



Guide on Specifications for Outcome-based/Performance-based Cleaning Contract (First Edition, 2017)

Table of Contents

1. Introduction	2
2. Key Sections to be Included in a Outcome-based / Performance-based Contract	
2.1 Scope of Work	4
2.2 Cleaning Outcome & Service Quality	6
2.3 Cleaning Tools & Technology	7
2.4 Work Improvements	8
2.5 Performance Evaluation Scorecard	8
2.6 Monetary Incentives and Non-Monetary Reward	9
3. Tender Evaluation	12
Appendices:-	
A – Area of Coverage	14
B – Schedule of Works	15
C – Performance Inspection Checklist	18
D – Proposed Inspection Plan	22
E – Ad-hoc Request Record	23
F – Performance Scorecard	24
G – Tools for Improvement	25
4. Sample Clauses for Drafting of Outcome-based / Performance-based Contract	27

Guide on Specifications for Outcome-based / Performance-based Cleaning Contract

1. Introduction

1.1 A outcome-based / performance-based contract states the desired cleaning performance standards (i.e. cleaning results) and service quality (i.e. response time) as the outcome. This approach encourages service providers to improve their cleaning and business operations to meet service buyer's expectation for cleanliness, productivity and service quality. This can be achieved through technological innovations and work process efficiency; thereby raising productivity and reducing reliance on manpower.

1.2 This guide applies only to the cleaning aspect of the contract, and aims to provide service buyers with guidelines, clauses, tools for work improvements and templates for inspecting & monitoring cleaning performance, as well as service quality outcome. These are covered in 6 key sections of the guide. Service buyers can adopt these key sections to draft outcome-based / performance-based cleaning contract. It is recommended that individual service buyers shall tailor/add on specifications according to their needs and requirements.

1.3 The guide also includes guidelines on service buyers' tender evaluation approach; providing examples of critical criteria, structured framework to evaluate tender and scoring template to look at both pricing and quality attributes, to ensure a fair tender evaluation.

2. KEY SECTIONS TO BE INCLUDED IN A OUTCOME-BASED/ PERFORMANCE-BASED CONTRACT

The key sections to be included in Outcome-based / Performance-based Contract are:

- **Scope of Work:** States key elements to be specified by the service buyer in order for the service provider to plan and prepare deployment proposal for the required cleaning services
- **Cleaning Outcomes & Service Quality:** States desired cleaning outcomes and service quality to be communicated clearly to the service provider.
- **Cleaning Tools & Technology:** States use of cleaning tools and technology.
- **Work Improvements:** States work improvement efforts through the use of productivity tools, new technology and equipment to enhance cleaning efficiency and cleaning standards.
- **Performance Evaluation Scorecard:** States performance metric on cleaning outcome, service quality outcomes and work improvement outcomes.
- **Monetary Incentives and Non-Monetary Reward:** States suggestions on provision of incentive reward system to service providers.

2.1 Scope of work

2.1.1 There are seven broad categories to be included under the scope of work. It is advisable to include all seven categories as these are important information for the service provider to submit an accurate proposal. However, service buyers have the discretion to exclude one or more categories in the contract depending on their needs and requirements. These categories include:

- a) Area of Coverage
- b) Service Hours
- c) Schedule of Works
- d) Other Services
- e) Fault Reporting
- f) Pandemic Event
- g) Deployment Proposal

2.1.1(a) Area of Coverage

Service buyers should provide information including the list of inspection units, total quantity and fixtures in the inspection units, types of floor surfaces and the total floor area to be cleaned under the area of coverage together with the layout drawings of the premise. Refer to Appendix A for the template. For sensitive and inaccessible areas, a simplified layout drawing of the premise will suffice.

2.1.1(b) Service Hours

Service buyers must indicate the service hours (including the peak and off-peak periods) that require cleaning service.

2.1.1(c) Schedule of Works

Service buyers should provide a recommended schedule of work i.e. types of cleaning and the required frequency for the area of coverage. Refer to Appendix B for the sample schedule of work.

2.1.1(d) Other Services

If there are services (e.g. waste management, landscape maintenance, pest management, etc.) other than cleaning service, service buyers have to include their scope in the contract.

2.1.1(e) Fault Reporting

Service buyers should provide the fault reporting procedures / user feedback channels to ensure all faults reported are attended to and resolved promptly. Some examples of faults include leaking or choked water fixtures, overflowing litter bins, presence of spillage, etc.

2.1.1(f) Pandemic Event

Service buyers must agree on an appropriate deployment plan (with or without additional resources) with the service provider to carry out and complete the works as specified in the cleaning outcomes of the contract during the outbreak of pandemic event.

2.1.1(g) Deployment Proposal

In order for the service provider to accurately plan and submit their deployment proposal, you have to ensure that information under 2.1.1(a) to 2.1.1(f) is duly provided.

During evaluation, you shall assess the service provider's submitted list of equipment, materials, schedule of work and deployment proposal/plan for their suitability and effectiveness.

2.2 Cleaning Outcomes and Service Quality

The cleaning outcomes and service quality determine a major portion of the performance of the service provider as these two aspects measure whether the service provider is able to meet the performance standards set by the service buyer.

2.2.1 Cleaning Outcomes

2.2.1(a) The cleaning outcome states the desired performance outcome and ratings of building elements. The overall performance rating is calculated using the performance inspection checklist (see the Example illustrated in Appendix C). The person carrying out inspections shall rate the actual cleanliness against the reference rating for the elements in the inspection units. Appendix C is the proposed reference description and rating for the inspection units.

2.2.1(b) The number of inspection units to check per inspection depends on the total inspection units, inspection frequency and the target coverage. Refer to Appendix D for the proposed inspection plan.

2.2.1(c) Performance indicators shall be linked to these desired outcomes, and the preferred method is using directly observable indicators (e.g. free of dust at inspection unit). Proxy indicators that are closely correlated with the intended outcome may be used (e.g. public feedback) for difficult-to-assess areas.

2.2.1(d) Service buyers are encouraged to categorise their building premises into high and low priority inspection areas. Areas that have been listed as high priority shall be inspected more frequently (frequency to be agreed upon by both service buyer and service provider) than those of low priority.

2.2.1(e) Subject to manpower resources, service buyers have the flexibility to decide if they want to adopt the performance inspection checklist for all the inspection areas, or to apply it only to the high priority inspection areas. For areas that have been identified as low priority, a simplified checklist (i.e. using a pass or fail grading method) can be used and to give a lower weightage as part of the overall scorecard.

