li>Rotas and sufficient and appropriate staffing</li> <li>Compliments, complaints, incidents, accidents, audits, reviews and feedback, and evidence of learning and improvements</li> <li>Personalised care records and appropriate storage of such documentation</li> <li>Audits and action plans, and the effectiveness of these processes.</li> </ul> <p>Following the assessment, a draft report will be shared with the Provider, and the Provider will have the opportunity to review and make any comments on inaccuracies within the report within two weeks of the draft report being available. The Provider</p>		

Name	Description	Type	Weighting
	<p>will also be able to supply additional evidence if they feel this was missed during the assessment. The report will then be reviewed, and the final report will be published on the PAMMS Provider Portal with a final scoring determined by PAMMS. The final decision regarding the report rests with the Council. All Registered Offices must complete a PAMMS assessment annually. The PAMMS assessment awards a Registered Office a Rating (Excellent, Good, Requires Improvement, and Poor) based on a score as detailed in the procurement documents. The score will be used to create a Provider's new Quality Score for that Registered Office. The scoring structure is predetermined by PAMMS based on responses to the assessment criteria and is not calculated independently by Portsmouth City Council. Each Registered Office will be re-ranked on the e-brokerage system on 1st July annually with</p>		

Name	Description	Type	Weighting
	<p>their new Quality Score, which will represent 40% of the total Evaluation Score (the other 60% being the Price Score). A Provider's Registered Office must engage in the PAMMS assessment process on an annual basis in a timely manner as requested by the Council. A Quality Score gained from a PAMMS assessment in one year will not be rolled forward to a following year. Failure to engage in the process on an annual basis in a timely manner may result in a Quality Score of 0, which will have a direct impact on a Provider's ranked position. The Council reserves the right to change the Quality Assessment criteria and process at any time. This includes any changes that may be made to the PAMMS assessment or how it is managed and configured. Please note this includes any potential changes to the PAMMS Rating Structure as set out in the procurement documents.</p>		



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## Other information

### Description of risks to contract performance

The Council has identified the following known risks that are likely to or may occur over the term of the framework and may significantly impact factors such as geographical coverage, demand levels, spend, pricing, number of appointed providers, technical scope, lotting structure, conditions of participation, qualitative assessment and operation of the framework agreement:

- Local Government Re-organisation which will increase geographical coverage, demand levels, spend and potentially lotting structure if a geographical zoning approach is adopted
- Increasing life expectancy of population which will increase numbers of individuals who require and are eligible for statutory provision of day care services. This would likely increase spend via the framework over time and may require alterations to technical specification requirements to increase efficiency
- Continuing movement towards prioritizing home based care over residential care which will increase numbers of individuals who require and are eligible for statutory provision of day care services. This would likely increase spend via the framework over time and may require alterations to technical specification requirements to increase efficiency
- Higher levels of demand, whether via the framework agreement or for home based services in general, may lead to supplier under capacity and require the Council to re-open the framework and appoint an increased number of suppliers beyond the current 40 per lot maximum
- Although not deemed likely, lower levels of demand, either via the framework or in general for home-based services, may lead to supplier over capacity and require the Council to re-open the framework and appoint a reduced number of suppliers below the current 40 per lot maximum
- Developments in relevant legislation, best practice and adoption of framework specific continuous improvement recommendations may require alterations to the conditions of participation, PAMMS assessment model, performance management, technical specifications, changes to lotting structure (including for alteration of existing Lots and addition of new Lots or Sub-lots) and other elements of the framework agreement
- Changes in the wider economic environment such as inflation, wage increases,

experienced staff scarcity and future budgetary position of the Council may require alterations to the framework agreement commercial pricing structure in terms of market led or price setting strategies, level of annual increases to rates and in year rate changes

- Changes to government policy on future manufacture and sale of non-electric vehicles

In order to ensure that the framework agreement will continue to provide an effective sourcing route in view of likely changes to requirements and strategies posed by the above risks, the Council reserves the right to make modifications to the framework agreement. Should the Council decide to make material modifications, the Council will likely re-open the framework agreement after providing notice of its intention to do so via publication of a Planned Procurement Notice, although it will not be obliged to do so.

The Council has identified the risks above associated with the delivery of this contract. In accordance with Schedule 8 of the Procurement Act 2023, the Council reserves the right to modify the framework agreement, without initiating a new procurement procedure, should any of these risks materialise during the framework term.

Any such modification will be limited to addressing the consequences of the known risk and will not alter the overall nature of the contract. Where applicable, a Contract Change Notice will be published in accordance with the requirements of the Act.

### **Applicable trade agreements**

- Government Procurement Agreement (GPA)
- Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP)

### **Conflicts assessment prepared/revised**

Yes

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## **Procedure**

## **Procedure type**

Competitive flexible procedure

## **Special regime**

Light touch

## **Competitive flexible procedure description**

The Council will establish the framework agreement via a Competitive Flexible Procedure 2 stage procurement process in accordance with the relevant regulations contained within the Procurement Act 23 that apply to Light Touch Regime services and establishment & operation of Open Frameworks.

