

Janitorial Template User Guide

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1. Janitorial Template User Guide

1.1 Introduction

1.1.1 Purpose

The Facility Support Contract/Base Operations Support (FSC/BOS) Template provides a common framework for Navy-wide performance-based contracts. NAVFAC and DoD policy is to obtain FSC services in a “performance-based” manner. This User Guide describes how to apply the Template to Janitorial services. The Template is to be used for fixed-price negotiated procurements using source selection procedures. Users are encouraged to tailor the application of this template to the unique circumstances of their individual acquisitions. There are a number of things to keep in mind during the tailoring process:

1. Read the General Information User Guide in addition to this User Guide.
2. Pay particular attention to the annotation <<Note to Spec Writer>>.
3. Delete, add, or modify as required, but avoid adding unnecessary “how to” requirements and management prescriptions.
4. When tailoring, be careful not to create conflicts or ambiguities.
5. Be sure ALL the individual elements of the acquisition are consistent and designed for the best overall outcome.

1.1.2 Scope of Janitorial

The Janitorial Template includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform janitorial including housing. Included are services such as emptying waste containers, low area cleaning, special cleaning, high area cleaning, interior window cleaning, exterior window cleaning, window blinds cleaning, sweeping/dust mopping, vacuuming carpets and rugs, cleaning walk-off mats, spray cleaning and buffing, damp mopping, waxing and buffing, stripping and re-waxing, rug and carpet deep cleaning, restroom services, perimeter services, and unscheduled cleaning.

- Collection and disposal of solid waste is included in the Refuse Collection and Recycling Template.
- Snow and ice removal from building entrances including walkways, steps, exterior stairways, and porches are included in the Template for Street Sweeping and Snow Removal.

1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Janitorial sub-function aligns with the Navy’s Installation Management Accounting Project (IMAP) Core Business Model (CBM) and Cost Account Codes (CACs). For additional information on IMAP, see the General Information User Guide.

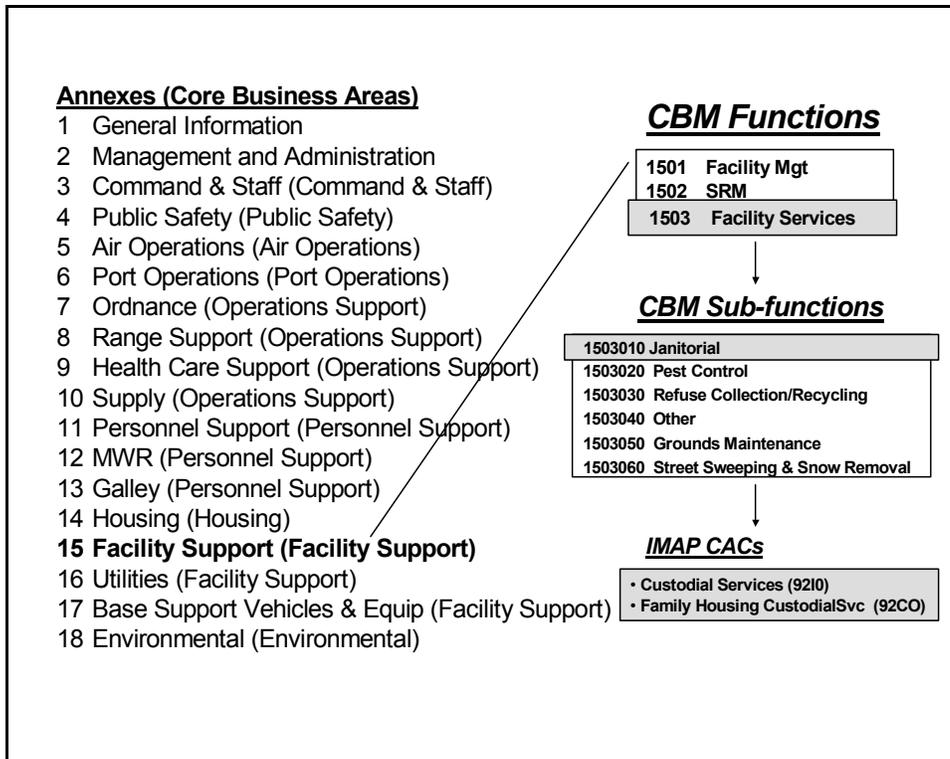


Figure 1. Annex Alignment to IMAP

1.1.4 CAC Definition

Table 1 below shows a partial list of the IMAP 2004 Janitorial CAC definitions. Since CACs change periodically, refer to the IMAP website for the latest. The Janitorial Template may accommodate different cost models such as the Installation Process Model (IPM) used by the Marine Corps.