2.2.1(f) Service buyers would need to determine the expected overall performance rating per inspection, e.g. 80% and communicate it to the service provider. The service provider shall achieve the expected performance rating on a daily basis through conducting their own internal inspections.

2.2.1(g) Joint inspections by both parties shall be carried out at least once per month or as per agreed. During the inspections, service buyers should determine if the expected overall performance rating has been achieved. When there is a dispute over the interpretation of cleanliness standard on the performance of services by the service provider, the opinion of the service buyer shall be final.

2.2.2 Service Quality

Service quality measures the service provider's response time to ad-hoc requests during and outside of service hours. Service buyers must determine and provide the various response time to these requests which are categorised into different work priority i.e. ranging from non-critical to very critical. All ad-hoc requests shall be recorded using the proposed format in Appendix E, with the action taken and the time of completion.

2.3 Cleaning Tools and Technology

2.3.1 Service buyers should as far as possible specify the use of more effective tools and technology to achieve better cleaning performance standards. Service providers may refer to the Productivity and Innovation Credit (PIC) IT and Automation Equipment list (available on IRAS' website).

2.3.2 Service buyers may choose not to provide the list of equipment and require the service provider to propose the equipment and tools to be used for the service.

2.3.3 Should service buyers require the service provider to use equipment that are owned by the service buyers, service buyers have to provide the list of equipment in the contract. Service buyers would then have to maintain their own equipment.

2.3.4 Technology may also be leveraged to automate the submission of performance inspection checklists and tabulation of overall performance rating as per the performance evaluation scorecard. Service buyers may choose to leave it to the service providers to propose an online tracking system available in the market and to provide the access rights to service buyers.

2.3.5 Maintenance of Machines, Equipment and Tools

Service buyers should indicate who shall be responsible for the maintenance costs of all machineries, equipment and tools.

2.3.6 Training to Operate Machinery

Service buyers would need to indicate to the service provider that all operators of site machineries have to be properly trained in the usage of any machines / technology the service provider proposes within a certain period after the commencement of the contract.

2.3.7 Storage Areas

2.3.7(a) Service buyers need to provide the service provider with a storage area free of charge, for the storage of toiletries, chemicals, equipment, machinery, etc., for the execution of the cleaning works.

2.3.7(b) Service buyers can decide on the location and size of the storage area(s).

2.3.7(c) In addition, service buyers have to clearly state that they will not be responsible whatsoever for any loss, damages or destruction, etc, howsoever caused by the items stored herein.

2.4 Work Improvements

2.4.1 The purpose of promoting work improvement efforts is so that service providers will continually find ways to operate more efficiently through the use of new technology which might lead to reduction in man hours, and yet achieve the same or better cleaning standards.

2.4.2 Service buyers may set Key Performance Indicators (KPIs) for productivity and work improvement efforts for the service providers to meet throughout the contract period e.g. reduce man hours to achieve the same cleaning standards within six months, or to achieve higher cleaning standards with better technology after a year. These KPIs should be clearly communicated to the service providers before the awarding and commencement of the contract.

2.4.3 All improvements carried out shall be tracked under the performance metric in the scorecard in Appendix F, items 10 and 10(a).

Note: Work improvement tools such as productivity indicator and process audit templates are listed in Appendix G as a reference.

2.5 Performance Evaluation Scorecard

2.5.1 The performance of the service provider shall be tracked under the performance evaluation scorecard illustrated in Appendix F. It should clearly reflect all the performance metrics that will be used to assess the performance of the service provider. Performance metrics will differ from service buyer to service buyer, hence each service buyer has to formulate their own metrics in order to best suit its needs. Higher weightage should be assigned to cleaning outcomes.

2.5.2 Service buyers will determine the minimum total score, e.g. 80% and the review frequency e.g. monthly basis. This shall be communicated to the service provider before the awarding and commencement of the contract. Regular performance review meetings shall be arranged to discuss the results.

2.6 Monetary Incentives and Non-Monetary Reward

2.6.1 In order to ensure service providers meet or exceed performance standards on a regular basis, service buyers are encouraged to adopt some form of reward system to incentivise service providers when they manage to attain a score higher than the minimum total score as per paragraph 2.5.2. Service buyers may choose to adopt either the non-monetary reward system, or the incentive payment model or both.

2.6.2 Non-monetary reward

2.6.2(a) The non-monetary reward aims to reward the service provider and/or cleaners for outstanding performance, which may include but not limited to the following:

- Paid leave / time off (e.g. one additional off-day for each cleaner, time-off)
- Recognition awards (e.g. best cleaner award, appreciation events, public recognition etc.)
- Testimonial given to the service provider that can be taken into consideration during the next tender evaluation where past performance and track record are taken into account.

2.6.2(b) You may also leave it to the service providers to propose a reward system.

2.6.3 Incentive payment model

2.6.3(a) The incentive payment model works by pegging the monthly pay-outs to the performance score of the service provider, i.e. rewarding over-exceeding performance by paying monetary incentives in addition to the full payment of the monthly contract sum, and paying less than the full monthly contract sum for under-performance.

2.6.3(b) A suggested formula for the incentive payment would be (with a maximum of 10% of the monthly contract sum):

$$\frac{\text{Actual score}}{\text{Min. expected score}} \times \text{Monthly contract sum}$$

2.6.3(c) Alternatively, service buyers can determine a fixed percentage of pay-outs according to the range of score attained by the service provider.

An example of the respective pay-outs will be:

Total score (x)	Payment
x > 90% (for 3 consecutive months)	Full payment of contract price + 10% of monthly contract price at end of 3 rd month
x ≥ 85%	Full payment of contract price
75% ≤ x < 85%	90% payment of contract price
65% ≤ x < 75%	80% payment of contract price
x < 65%	70% payment of contract sum

2.6.3(d) Service buyers could determine the period in which the service provider must maintain the minimum required score before the incentive payment is given out e.g. maintain a score above 90% for 3 consecutive months.

2.6.3(e) Service buyers must indicate clearly in the contract and tender document if they are adopting the incentive payment model as the service provider must be aware that they are being paid according to their performance.

2.6.4 For transparency and equitable administration of the contract, the system of meting out incentives should be clearly indicated in the contract and tender document.