The 2 stage process is summarised below:

- Stage 1: Providers will complete a series of pass/fail questions (Procurement Specific Questionnaire) and submit pricing
- Stage 2: The Council will conduct a partial Provider Assessment and Market Managements Solutions (PAMMS) assessment

In order to pass stage 1 suppliers must:

- Have a Registered Office within the following postcodes: PO1,2,3,4,5,6,7,8,9,11,12,16

OR

- Must be in the process of setting up a new Registered Office with CQC within those postcodes and be able to evidence this via a copy of their response from CQC confirming receipt of their application

Suppliers who submit bids for multiple registered offices must submit consistent pricing for each office, allowing for Lot specific differences in pricing requirements.

At stage 2 PAMMS assessment suppliers must be able to evidence that they are delivering care to at least three individuals from their local nominated Registered Office.

A score will be calculated based on the rate submitted (representing 60% of the score)

and the PAMMS assessment (representing 40% of the score).

The Council will develop its strategy for stage 2 assessment and award criteria from the summary level approach set out below as permitted under the Procurement Act 23 for contracts let via a Competitive Flexible Procedure and for contracts which fall under the Light Touch Services included within Schedule 1 of the Procurement Regulations 24.

The developed finalised 2nd stage qualitative assessment and award criteria will be fully detailed and explained within the 2nd stage Invitation to Tender and associated documentation published to suppliers via In-tend who are successful at stage 1 evaluation.

Where suppliers submit bids for multiple qualifying registered offices each registered office will be evaluated separately for quality although pricing must be consistent across the offices, allowing for Lot specific differences.

The quality evaluation process for Stage 2 of the tender will take the form of a partial 'PAMMS' (Provider Assessment and Market Management Solution) assessment. Further information about PAMMS can be found on the Access Group website - <https://www.theaccessgroup.com/en-gb/products/pamms/> or by referring to the Quality Presentation on Intend.

Providers will be required to register on the PAMMS portal. The Local Authority is responsible for initiating the registration; Providers will receive an email notification to finalise the process and create a log-in, which will give access to the Provider Portal and assessment area of the system.

Providers will be contacted a minimum of 1 week prior to their assessment. The partial assessment will be completed in person at the Registered Office from where the application for the framework has been made. If more than one office has been submitted as part of the tender, each office will be assessed separately. Some information may be requested via email prior to the in-person assessment. It is expected that the assessment will take no longer than one day.

The partial PAMMS assessment will use Section F - Leadership, Quality Assurance & Management. This will broadly cover:

- Records around Safeguarding incidents
- Medication records and procedures
- Rotas and sufficient and appropriate staffing
- Compliments, complaints, incidents, accidents, audits, reviews and feedback, and

evidence of learning and improvements

- Personalised care records and appropriate storage of such documentation
- Audits and action plans, and the effectiveness of these processes.

Following the assessment, a draft report will be shared with the Provider, and the Provider will have the opportunity to review and make any comments on inaccuracies within the report within two weeks of the draft report being available. The Provider will also be able to supply additional evidence if they feel this was missed during the assessment. The report will then be reviewed, and the final report will be published on the PAMMS Provider Portal with a final scoring determined by PAMMS. The final decision regarding the report rests with the Council.

Suppliers will then be ranked within each Lot based on their combined score. Every year, framework providers will complete a further PAMMS assessment and will be re-ranked based on new assessment scores.

Once operational the opportunity to bid for packages of care under the framework will be advertised via the Council's brokerage system and will be awarded based on a set of cascading criteria:

- a. Packages are sent with a 1-hour deadline.
- b. Offers received within the first hour are considered.
- c. Offers received where the Provider can fully meet all the requirements detailed in the referral, for example the need for a gender specific carer.
- d. Highest Evaluation Score, then if there is more than one Provider with the same score:
  - Lowest Priced, then if there is more than one Provider with the same price,
  - Weighted Quality Score, then if there is more than one Provider with the same weighted quality score
  - The Provider that responded first.

The Council will undertake the procurement process to establish the open framework in line with the programme set out below:

- Contract notice published - 12th November 2025
- Online TEAMS Tender Briefing Session 1 - 19th November 2025 12:00 - 13:00

- Online TEAMS Tender Briefing Session 2 - 20th November 2025 09:00 - 10:00
- Deadline for requests for clarification - 28th November 2025 17:00
- Tender return deadline for Stage 1 - 8th December 2025 12:00
- Tenderers notified of Stage 1 evaluation outcome - 16th January 2026
- Stage 2 quality evaluation - 26th January - 1st June 2026
- Award decision notified to tenderers - 15th June 2026
- Standstill Period Start - 16th June 2026
- Standstill Period Concludes - 26th June 2026 23:59
- Contract Award confirmed and contracts issued - 29th June 2026
- Framework commencement - 1st July 2026

Suppliers who wish to attend the online TEAMS tender briefings can access the meetings via the meeting links provided within the Invitation to Tender document accessible via In-tend.

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## **Contracting authority**

### **Portsmouth City Council**

- Public Procurement Organisation Number: PCNL-5714-PRZV

Civic Offices, Guildhall Square

Portsmouth

PO1 2AL

United Kingdom

Email: [procurement@portsmouthcc.gov.uk](mailto:procurement@portsmouthcc.gov.uk)

Region: UKJ31 - Portsmouth

Organisation type: Public authority - sub-central government