Title	CAC	Definition
Janitorial Services	9210	Includes the costs of labor and material or contract services for general cleaning including; sweeping, mopping, vacuuming, buffing floors; dusting furniture, walls, ceilings, pipes, screens, window sills/frames, blinds or shades; cleaning of window and mirror glass; cleaning toilet facilities and refilling dispensers; cleaning blinds, light fixtures, radiator or unit heaters, air conditioner grills, rugs, walls, partitions, stairways, entrances, etc.; removal of trash to the point of collection; and janitorial supplies such as cleaners, waxes, rags, brooms and mops. Procurement of equipment, such as buffers, waxers, washers and carts, is charged to CAC 92A0 if minor property and maintenance and repair of such equipment is charged to CAC 9290. Excludes similar work performed as ancillary to major duty: i.e., galley and mess hall attendants cleaning premises after meals and removing refuse to designated areas (CAC 9911); cleaning of working areas in public workshops (CACs 7910 or 92A0, as appropriate; warehousemen sweeping off loading platforms, aircraft mechanics cleaning up spillage in hangar areas, shopmen cleaning shop areas, and cleaning work areas in nonpublic work shops (charged to the appropriate end use CAC). Also excludes cleaning of curtains and drapes (charged to IR8B or 9962); building supplies of a general nature such as toilet supplies, bulbs and other nonjanitorial general use items (CAC 9290); and services performed in common areas of family housing (CAC 92C0).

Table 1. IMAP CACs for Janitorial

1.1.5 Standard Numbering for Janitorial

Figure 2 below shows the standard numbering convention for Janitorial. Annex 15, Facility Support includes three first-tier sub-annexes:

Facility Management (1501)

Sustainment, Restoration and Modernization (1502)

Facility Services (1503)

First-tier sub-annex 1503, Facility Services contains six second-tier sub-annexes: Second-tier sub-annex 1503010 will always represent Janitorial in NAVFAC contracts and is referred to as Specification 1503010. Users are not authorized to edit the numbering convention.

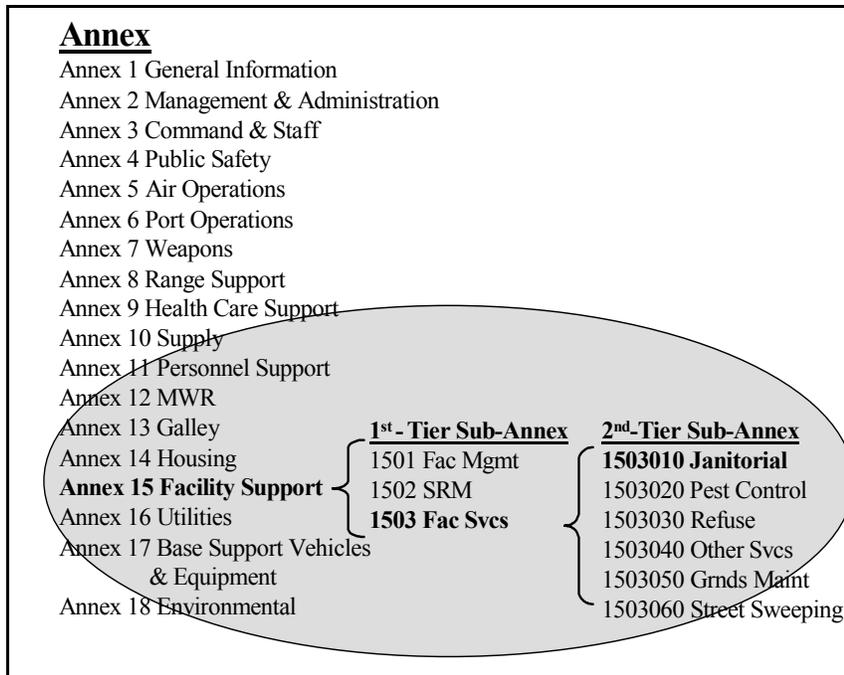


Figure 2. Standard Numbering Convention Example

The numbering convention for specification number xxyzz0 is:

- The first 2 digits xx represent the annex number (varies from 01 to 18)
- The next 2 digits yy represent the first tier sub-annex number
- The next 2 digits zz represent the second tier sub-annex number
- The last digit is reserved for future use

1.2 Janitorial Template Elements

The Janitorial Template includes specifications and supporting documentation that *supplement* all other required contract regulation, policy and procedure as shown in Table 2 below.