A Common Misconception among Service Buyers

How about Liquidated Damages?

Liquidated damages must commensurate the damages or loss suffered by the service buyer if the supplier fails to fulfil his contractual obligations. They are not intended to be punitive in nature.

If liquidated damages are to be claimed, the contract manager must clearly and precisely document the performance problems that have occurred in order to assess their impact and calculate the cost.

3. TENDER EVALUATION

Service buyer shall evaluate the tender proposal based on the following approach:

3.1 Critical Criteria

1. Service buyer should verify in detail the contents of the Tender Proposal submitted to ensure that the various components of the tender document have not been modified as any changes would mean that the offers are not competing on a level playing field. Such non-complying Tender Proposals shall be deemed as invalid and be excluded from further evaluation.
2. Tenderers shall not be debarred from participating in public sector tenders and quotations before or after the closing date of this Invitation to Tender**
3. Tenderers (cleaning companies) must have at least a 'Clean Mark Silver Award' by the National Environment Agency (NEA) under the Enhanced Clean Mark Accreditation Scheme (EAS) for cleaning tenders or quotations**
4. Compulsory attendance at Site Show-round / Tender Briefing
5. Staff attended and completed the required WSQ EC modules

**Compulsory requirement for tender in government contract

3.2 Structured Evaluation

To allow fair evaluation of tenders, it is recommended that service buyers shall adopt a structured system of evaluation such as the price-quality scoring framework (PQSF) or the analytic hierarchical process (AHP) for high value tenders, where applicable.

3.3 Example of tender evaluation based on Price-Quality Scoring Framework

3.3.1 Tenders that have fully complied with the critical criteria stated above shall be further evaluated based on the Price and Quality attributes stated below.

3.3.2 The evaluation shall be based on the tendered Price and the stated Quality attributes. Price and Quality Attributes are assigned weights and translated into quantitative scores which are then added together to derive a Combined Score. Service buyers are encouraged to place more emphasis on quality attributes due to the nature of the service that is being rendered that tends to be price-dependent (e.g. 50:50).

a) Quality Attributes

(i) Tenders shall be evaluated according to the following Quality Attributes:

S/N	Quality Attributes	Weights (%)	Quality Scoring method
a.	<i>Operational Management</i>		

1	Deployment proposal: (i) Resources, (ii) Equipment, chemical and materials specifications and (iii) Methodologies		
2	Monitoring and quality management system		
3	Productivity initiatives		
b. Relevant Track Records			
1	Track records of current and previous similar projects in the last “X” years		
2	Relevant accreditations and awards received in last “X” years, such as ISO, SQC and other Environmental awards.		
3	Bonus score given for good past performance		
c. Human Resource Management			
1	Wages, incentives and staff welfare		
2	Training plans		

(ii) The Quality Score (Q-Score) will be computed using the following formula:

$$\mathbf{Q\text{-Score} = (Tenderer's\ total\ quality\ points / Highest\ total\ quality\ points) * YY\%}$$

b) Tender Price

The Tender Price of a tender will be translated into a quantitative score, Price Score (P-Score) using the following formula:

$$\mathbf{P\text{-Score} = (Lowest\ Tender\ Price / Tenderer's\ Price) * XX\%}$$

c) Combined Score

The Combined Score of a tender is computed as follows:

$$\mathbf{Combined\ Score = P\text{-score} + Q\text{-score}}$$

Tender will be awarded to the Tenderer with the highest combined score.

Appendix A: Area of Coverage

The coverage area under this contract includes the following:

Inspection Unit	Total Quantity	Total Fixtures	Types of Floor Surfaces	Total Floor Area (m²)
Entrances / lobbies				
Common corridors				
Staircases / Staircase landings				
Washrooms				
Elevator (Service and Passenger Lifts)				
Escalator / Travellator / Trolley Conveyor				
Offices				
Pantries / Cafeterias				
Meeting rooms				
Other rooms				
Carparks				
Covered walkways / Link buildings				
Pavilions				
Drains				
Landscape areas				
Bin chutes / Central refuse chutes				
Loading and unloading bays				
Roof tops				
External façade / Canopy				
Others:				

Layout drawings

Attached the layout drawing of the premise

Appendix B: Schedule of Works

A summary of the cleaning works is listed below for illustration purpose. The frequency given in the table act as a guide only. The service buyer shall determine the appropriate frequency for each of the tasks.

Unit	Cleaning Work	Frequency
Entrances / Lobbies	<ul style="list-style-type: none"> ▪ Clean entrance/entry doors, door hinges (if any) ▪ Empty and clean rubbish bins ▪ Clean floors (dry sweep / damp mop), floor mats ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clean glass walls, windows (if any) ▪ Clean furniture, planters, displays, fixtures (if any) ▪ Wet clean floors (machine wash) 	Weekly
	<ul style="list-style-type: none"> ▪ Clean light fittings, ceilings 	Monthly
Lift lobbies / Lift landings	<ul style="list-style-type: none"> ▪ Clean exterior lift doors, lift buttons ▪ Empty and clean rubbish bins ▪ Clean furniture, planters, displays, fixtures (if any) ▪ Clean floors (dry sweep / damp mop) ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clean light fittings, ceilings 	Monthly
Lift cars	<ul style="list-style-type: none"> ▪ Clean lift button panels, lift interior including walls, mirrors (if any), interior of lift doors ▪ Clean floors (damp mop) ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clean ceilings, light fittings, air vents, displays 	Monthly
Common corridors	<ul style="list-style-type: none"> ▪ Clean floors (dry sweep / machine wash) ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clean ceilings, light fittings, ducting, trucking, piping ▪ Clear cobwebs 	Monthly
Staircase / Staircase landings	<ul style="list-style-type: none"> ▪ Clean doors and hinges ▪ Clean floors, steps, landings (dry sweep / damp mop) ▪ Clean handrails, signage ▪ Clean drains (if any) 	Weekly
	<ul style="list-style-type: none"> ▪ Clean ceilings, light fittings, ducting, trucking, piping ▪ Clear cobwebs ▪ Wet clean floors (machine wash if require) 	Monthly
Letterbox areas	<ul style="list-style-type: none"> ▪ Clean floors (dry sweep / damp mop) ▪ Empty and clean rubbish bins ▪ Clean letterboxes, notice boards 	Daily / depend on operation

