Domestic Property Disability Adaptations (DPDA) Framework, Level Access Showers and Shower Over Baths - Contract Award

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Reason for Decision

The purpose of this report is to seek approval from the Director of Adult Social Services (DASS), under delegated authority approved by Cabinet on 23rd March 2026, key decision reference HSC-02-26, to award contracts under the Domestic Property Disability Adaptations (DPDA) Framework following completion of a compliant Open Tender procurement process undertaken in accordance with the Procurement Act 2023 and the Council's Contract Procedure Rules.

The procurement process has identified Provider A and Provider B as the highest-scoring providers, and it is recommended that these organisations are appointed to deliver:

- Level Access Showers (LAS)
- Shower Over Baths (SOB)
- Associated bathroom adaptations

The contracts will commence on 1st December 2026 for an initial period of two years, concluding on 30th November 2028, with the option to extend for a further two periods of twelve months until 30th November 2030, subject to satisfactory performance, continued funding and the achievement of value for money.

The contract award will ensure continuity of a critical adaptation service following the expiry of the current framework and will support the Council in meeting its statutory duties under the Housing Grants, Construction and Regeneration Act 1996. The framework will continue to facilitate the timely delivery of adaptations that promote independence, improve safety within the home and support residents to remain living independently within their communities.

Cabinet approved the procurement of the DPDA Framework on 23rd March 2026 (HSC-02-26) and delegated authority to the Director of Adult Social Services (DASS), in consultation with the Lead Member for Health and Social Care, to undertake the procurement process and approve the contract award following completion of the tender exercise. This report sets out the outcome of the procurement process and seeks approval to award contracts to the recommended providers in accordance with those delegated arrangements.

Executive Summary

Cabinet approval was granted on 23rd March 2026 to undertake a procurement exercise for a new Domestic Property Disability Adaptations (DPDA) Framework for the provision of Level Access Showers (LAS), Shower Over Baths (SOB) and associated bathroom adaptations. The procurement was required as the current framework arrangements are due to expire on 30th November 2026 following the utilisation of all available extension options.

The procurement was undertaken as an Open Tender in accordance with the Procurement Act 2023 and Oldham Council's Contract Procedure Rules. The purpose of the procurement was to secure a compliant and sustainable framework capable of meeting increasing demand for home adaptations funded through the Disabled Facilities Grant (DFG) programme, whilst ensuring value for money, service quality and continuity of provision for Oldham residents.

A total of eight compliant tenders were received from the market, demonstrating strong supplier interest and competition. Suppliers were evaluated against the published criteria of Quality (90%) and Social Value (10%). Pricing was fixed within the tender documentation and was therefore not subject to evaluation. The quality evaluation was undertaken by representatives from the Equipment and Adaptations Team, with moderation facilitated by Procurement colleagues to ensure fairness, transparency and consistency. Social Value submissions were assessed through the Social Value Portal.

Following completion of the evaluation process, Provider A achieved the highest overall score of 83.95%, followed by Provider B with an overall score of 79.10%. Both providers demonstrated a strong understanding of adaptation delivery, effective operational arrangements, good quality assurance processes and a commitment to delivering positive outcomes for residents.

The proposed framework will continue to operate through a rotational allocation model, ensuring capacity, resilience and value for money throughout the duration of the contract. The appointment of two providers will reduce the risk of delays in delivery, improve service flexibility and ensure continuity of essential adaptations provided through the Disabled Facilities Grant programme.

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Recommendations

Option 2 is the recommended option.

It is recommended that the Director of Adult Social Services (DASS), under the delegated authority granted by Cabinet on 23rd March 2026 (HSC-02-26), approves:

- The award of contracts under the Domestic Property Disability Adaptations (DPDA) Framework to Provider A and Provider B for the provision of Level Access Showers (LAS), Shower Over Baths (SOB) and associated bathroom adaptations.

- The award of contracts for an initial period of two years, commencing on 1st December 2026 and ending on 30th November 2028, with the option to extend for a further two periods of twelve months until 30th November 2030, subject to satisfactory performance, continued funding and the achievement of value for money.

- The exercise of any future extension options by the Director of Adult Social Services (DASS), in accordance with the terms set out in the procurement documentation and subject to satisfactory contract performance, continued funding and value for money.

1 Background

1.1 Cabinet approved the commencement of a procurement exercise for the Domestic Property Disability Adaptations Framework on 23rd March 2026. The framework enables the Council to commission Level Access Showers, Shower Over Baths and associated bathroom adaptations for residents who have been assessed as requiring adaptations to remain safe and independent within their homes.

1.2 The current framework commenced on 1st December 2022 and was awarded for an initial period of two years with options to extend annually. All available extension options have now been utilised and the framework is due to expire on 30th November 2026.