Section	Title	Description
C	Performance Work Statement	Section C contains technical specifications expressing expectations of the work to be performed stated as performance objectives, related information and measurable standards. Annexes 1 and 2 will be included in every solicitation. See General Information User Guide.
F	Deliveries or Performance	Section F contains a summary list of data deliverables/reports applicable to Janitorial.
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., service level charts, maps and floor plans, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to Janitorial.
-	Functional Assessment Plan (FAP)	The Janitorial FAP provides suggested methods of assessment and sample sizes for accomplishing tiered performance assessment. For additional guidance see the General Information User Guide.

Table 2. Janitorial Template Elements

1.3 Using the Janitorial Template

The Template is intended to be tailored to meet client requirements for Janitorial services. Users should read and understand the entire User Guide before starting the tailoring process. Users must consider all relevant guidelines to ensure that all appropriate topics are addressed.

Throughout the Template you will find the annotation <<Note to Spec Writer>>. Text within these symbols provides additional information and/or advises the user to insert appropriate information such as installation name, frequencies and distance.

1.3.1 Defining Client Expectations

Pre-Planning Meetings and Analyses. The first step in the tailoring process is to determine the client’s expectations in terms of specific performance objectives and standards. An initial review of inventory, area maps, and photos of existing conditions will provide a better understanding of client expectations. Care must be taken to ensure that the client realizes the tradeoff between contract cost and “service level” expectations. In general, it will cost more to get service levels that satisfy higher expectations. Concurrent with understanding client expectations, it is essential to conduct market surveys. This statutory requirement is intended to compare the client’s desired outcomes against the technical, management and pricing alternatives available in the marketplace for satisfying the Government’s requirements.

The next step is to determine whether the client’s requirements are currently contracted, if they are a new requirement, or if they are a result of an outsourcing effort (e.g., OMB Circular A-76). Comparisons should be made with any existing acquisition strategy, in order to optimize requirements for the greatest overall good of all clients and geographic areas. Pre-planning meetings shall be held as necessary to develop a full understanding of all expectations.

The Chief of Naval Operations (CNO) Integrated Process Team (IPT) has developed standard service levels for several functional areas. Service levels will be used for resource programming and

budgeting and may require the fund recipients to use the funded service levels in their solicitation. For further guidance see Section 1.3.3, *Service Levels*.

If a Client is not required to use service levels, the appropriate changes must be made to Sections C and J.

Comparison of Template WBS with Client Expectations. The next step is to evaluate site-specific requirements in conjunction with the existing Janitorial Work Breakdown Structure (WBS) for Section C. The WBS is the basis for communication throughout the acquisition process. A WBS defines an acquisition in product terms, and relates them in a tree diagram that displays the relationships of the products and services to each other and to the overarching performance outcomes.

Once the client’s expectations are fully understood and the WBS has been tailored, the performance objectives and performance standards for firm fixed-price work may be reviewed and tailored to align with clients’ expectations.

Figure 3 below is the WBS for the janitorial firm fixed-price work:

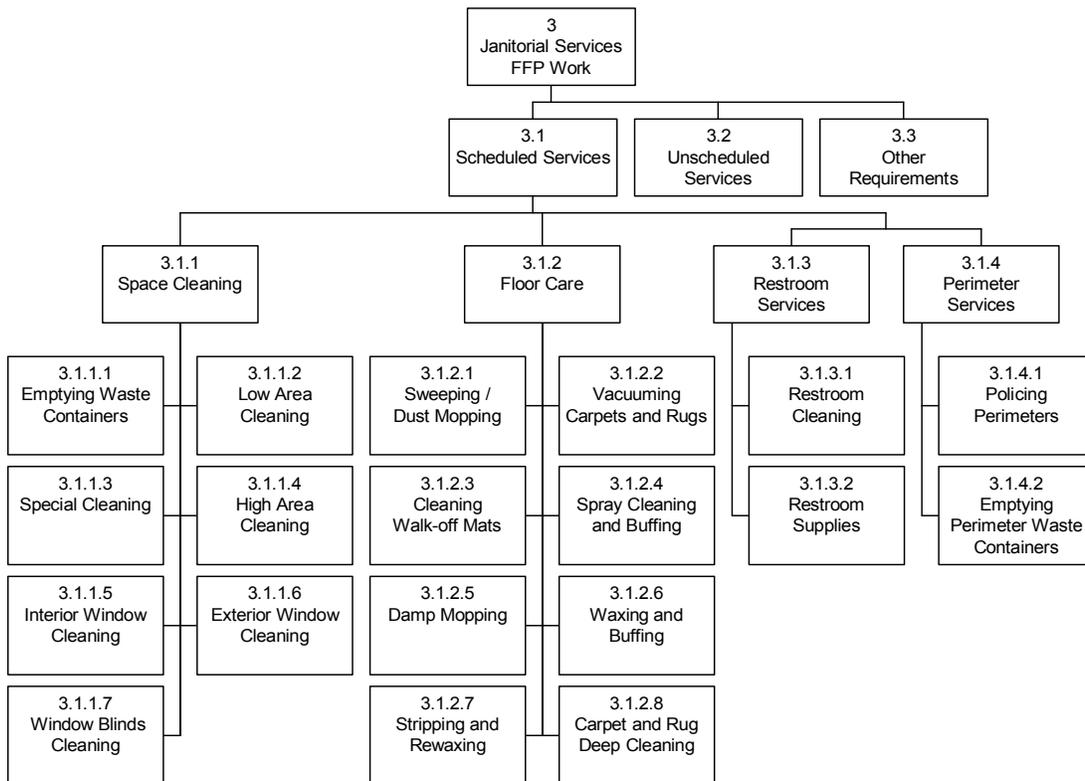


Figure 3. Janitorial WBS

Assume client requirements are not included in the WBS should be added and those that do not apply should be removed. For example, assume client requirements have been identified and there is a need to alter the WBS to address the following unique requirements:

- Consolidate recycling materials

- Clean chalkboards within all classrooms
- Cleaning curtains and drapes

It has been determined that there is no requirement for emptying and cleaning perimeter waste containers.

The revised WBS could look like Figure 4 below.