Covered walkways / Pavilion / Link buildings	<ul style="list-style-type: none"> ▪ Clean floors (dry sweep / machine wash) ▪ Empty and clean rubbish bins ▪ Clean drains 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clear cobwebs ▪ Clean light fittings, walls, beams ▪ Wet clean floors and drains (machine wash / damp mop) 	Monthly
Carparks (Basement / multi-storey)	<ul style="list-style-type: none"> ▪ Clean floors (dry sweep / damp mop) ▪ Clean drains (if any) 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Wash floors and drains (machine wash) 	Monthly
Bin centres / bin compounds	<ul style="list-style-type: none"> ▪ Empty and clean the refuse bins ▪ Clear and clean recyclables (if require) ▪ Clean floors (dry sweep or damp mop) 	Daily
	<ul style="list-style-type: none"> ▪ Wash floors, wash areas, drains ▪ Clean walls, roller shutters, doors ▪ Clear drains 	Weekly
Toilets / washrooms	<ul style="list-style-type: none"> ▪ Replenish consumables (i.e. toilet paper, hand soap, etc.) ▪ Clean urinals and toilet bowls ▪ Clean sanitary fittings, walls and doors ▪ Clean vanity tops, mirrors, wash-hand basins and other fixtures ▪ Empty and clean rubbish bins ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Wash floors, cubical partitions, walls ▪ Clear ladies sanitary towel disposal bins 	Weekly
	<ul style="list-style-type: none"> ▪ Clean air vents, fans, windows (if any) 	Monthly
General office areas	<ul style="list-style-type: none"> ▪ Empty and clean waste bins and recycled bins ▪ Clean horizontal surface (i.e. table-top, counter-top, fixtures, fire extinguishers, planter, etc.) ▪ <i>Check, spot cleaning any spillage that may occur</i> 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Clean non-carpet floors (dry sweep or damp mop) ▪ Vacuum carpeted floors (if any) 	Weekly
	<ul style="list-style-type: none"> ▪ Clean interior windows ▪ Vacuum clean and wipe light/fan/aircon fittings ▪ Clear cob-webs 	Quarterly
	<ul style="list-style-type: none"> ▪ Shampoo carpeted floors (if any) 	Yearly
Pantries	<ul style="list-style-type: none"> ▪ Empty and clean rubbish bins ▪ Clean horizontal surfaces (i.e. table-tops, counter-top, fixtures, fire extinguishers, planter, etc.) ▪ Clean floors (dry sweep or damp mop) ▪ Clean and clear sinks, drains 	Daily / depend on operation

	<ul style="list-style-type: none"> ▪ Replenish consumables (if any) ▪ <i>Check, spot cleaning any spillage that may occur</i> 	
	<ul style="list-style-type: none"> ▪ Vacuum clean and wipe light/fan/aircon fittings ▪ Clean interior windows (if any) ▪ Clean refrigerator/microwaves (if any) 	Monthly
Meeting rooms	<ul style="list-style-type: none"> ▪ Empty and clean rubbish bins (if any) ▪ Clean horizontal surfaces (i.e. counter-top fixtures, fire extinguishers, planter, etc.) ▪ Clean furniture (i.e. tables, chairs, etc.) ▪ Clean floors (dry sweep / litter picking) 	Daily / depend on operation
	<ul style="list-style-type: none"> ▪ Vacuum carpet floors (if any) ▪ Clean non-carpet floors (damp mop) 	Weekly
	<ul style="list-style-type: none"> ▪ Clean interior windows ▪ Vacuum clean and wipe light/fan/aircon fittings ▪ Clean cob-webs 	Quarterly
	<ul style="list-style-type: none"> ▪ Shampoo carpeted floors (if any) 	Yearly
Other room / common facilities	<ul style="list-style-type: none"> ▪ Empty and clean rubbish bins (if any) ▪ Clean horizontal surfaces (i.e. table-top, counter-top, fixtures, fire extinguishers, planter, etc.) ▪ Clean floors (dry sweep / damp mop) ▪ Vacuum clean and wipe light/fan/aircon fittings ▪ Clean interior windows (if any) 	Depend on operation

Appendix C: Performance Inspection Checklist

The proposed reference description and rating for entrance and lobby (for illustration purpose) serve as a guide only; Service Buyer shall specify the description and rating accordingly to their contractual agreement.

Area	Element	Description	Rating
1. Entrance and Lobby			
1	Lighting / Ceiling	Free of dust, stain and cobweb at inspection unit	5
		Presence of one pollutant (dust, stain or cobweb) at non-visible area	4
		Presence of one pollutant (dust, stain or cobweb) at visible area	3
		Presence of two pollutant (dirt, stain or cobweb) at inspection unit	2
		Presence of dirt, stain and cobweb dirt at inspection unit	1
		Area neglected and cleaning is not performed at all	0
		Not applicable	NA
2	Wall / Door / Window	Free of stain, dust and fingerprint mark at inspection unit	5
		Presence of some clear fingerprint mark at non-visible area	4
		Presence of some clear fingerprint mark at visible area	3
		Presence of overlapping fingerprint mark and dirt at visible area	2
		Presence of stain, dirt and fingerprint at inspection unit	1
		Area neglected and cleaning is not performed at all	0
3	Fixture	Free of dust and stain at inspection element	5
		Presence of dust at one element	4
		Presence of dust at two or more element	3
		Presence of dirt at one element	2
		Presence of dirt and stain at inspection element	1
		Area neglected and cleaning is not performed at all	0
4	Signage / Display	Free of dust and stain at inspection element	5
		Presence of dust at one element	4
		Presence of dust at two or more element	3
		Presence of dirt at one element	2
		Presence of dirt and stain at inspection element	1
		Area neglected and cleaning is not performed at all	0
5	Furniture / Planter	Free of dust, stain / spillage and litter at inspection element	5
		Presence of dust at one element	4
		Presence of dust at two or more element	3
		Presence of dirt or litter at one element	2
		Presence of dirt, stain / spillage and litter at inspection element	1