1.3 The service plays a significant role in supporting the Council's statutory duties under the Housing Grants, Construction and Regeneration Act 1996 and contributes directly to wider Adult Social Care objectives around prevention, independence and reducing demand on health and care services. Demand for adaptations continues to increase due to an ageing population, increasing prevalence of disability and long-term health conditions, and continued pressures associated with hospital discharge and prevention agendas.

1.4 A replacement framework was therefore required to ensure continuity of service and secure long-term, sustainable delivery arrangements.

2 Current Position

2.1 An Open Tender procurement process was undertaken in full compliance with the Procurement Act 2023 and the Council's Contract Procedure Rules. The opportunity was advertised via The Chest procurement portal and the Central Digital Platform to maximise market awareness and encourage competition.

2.2 A comprehensive service specification was developed based on lessons learned from the current framework, current demand levels and future service requirements. The specification focused on delivering high-quality adaptations, improving customer experience and ensuring timely completion of works.

2.3 A total of eight compliant tenders were received.

2.4 The evaluation model applied a weighting of 90% Quality and 10% Social Value. Pricing was fixed within the tender documentation and therefore did not form part of the scoring methodology. Following evaluation and moderation, the outcomes were as follows:

Table 1 - Tender Evaluation Outcome

Provider	Quality Score	Social Value Score	Total Score
Provider A	78.00%	5.95%	83.95%
Provider B	74.00%	5.10%	79.10%
Provider C	67.00%	5.16%	72.16%
Provider D	63.00%	6.20%	69.20%
Provider E	62.00%	4.97%	66.97%
Provider F	60.00%	4.76%	64.76%
Provider G	52.00%	8.17%	60.17%
Provider H	33.00%	5.29%	38.29%

2.5 Following completion of the evaluation process, Provider A achieved the highest overall score of 83.95%, with Provider B achieving the second-highest score of 79.10%. Both providers demonstrated a strong understanding of the Council's requirements, robust quality assurance arrangements and a commitment to delivering high-quality disability adaptations within agreed timescales.

2.6 Provider A demonstrated a particularly strong submission, evidencing substantial experience in the delivery of disability adaptations, effective contract management processes and a comprehensive approach to customer engagement. Provider B similarly demonstrated strong operational capability, responsive delivery arrangements and a clear understanding of the requirements of the service.

2.7 The proposed framework will continue to operate using a rotational allocation system. This approach has worked effectively under the current arrangements by ensuring flexibility, provider resilience and continuity of service. The appointment of two providers will support capacity management, reduce delivery risks and ensure that adaptation works can continue to be delivered in a timely manner.

2.8 The Domestic Property Disability Adaptations Framework is funded through the Disabled Facilities Grant (DFG) capital allocation. Based on historic delivery levels, current waiting lists and anticipated future demand, the estimated annual expenditure under the framework is approximately £1.65 million per annum.

2.9 The framework is proposed for an initial period of two years commencing on 1st December 2026, with the option to extend for a further two periods of twelve months. The anticipated spend over the life of the contract is therefore estimated as follows:

Table 2 - Estimated Framework Expenditure

Contract Period	Estimated Spend (£)
Year 1	£1,650,000
Year 2	£1,650,000
Year 3 (Extension Option)	£1,650,000
Year 4 (Extension Option)	£1,650,000
Total Estimated Contract Value	**£6,600,000**

2.10 The framework will operate on a demand-led basis, with works commissioned as required through the Disabled Facilities Grant programme. Expenditure will continue to be monitored against available DFG funding to ensure value for money, effective budget management and continued delivery of statutory adaptation services across the borough.

2.11 Cabinet approved the procurement of the Domestic Property Disability Adaptations (DPDA) Framework on 23rd March 2026 and delegated authority to the Director of Adult Social Services (DASS), in consultation with the Lead Member for Health and Social Care, to approve the contract award following completion of the procurement exercise. The procurement process has now concluded in accordance with the approved procurement strategy and delegated authority arrangements.

3 Options considered

3.1 Option 1: Do Not Award the Contracts Following Completion of the Procurement Process

3.2 This option would involve not proceeding with the appointment of providers following completion of the Open Tender process.

3.3 This is not considered a viable option as the current DPDA Framework expires on 30th November 2026. Failure to award replacement contracts would leave the Council without compliant contractual arrangements for the delivery of Level Access Showers, Shower Over Baths and associated bathroom adaptations.

3.4 This would significantly impact the Council's ability to meet its statutory responsibilities under the Housing Grants, Construction and Regeneration Act 1996 and could lead to delays in the delivery of essential adaptations for vulnerable

residents. It would also result in operational, legal and reputational risks for the Council.