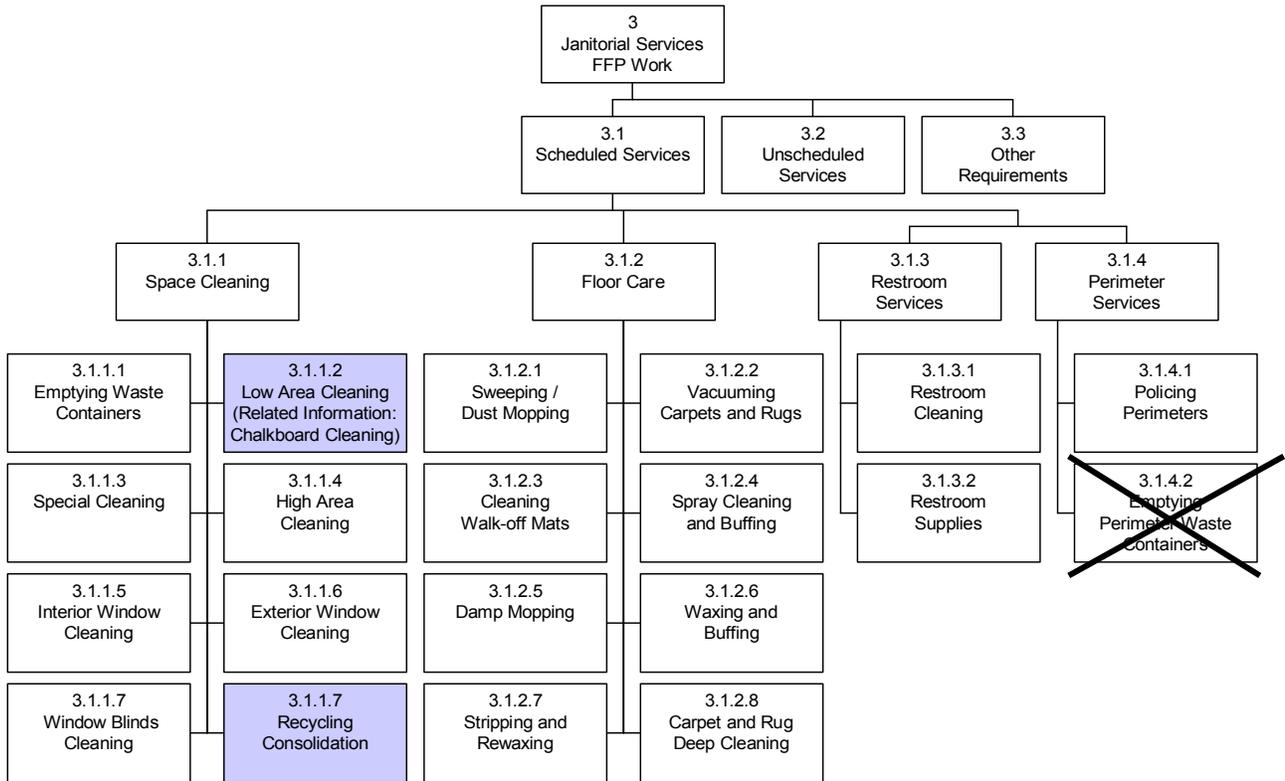


Figure 4. WBS Tailoring Example

The requirement to consolidate recyclable materials is not currently included as a WBS item. The new WBS item for recycling consolidation is WBS 3.1.1.7 and is included under Space Cleaning.

Chalkboard cleaning could be captured under Space Cleaning so it will not require a new WBS item. Chalkboard cleaning should be included as related information within the Low Area Cleaning WBS item 3.1.1.2.

Since cleaning curtains and drapes is not considered a typical janitorial service and is excluded from the CAC definition, a new WBS item should be included under Other Requirements. The new WBS number for Curtains/Drapes Cleaning is 3.3.1.

Since there is no requirement to empty and clean perimeter waste containers, item 3.1.4.2 can be removed from the tailored WBS.

1.3.2 Tabular Format

Section C is arranged in a tabular format that facilitates methodical arrangement of requirements, clear definition of expectations, and alignment of objectives with related information and measurable standards. The tabular format shown in Table 3 below provides a small extract of the Janitorial specification and includes five columns of required information: Spec Item, Title, Performance Objective, Related Information, and Performance Standard.

Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.1.1.1	Emptying Waste Containers	The Contractor shall empty waste containers and ensure they are clean and sanitary.	The Contractor shall collect and dispose of items placed adjacent to waste containers and marked "TRASH." All waste that is dropped during the waste removal process shall be picked up and properly disposed.	Waste containers are emptied, cleaned and sanitized. Plastic liners are provided and replaced when soiled or unserviceable. Work is completed per the Contractor's schedule.
3.1.1.2	Low Area Cleaning	The Contractor shall provide low area cleaning services to ensure surface areas are clean..	<<Note to Spec Writer: Insert description of low area cleaning requirements, e.g., Low area cleaning includes all furniture and fixtures (e.g., partitions, radiators, equipment, hand railings in stairways, grills, ledges, sills, walls, doors, glass in partitions and doors, light fixtures, miscellaneous hardware and bright metal work) to a maximum height of 7'-0" above floor level.>> The Contractor's cleaning techniques and products protect the integrity of the surface and finish.	Surfaces are cleaned. Work is completed per the Contractor's schedule.

Table 3. Tabular Format

Spec Items shown in Table 3 above provide examples of firm fixed-price requirements. However the tabular format for every Section C will actually address four distinct categories of work:

- **Spec Item 1** will always include general information unique to understanding the technical requirements of the spec. This item will not require pricing by the offeror.
- **Spec Item 2** will always include management and administrative requirements unique to the planning, execution, management and administration of the performance requirements of the specification. The cost of this item will be included the offeror's total contract price. Some management conditions are necessary to ensure successful

performance, e.g., Government regular working hours and environmental protection, while others are excessive, e.g., requiring ISO 9000 with no equivalent and 10 minute service call response time.

- **Spec Item 3** will always include firm fixed-priced performance requirements. For example, in Table 3 above, items 3.1.1.1 and 3.1.1.2 for Janitorial are shown.
- **Spec Item 4** will always include IDIQ work requirements.