		Area neglected and cleaning is not performed at all	0
6	Litter Bin	Bin is free from dust, stain, smell, insect and is less than 3/4 full	5
		Presence of dust at outer bin surface and is less than 3/4 full	4
		Presence of dust and stain at outer bin surface and is less than 3/4 full	3
		Presence of smell or insect from the bin	2
		Presence of dirt, stain, smell and insect or bin is full	1
		Area neglected and cleaning is not performed at all	0
7	Floor / Entrance mat	Free of dust, stain/spillage and litter at inspection unit	5
		Presence of one pollutant (dust, spillage or litter) at non-visible area	4
		Presence of one pollutant (dust, spillage or litter) at visible area	3
		Presence of two pollutant (dirt, stain/spillage or litter) at inspection unit	2
		Presence of dirt, stain/spillage and litter at inspection unit	1
		Area neglected and cleaning is not performed at all	0

Definitions

No	Description	Definitions	Examples
1	Visible Area	Area easily seen by the eyes in a upright and usual motion position for an inspection unit	Table top, floor, wall
2	Non-visible Area	Area not easily seen by eyes and need to put some effort to see for an inspection unit	Behind the pillar, under the table
3	Inspection unit	Group of elements located within a spatial unit	Entrance and lobby, corridor, staircase
4	Element	Items in an inspection unit that are to be cleaned	Door, floor, wall, fixture
5	Dust	Light dust that cannot be seen by eyes	Thin layer of dust particle
6	Dirt	Accumulated dust that can be seen by eyes	Heavy black dust
7	Stain	Dried form of spillage	Beverage stain or other liquid fluid stain
8	Spillage	Accumulated of liquid fluid	Beverage spillage or any pool of liquid
9	Litter	Object / item that is left behind or dropped deliberately / accidentally by human activities	Man-made materials (paper, wrapper, waste)

10	Fixture	Object / item that is securely and usually attached to the wall or ceiling	Gantry, card access reader, fire extinguishers, fire alarm bell, Automated external defibrillator (AED), water taps, soap dispenser, switches, power points, Lan / telephone line
11	Signage	Sign used to provide information	Exit light, direction sign, Directory
12	Display	Items that are usually hang on the wall	Notice board, LCD display, poster / picture
13	Furniture	Movable items or objects	Table, chair, sofa, cabinet, locker, desk, side table, telephone, table-top
14	Planter	Decorative pot of plant	Pot of plant
15	Electrical Appliance	Appliance that are powered by electricity	Projector, PC, laptops, microwave, water dispenser, refrigerator, coffee machine

Inspection Timing

It is recommended to conduct inspection immediately after cleaning. The inspector shall take into consideration the time lapse between inspection and last cleaning by adopting a reasonable cleaning standard to assess it.

Overall Performance Rating

The inspector shall rate the average quality of all elements (e.g. number of litter bins) in the inspected units (e.g. entrance/ lobby) using the drop down list in the checklist. The rating is based on the 5-point system.

The calculation of the overall performance rating is given in the following example:

$$\text{Overall Performance Rating (\%)} = \frac{\text{Total Rating (Score)}}{\text{Maximum Rating (Score)}} \times 100$$

Example:

Performance Inspection Checklist						
Date & Time of Inspection:		13-1-2016 16:58		Inspection By:		
Time of last cleaning:		12-10-2015 08:00		Inspection No:		
Inspection unit	No	Element	Description	Rating	Overall Score	Area Checked / Observations / Remarks
1. Entrance / Lobby					4	
	1	Lighting / Ceiling	Free of dust, stain and cobweb at inspection unit	5		
	2	Wall / Door / Window	Free of stain, dust and fingerprint mark at inspection unit	5		
	3	Fixture	Presence of dust at one element	4		
	4	Signage / Display	Presence of dust at one element	4		
	5	Furniture / Planter	Presence of dust at two or more element	3		
	6	Litter bin	Presence of dust at outer bin surface and is less than 3/4 full	4		
	7	Floor / Entrance mat	Presence of one pollutant (dust, spillage or litter) at visible	3		
2. Lift lobby / Lift landing					2.75	
	1	Lighting / Ceiling	Not applicable	NA		
	2	Display panel / Buttons	Presence of dust at one element	4		
	3	Lift door / Wall	Presence of two pollutant (dirt, stain or sticker) at	2		
	4	Litter Bin	Area neglected and cleaning is not perform at all	0		
	5	Floor	Free of dust, stain/spillage and litter at inspection unit	5		
3. Lift car					4.5	
	1	Lighting / Ceiling	Free of dust, stain and cobweb at inspection unit	5		
	2	Wall / Door	Presence of some clear fingerprint mark at non-visible area	4		
	3	Buttons / Display / Handrails	Presence of dust at one element	4		
	4	Floor	Free of dust, stain/spillage and litter at inspection unit	5		
4. Common corridor					2.67	
	1	Lighting / Ceiling	Not applicable	NA		
	2	Wall / Floor	Free of dust, stain/spillage and litter at inspection unit	5		
	3	Ducting / Trucking / Piping	Presence of one pollutant (dust, stain or cobweb) at visible	3		
	4	Drain	Area neglected and cleaning is not perform at all	0		
5. Staircase / Staircase landing					4.50	
	1	Lighting / Ceiling	Free of dust, stain and cobweb at inspection unit	5		
	2	Wall / Floor / Landing step	Presence of one pollutant (dust, spillage or litter) at non-	4		
	3	Ducting / Trucking / Piping	Not applicable	NA		
	4	Handrail / Signage	Not applicable	NA		
	5	Drain	Not applicable	NA		
6. Letterbox area					4.00	
	1	Floor	Free of dust, stain/spillage and litter at inspection unit	5		
	2	Litter bin	Presence of dust at outer bin surface and is less than 3/4 full	4		
	3	Surface area / Wall	Presence of one pollutant (dust, stain or sticker) at visible	3		
7. Covered walkway / Pavilion / Link building					2.60	
	1	Lighting / Ceiling	Area neglected and cleaning is not perform at all	0		
	2	Floor	Presence of one pollutant (dust, spillage or litter) at non-	4		
	3	Drain	Free of sand, soil and litter in the drain	5		
	4	Wall / Beam	Presence of one pollutant (dust, stain or sticker) on wall	3		
	5	Furniture / Fixture	Presence of dirt and stain at inspection element	1		
8. Carpark (Basement / multi-storey)					3.20	
	1	Door / Wall	Presence of one pollutant (dust, stain or sticker) at non-	4		
	2	Floor	Presence of two pollutant (dirt, stain/spillage or litter) at	2		
	3	Drain	Free of sand, soil and litter in the drain	5		
	4	Litter bin	Area neglected and cleaning is not perform at all	0		
	5	Lighting / Ceiling / Trunking	Free of dust, stain, cobweb and dead insect at inspection	5		
9. Bin chute / Central refuse chute					4.00	
	1	Wall / Bin chute door	Presence of one pollutant (stain, scum or dried waste) at	4		
	2	Floor	Free of dust, stain/spillage and litter at inspection unit	5		
	3	Scupper drain	Not applicable	NA		
10. Bin centre / Bin compound					3.33	
11. Toilet / Washroom						
12. Office area						
13. Pantry						
14. Meeting room						
15. Other rooms						
Total Rating (Score)				134		
Maximum Rating (Score)				190		
Overall Performance (%)				70.5		

Appendix D: Proposed Inspection Plan

The proposed inspection plan (for illustration purpose) serves as a guide only; Service Buyer shall specify the planned inspection frequency and target coverage accordingly to their contractual agreement.