3.5 Considered and not recommended.

3.6 **Option 2: Award Contracts to the Highest Scoring Providers Following Completion of the Procurement Exercise commencing on 1st December 2026. (Recommended)**

3.7 This option involves awarding contracts under the Domestic Property Disability Adaptations Framework to Provider A and Provider B following completion of a compliant Open Tender procurement process.

3.8 The providers achieved the two highest evaluation scores and demonstrated the strongest overall submissions against the published quality and social value criteria.

3.9 This option secures continuity of service, ensures compliance with procurement legislation, provides sufficient provider capacity to meet demand and maintains delivery of an essential statutory service for Oldham residents.

4 Preferred Option

4.1 **Option 2 - Award Contracts to the Highest Scoring Providers Following Completion of the Procurement Exercise commencing on 1st December 2026.**

4.2 Option 2 is the preferred option as it represents the outcome of a compliant and competitive procurement process undertaken in accordance with the Procurement Act 2023 and the Council's Contract Procedure Rules.

4.3 The evaluation identified Provider A and Provider B as the highest-scoring providers, achieving overall scores of 83.95% and 79.10% respectively. Both organisations demonstrated the capability, experience and capacity required to deliver high-quality adaptation services for Oldham residents.

4.4 The proposed framework will provide continuity of service from 1st December 2026 and will support the Council in meeting its statutory duties through the timely delivery of Level Access Showers, Shower Over Baths and associated bathroom adaptations. The appointment of two providers will provide resilience within the framework, ensure sufficient capacity to respond to demand and reduce the risk of delays in service delivery.

4.5 The estimated annual expenditure through the framework is £1.65 million, with an estimated total framework value of £6.6 million over the maximum four-year term. Funding will continue to be met through the Disabled Facilities Grant programme and expenditure will remain demand-led.

4.6 For these reasons, Option 2 is considered the most appropriate and proportionate option and is therefore recommended for approval by the Director of Adult Social Services under the delegated authority approved by Cabinet.

5 Consultation

5.1 Current framework providers were formally notified that the existing arrangements would expire on 30th November 2026 and that the service would be subject to a competitive procurement exercise. This ensured transparency and provided adequate notice to the market.

6 Financial Implications

6.1 The proposed represents capital expenditure and will be a charge against the Community Health and Adult Social Care – Disabled Facilities Grant (DFG) capital programme.

6.2 The estimate cost of the scheme is approximately £1.65m per annum but final costs will be dependent on the number of applications, the overall expenditure defrayed on the DFG will be continuously monitored to ensure the projects are managed within the available grant.

6.3 The DFG is allocated annually and it is uncertain as to the level grant support for future years, in recent years it has been around £2.9m per annum. Although, there is a reasonable assumption that the grant funding will not cease due the provision of Disabled Facilities Grants (DFGs) is a mandatory statutory requirement for local councils in England and Wales under the Housing Grants, Construction and Regeneration Act 1996.

Jit Kara - Senior Accountant

8 Legal Implications

8.1 I agree the proposal is lawful in compliance with the Procurement Act 2023 and the Contract Procedure Rules.

Bryan Boese - Solicitor

9. Procurement Implications

9.1 This contract was procured as an Open Tender under the Procurement Act 2023 regulations and awarded to the top 2 providers based on the criteria set out in the tender documents. The opportunity was advertised on The Chest procurement portal as well as the central digital platform.

9.2 Bids were received from eight providers and evaluation of the Quality submissions was completed by colleagues from the Equipment & Adaptations Team. The Procurement team chaired a moderation session to finalise the Quality scores and ensure compliance with the scoring criteria.

9.3 Social value responses were evaluated using the Social Value Portal.

9.4 Pricing was fixed for this tender and not scored.

9.5 As detailed in this report the top 2 providers have scored highest across the two criteria of Quality and Social Value and it is recommended that they are awarded contracts for these services.

Ankur Patel – Procurement Lead

10 Equality Impact, including implications for Children and Young People

10.1 As detailed within the Equality Impact Assessment completed for the Approval to Tender of the Domestic Property Disability Adaptations (DPDA) Service on 19th January 2026.

11 Key Decision

11.1 Yes, as per previous report - Approval to Tender the Domestic Property Disability Adaptions Framework for the Provision of Level Access Showers and Shower over Baths (HSC-02-26)

12 Key Decision Reference

12.1 KDD-26-08

13 Background Papers

13.1 Approval to Tender the Domestic Property Disability Adaptions Framework for the Provision of Level Access Showers and Shower over Baths (HSC-02-26)

14 Appendices

14.1 None