The Performance Objective is an end state that someone wants to achieve. Objectives are often expressed in terms of specific accomplishments by an organization, levels of service provided to customers, or improvements in performance of some activity when measured against an established baseline. A performance objective for emptying waste containers would be the following statement: *The Contractor shall empty waste containers and ensure they are clean and sanitary.*

Related Information consists of information for the Contractor that is specific to a performance objective. Most tailoring occurs in the Related Information column. An example of related information for emptying waste containers would be the following statement: *All waste that is dropped during the waste removal process shall be picked up and properly disposed.*

Once the performance objectives and standards have been tailored to reflect client expectations, related information may be added to further clarify requirements. Information contained in this column does not merit routine Government assessment or is too costly to individually assess for the level of risk that they present. Table 4 below identifies four types of related information:

Type of Related Information	Description
Informational Notes	Informational notes is information that is not intended to constitute a material representation by the Government. Information notes will always be the last entry in the Related Information column. An example would be <i>INFORMATIONAL NOTES: In previous contracts, ordering toilet tissue supplies in one gross bundles once a month has maintained inventory at an acceptable level.</i>
Clarifying Information	Clarifying information describes client expectations in a more detailed manner than the performance objective and performance standard alone. An example of clarifying information would be <i>Items that are marked as 'Waste', 'Rubbish', or 'Remove' are considered marked as trash.</i>
Constraining Information	Constraining information describes limitations to the work performed to meet the performance objective and performance standard. An example of constraining information would be <i>Do not use paper liners to line waste containers.</i>
Requirement Information	Requirement information further describes client requirements associated with each performance objective. Such requirements do not individually rise to a level that merits routine Government assessment against a separate performance standard. An example of requirement information would be <i>Re-line waste containers in kitchens and bathrooms every time they are emptied.</i>

Table 4. Related Information

Performance Standards are targeted levels or ranges of performance for each characteristic that the Government monitors. At least one performance standard must exist for each performance objective. Achievement of a performance standard will either demonstrate directly that the Contractor has met the performance objective, or will enable the Government to infer with a high

degree of confidence that the Contractor has met the contract performance objective. A performance standard for emptying waste containers would be the following statement: *Waste containers are emptied, cleaned and sanitized. Plastic liners are provided and replaced when soiled or unserviceable.*

Performance standards such as “Restrooms are clean and sanitary” imply continuous conditions that are unrealistic and unaffordable. Therefore, frequencies of service have been included in the Janitorial Template and performance standards such as “Restrooms have been cleaned and sanitized” are used rather than requiring the Contractor to maintain cleanliness at all times.

Performance objectives, related information, and performance standards clearly describe client expectations. The Janitorial WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.1) and more quantitative performance objectives and standards at lower levels (e.g., 3.1.1.2). This tiered approach allows Contractor performance evaluation at higher levels provided the Contractor can demonstrate adequate performance at that higher level. Only after the Contractor has failed to perform at the higher level would we normally need to evaluate Contractor performance at lower levels of the WBS. The WBS structure lends itself well to tiered performance assessment. For additional information on performance assessment refer to the General Information User Guide.

1.3.3 Service Levels

The Janitorial WBS accommodates OPNAV service levels (see J-1503010-02 and J-1503010-03 and the CNI Janitorial Service Level Chart on the CNI Clearinghouse website). There are four Service Classes that define frequency of service by work item (Service Class A having the highest frequency of service and Service Class D having the lowest frequency of service). CNI has defined three Service Levels that relate Service Class by type of facility (Service Level I having the highest level of service and Service Level III having the lowest level of service). Each Service Level may include multiple Service Classes that vary based on facility category code (CAT). Below is a small extract of the CNI Janitorial Service Class Chart.

Work Item	Service Class			
	A	B	C	D
Vacuum Carpet	D	2W	W	0
Shampoo Carpet	3Y	2Y	Y	0
Dust Mop/Sweep Floor	D	2W	W	0
Floor Finish	M	6Y	4Y	0
Strip/Seal/Refinish Tile Floor	4Y	2Y	Y	0
Clean Restrooms	D	D	D	D
Service Restrooms	D	D	D	D
Room Cleaning	W	0	0	0
Interior Trash Disposal	D	2W	W	0

The CNI Service Classes are used in conjunction with CNI Service Levels. Below is a small extract of the CNI Janitorial Service Level Chart that relates facility type with level of service.