The calculation of the number of inspection unit is as follow:

$$\text{Number to check per inspection} = \frac{\text{Total inspection unit} \times \text{Target coverage per year}}{\text{Planned inspection frequency per month} \times 12}$$

Audit Team:

- For inputs

Inspection Unit	Total inspection unit (Extract from Appendix A)	Planned inspection frequency per month	Target coverage per year	Number to check for per inspection	Remarks
Entrance / lobby	3	2	200%	1	E.g. High priority area
Common corridors	48	1	100%	4	
Staircase / Staircase landing	50	1	100%	5	E.g. Low priority area
Washrooms		1	100%	0	
Elevator (Service and Passenger Lifts)		1	100%	0	
Escalator / Travellator / Trolley Conveyor		1	100%	0	
Offices		1	100%	0	
Pantry / Cafeteria		1	100%	0	
Meeting room		1	100%	0	
Other room		1	100%	0	
Carpark		1	100%	0	
Covered walkway / Link building		1	100%	0	
Pavilion		1	100%	0	
Drain		1	100%	0	
Landscape area		1	100%	0	
Bin chute / Central refuse chute		1	100%	0	
Loading and unloading bay		1	100%	0	
Roof top		1	100%	0	
External façade / Canopy		1	100%	0	
Others:		1	100%	0	

Appendix F: Performance Scorecard

Example of the proposed scorecard used to evaluate service providers' performance in terms of their delivery of cleaning performance, services quality and internal processes. The service buyer shall specify the performance metrics and target accordingly to their contractual agreement.

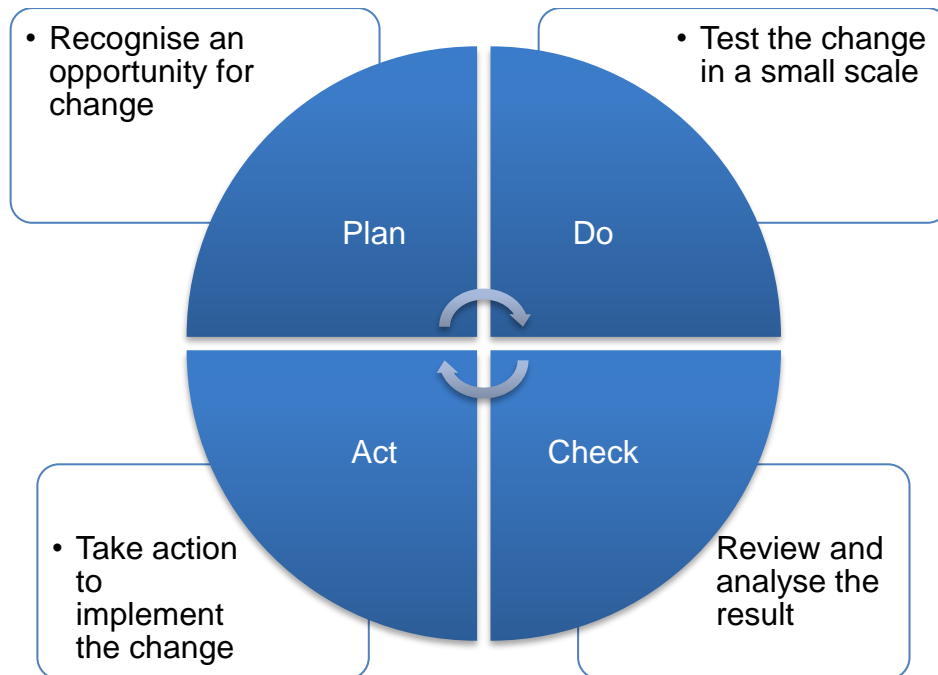
No	Performance Metric	Unit	Target	Result	Weightage (%)	Score (%)	Remarks
1	Overall performance rating based on joint-inspection result	%	85	85	20	20.00	Average overall performance rating based on joint-inspection
2	Overall performance rating based on internal inspection result	%	85	90	15	15.00	Average overall performance rating based on internal inspection
3	% internal inspection conducted against planned	%	90	90	10	10.00	No. of internal inspection / total no. of planned inspection x 100
4	% work completed against scheduled / planned	%	90	50	10	5.56	No. of work completed / total no. of work planned x 100
5	% ad-hoc service meeting target response time	%	90	100	10	10.00	No of ad-hoc service meeting target time / total ad-hoc service x 100
6	% review meeting conducted with company against plan	%	90	0	5	0.00	No of review meeting conducted / total planned review meeting x 100
7	No. of negative feedback received	No.	3	1	5	5.00	
8	No. of customer <u>positive</u> feedback received	No.	5	1	10	2.00	
9	No. of internal briefing / training conducted to workers	No.	4	2	5	2.50	
10	*No. of WIPs identified / carried out	No.	4	2	5	2.50	
10(a)	No. of WIP that meet KPI	No.	2	1	5	2.50	
Total score		%			100	75.06	

*Note: This category is to be assessed annually.

Appendix G – Tools for Improvement

Some of the suggested tools are listed below. However service providers can use or suggest other tools or methodology for improvement.

- *Plan-Do-Check-Act* methodology to plan area for improvement



- *Process audit* to evaluate whether cleaners are carrying out cleaning tasks accordingly to cleaning processes or NEA developed pictorial guides



Process Audit-1.xlsx

- *Productivity indicator* (for washroom cleaning) to measure the effectiveness and efficiency of their cleaners



productivity-indicator
-for-washroom-cleani

4. SAMPLE CLAUSES FOR DRAFTING OF OUTCOME- BASED/ PERFORMANCE- BASED CONTRACT

Service buyers may wish to use some of these sample clauses when drafting their outcome-based/performance-based cleaning contracts. Service buyers may modify or adjust according to their own needs. The appendices referred here correspond to the ones above.

1. Scope of Work

- 1.1 ABC agency (“The Authority”) would require the Contractor to provide cleaning services to the premises of ABC agency for a period of three (3) years with an option to extend for one (1) year.
- 1.2 The total Floor Area (TFA) of the premises to be cleaned is approximately 25,100m², spanning over 2 storeys, 1 roof and 1 basement. Please refer to Appendix A for the comprehensive list of the inspection units, quantity of fixtures in the inspection units, types of floor surfaces and the respective TFA for the fixtures. The layout drawings are also attached for easy reference.
- 1.3 The Contractor shall ensure that during the service hours, the cleaners must respond to all ad-hoc cleaning requests.

Service Hours

Daily: 7:00 am to 9:00pm

The Contractor shall provide cleaning services in two (2) shifts:

- a) Shift 1 : e.g. 7:00 am to 2:00 pm
- b) Shift 2 : e.g. 2:00 pm to 9:00 pm

From Mondays to Saturdays (excluding Public Holidays)

Please ensure service standards are met during Peak and Off-Peak Periods as follows:

- a) Peak Period: Mondays to Saturdays 8:30am to 6:00pm
- b) Off-Peak Period: Mondays to Saturdays 7:00am to 8:30am; 6:00pm to 9:00pm

Additional efforts required during the Peak Periods shall be included in the tender price.

- 1.4 The Contractor is required to carry out the cleaning works in accordance to the schedule listed in Appendix B. The Contractor shall submit their cleaning schedule to the Authority for approval. The Authority reserves the right to amend the schedule.

1.5 The Contractor shall report all faults to the Authority immediately upon detection through the fault reporting channels that will be provided by the Authority. Some examples of faults include leaking or choking water fixtures, overflowing litter bins, presence of spillage, etc.

1.6 During the outbreak of a pandemic event as directed by the Authority, both parties shall agree on the deployment of additional resources to carry out and complete the works as specified in the cleaning outcomes of the contract. The Authority will not entertain any additional cost due to such increase of frequency of work. The Contractor is also responsible for implementing the following necessary precautionary measures as advised by the relevant Authorities but not limited to:-

- (i) Setting up a system to monitor cleaners who are ill or suspected to be ill, including contacting cleaners who are absent from work.
- (ii) Provide demonstration materials, educational materials and guidance documents for their deployed employees related to Ministry of Health's guidelines.
- (iii) Ensure all cleaners with a direct role in emergency management and response are properly trained.
- (iv) Provide recommendations regarding cleaning procedures for the Authority's consideration.
- (v) Conduct chemical disinfection according to Ministry of Health's guidelines.
- (vi) Step up intensified cleaning and disinfecting of premises.
- (vii) Provide Personal Protective Equipment (PPE) to the cleaners according to Ministry of Health's guidelines.
- (viii) Daily and intensified cleaning of frequent touched surfaces (e.g. arm rests, chairs, tables, door knobs, light and air controls, adjacent walls and windows), public areas and toilets surfaces, etc. with chemical disinfectants.

1.7 The Contractor shall submit their detailed proposal, full specifications and any supporting literature, brochures, catalogues and videos of the proposed deployment of manpower, equipment and materials, schedule of work using the information provided in paragraph 1.1 to 1.6 as a guide during tender document submission.

1.8 The Contractor shall ensure there are sufficient floaters to cover cleaners who fail to report to work. This is to ensure that there are sufficient cleaners to meet the committed deployment plan.

1.9 The Contractor shall be bound to deploy the approved manpower, equipment and materials and schedule of work as per submission upon awarded and acceptance of the tender.

2. Cleaning Outcomes and Service Quality

2.1 Cleaning Outcomes

- (i) The Contractor shall ensure that the workers carry out all cleaning works according to the cleaning standards to meet the desired performance outcomes set by the Authority.
- (ii) The Contractor's performance shall be determined by an overall performance rating, which will be calculated using the performance inspection checklist (please refer to Appendix C). The Contractor shall appoint a supervisor to carry out the inspection and rate the actual cleanliness against the reference rating for the element in the inspection units. Appendix C is the proposed reference description and rating for the inspection units.
- (iii) The Contractor shall attain a minimum overall performance rating of 85% on a daily basis through conducting internal inspections. Joint inspections will be carried out with the Authority on a monthly basis, and the Authority shall have the final say should there be any dispute.
- (iv) The number of inspection units to check per inspection depends on the total inspection units, inspection frequency and the target coverage. Refer to Appendix D for the proposed inspection plan.

2.2 Service Quality

- (i) The Contractor shall ensure ad-hoc requests during service hours are attended to and resolved in a timely fashion. All ad-hoc requests shall be recorded using the proposed format in Appendix E, with the action taken and the time of completion.

Example: Proposed Response Time by Station Cleaners

During service hours:

Work Priority	Description	Call-Out Time / Down Time
1	Urgent	10 / 30 mins
2	Routine	30 / 60 mins
3	Non-urgent	120 / 180 mins

Beyond service hours:

Work Priority	Description	Call-Out Time / Down Time
1	Urgent	30 mins / 50 mins
2	Routine	The next working day
3	Non-urgent	

Definition of Work Priority:

- 1 Requests, which are of urgent nature such as leakages, spillages, breakages etc. which require immediate attention.
- 2 Requests, which are routine nature, such as to perform additional cleaning for areas specified in the contract.
- 3 Requests, which are non-urgent nature, such as cleaning of additional areas not specified in the contract.

(The response time relating to emergency requests such as (e.g. fire, flooding, pipe burst and oil spill, etc.) should be determined by service buyer e.g. 2 hrs)

2.3 Cleaning Tools and Technology

2.3.1 The Contractor shall provide labour-saving and effective machines and devices in his day-to-day cleaning operations and cleaning works to ensure that cleaning staff are able to carry out their work efficiently. The suggested equipment and materials may include but are not limited to the items in the following equipment list below. The Contractor can propose new or other equivalent equipment or materials for inclusion or replacement in the list. The Contractor shall be deemed to understand and acknowledge that no additional claims would be entertained by the Authority for the performance of this service.

2.3.2 Prior to commencement of work, the Contractor shall submit a list of machines, equipment and tools to the Authority. The Authority has the discretion to amend the list according to its requirements and the Contractor is to bear all additional costs.

Equipment List	Unit	Min Qty.
Dry vacuum cleaners	No.	
Wet vacuum cleaners	No.	
Portable high pressure water jet with spray nozzle	Set	
Scrubber machines	No.	
Blowers	No.	
Materials List	Unit	Min Qty.
Cleaner trolleys / carts	No.	

Personal protective equipment including protective gloves, shoes/ boots, safety goggles	Set	
Safety signage (e.g. wet floor, cleaning in progress, etc.)	No.	
Brooms and dustpans	Set	
Absorbent paper materials	Roll	
Brushes (different types for different area cleaning)	Set	
Plastic tongs	No.	
Double mopping bucket with mop	Set	
Bin liner replacement (thick)	pcs.	
Cleaning / microfilter cloths (colour coded)	pcs.	
Cleaning chemicals (Mopping solution, sanitizers, detergent / soap, carpet cleaning chemical, window/ mirror cleaning chemicals, etc.)	btl.	
Spray bottles	btl.	
Squeegees	No.	

2.3.3 The Contractor shall provide information from equipment supplier on the suitability of the recommended equipment for use for the various surfaces and areas within the premises.

2.3.4 The Contractor shall be responsible for all costs arising out of the hiring or purchase and use of the machines, including all operating and maintenance costs of repair and spare parts, costs of hiring operator(s) and cost of insurance coverage.

2.3.5 Any machines, equipment and tools, which in the opinion of the Authority are considered unsuitable for use, shall be removed from the site and replaced within a period agreed with the Authority.

2.3.6 Maintenance of Machines, Equipment and Tools

2.3.6(a) The Contractor shall ensure that all machines, equipment and tools used at sites are maintained and in good working condition at all times and comply with the relevant statutory requirements.

2.3.6(b) The Contractor shall be responsible for the liaison with the supplier(s) of the machines, equipment and tools, in respect of complaints or any other matters and shall ensure that the machines are put to proper use and kept in good working order at all times and that regular maintenance is carried out to avoid breakdowns during the progress of the cleaning works. All problems of the machines, equipment and tools must be dealt with by the Contractor expeditiously so as not to interrupt the performance of the works.

2.3.7 Training to Operate Machinery

2.3.7(a) The Contractor shall ensure that all operators of site machineries are properly trained.

2.3.7(b) In the event there are new workers and/or supervisors to be deployed on site, the Contractor shall ensure that they are properly trained within “X” months of hire.

2.3.8 Storage Areas

The Authority shall provide the Contractor with a storeroom free of charge, for the storage of toiletries, chemicals, equipment, machinery, etc., for the execution of the cleaning works. The location and size of storage area shall be at the sole discretion of the Authority and the Authority accepts no responsibilities whatsoever for any loss, damages or destruction, etc. howsoever caused by the items stored herein.

2.3.9 Electronic submission of performance inspection checklists

The Contractor may automate the submission of the performance inspection checklists where the overall performance rating will be tabulated electronically and provided to the Authority. The Contractor is encouraged to explore possible online tracking systems, and provide access rights to the Authority.

2.4 Work Improvements

2.4.1 The Contractor shall carry out productivity and work improvement efforts to enhance cleaning efficiency by use of technology to monitor manpower / process efficiency and setting target to measure and make improvements of “X” % in an annual basis.

2.4.2 The Contractor shall appoint one of their supervisors / team leaders as a site Productivity Champion to lead and carry out work improvement projects. This site productivity champion shall work with the Productivity Manager (trained) appointed at Contractor’s company level to identify areas of improvement such as redesign of work processes, adoption of technology etc., to improve productivity, and to measure the work improvement outcomes.

2.4.3 The site productivity champion shall, from time to time, receive and act upon instructions given by the Authority to carry out productivity initiatives.

2.4.4 All improvements carried out shall be tracked under the performance metric in the scorecard in Appendix F, items 10 and 10(a).

Note: Work improvement tools such as productivity indicator and process audit templates are listed in Appendix G as a reference.

2.4.5 The Contractor may seek the approval of the Authority to change the approved manpower, equipment / materials and schedule of work through the introduction of new or better cleaning method(s), new technology. The onus is on the Contractor to prove that the new cleaning methods or technology are able to outperform the existing ones.

2.5 Performance Evaluation Scorecard

The Contractor's performance in terms of their delivery of cleaning performance, services quality and work improvement outcomes will be evaluated using the scorecard illustrated in Appendix F. The Authority will communicate the minimum total score to the Contractor before the commencement of the contract.

2.6 Staff Recognition Plan

2.6.1 The Contractor shall propose and implement a robust framework to incentivise all workers with outstanding performances. This shall include a system to report back to the Authority once the workers have been awarded. This plan shall be submitted to the Authority for approval.

2.7 Incentive Payment for Performance-based Contract

2.7.1 The Contractor shall be paid according to their performance score.

2.7.2(a) The Authority shall set the minimum expected score and inform the Contractor before the commencement of the contract. An example would be:

Total score (x)	Payment
x > 90% (for 3 consecutive months)	Full payment of contract price + 10% of monthly contract price at end of 3 rd month
x ≥ 85%	Full payment of contract price
75% ≤ x < 85%	90% payment of contract price
65% ≤ x < 75%	80% payment of contract price
x < 65%	70% payment of contract sum

OR

2.7.2 (b) The Authority shall set the minimum expected score and inform the Contractor before the commencement of the contract. The pay-outs will be determined according to the score attained, with a maximum of 10% of the monthly contract sum i.e.

$$\frac{\text{Actual score}}{\text{Min. expected score}} \times \text{Contract sum}$$

2.7.4 The Contractor is required to maintain a score above the minimum expected score for any 3 consecutive months within the Contract Period before the incentive payment can be paid out at the end of the 3rd consecutive month.

An initiative by:



Disclaimer: This Guide is published by the Industry Development & Promotion Office, National Environment Agency. While every effort has been made to ensure the accuracy of the information contained in this Guide, all details within the Guide are intended for guidance only. Users should seek proper legal advice when using any information in this