CAT	MEDIUM-DESCRIPTION	FAC	SL 1	SL 2	SL 3
13372	RATCC Center	1413	B	B	C
13710	Oceanographic Building	1371	B	C	C
13740	Port Control Office	1371	B	B	C
14111	Air Passenger Terminal	1412	A	A	B
14112	Air Cargo Terminal	1412	B	B	C
14140	ACFT Ops Bldg	1412	B	B	C
14142	Air Intell Suppt	1444	B	B	C
14160	Photo Build	1441	B	B	C
14165	Fleet Recon Photo Lab	1441	B	B	C
14170	Control TWR ATTD/Free	1413	B	B	C
14325	Seal Team Bldg.	1431	B	B	C
14328	Underwater Const. Team	1431	B	B	C
14330	Motion Picture Exchange	1441	B	C	C
14335	Registered Pub Issue Off	1444	B	B	C
14340	Computer Program Ops Ctr	6104	B	B	C
14341	Amphibious Operations	1431	B	B	C

The Template allows for upgrades or downgrades in service levels on an annual basis, at time of award and/or at the exercise of an option period. The option to change service level(s) requires a preliminary notice to the Contractor. It is very important to set a reasonable time period for this preliminary notice to allow the Contractor time to alter staffing and schedule work appropriately to be successful in meeting the new requirements. It is important to note that the shorter the notice, the riskier the start-up and the greater likelihood of higher prices.

The following service level provision (pending NFAS approval) should be used for changing service levels on an annual basis. Use Alternate I if change in service levels is contemplated at the time of contract award for the base period:

Option to Change Service Level, Alternate I. Upon initial contract award the Government reserves the right to award options to increase or decrease service levels for the base period.

Option to Change Service Level. The Government reserves the right to increase or decrease the service level for each client at the time it exercises its option to extend the contract at the prices indicated in the schedule. The Government will provide _____ [insert number of calendar days between 15 and 90] calendar days preliminary notice of its intent to change the service level. Notice of intent **will** be in writing but may be in the form of an e-mail attachment, facsimile letter, or official mail signed by a Contracting Officer.

1.3.4 Section J Attachments

Sample Janitorial attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Janitorial attachments include service level charts, maps and floor plans, and frequencies and locations and are labeled J-1503010-attachment number (two-digit number from 01 to 99).

Sample Janitorial ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Janitorial firm fixed-price ELINs are structured to capture costs by IMAP CAC. The IDIQ ELINs structure includes the following columns: CAC, short description title, and full description of the work to be performed including completion times to facilitate the uploading of the IDIQ schedule into DoD EMALL. DoD EMALL is a web-based tool that allows clients to order pre-priced line items directly from the contractor using their Government purchase card.

The ELIN structure closely adheres to the guidance provided in NAVFAC Memorandum of 07 Mar 02, CONTRACT LINE ITEM RESTRUCTURING GUIDANCE.

1.3.5 Section L Questions

In a performance based contract, the Government identifies what it requires (i.e., performance objectives and performance standards) and offerors propose the “how to” methods for accomplishing these requirements. Section L contains a clause entitled CONTENT OF PROPOSALS in which offerors are required to explain their proposed performance methods and associated costs. To aid in evaluating and negotiating these proposals, it may be helpful to include in Section L specific questions for offerors to address.

Every effort should be made to minimize the number of questions. However, where information regarding the contractor’s method for performing the work poses an unacceptable risk to the Government, a specific question should be asked. Sample questions are shown in Table 5 below.

Spec Item	Questions for Janitorial, Specification 1503010
3.1.1	What type of cleaning products will you be using?
3.1.2	What type of floor cleaning, waxing products and equipment will you be using?
3.1.3	What type of restroom supplies (toilet paper, paper towels, soap) and products will you be providing (e.g., recycled products)?
3.1.3	What type of cleaning products will you be using?

Table 5. Section L Questions for Janitorial

2. Conclusion

The use of the Janitorial Template will facilitate performance-based contracting, standard service levels, IMAP accounting, and tiered performance assessment. For Template documents, training and additional assistance using the Template, contact the local Engineering Field Division (EFD).

3. Web References

Table 6 below provides helpful web references.

Title	URL	Description
OPNAVINST 4860.7	http://nedcs.nebt.daps.mil	Guidance on implementing CA program requirements
OMB Circular A-76 Supplemental Handbook	http://emissary.acq.osd.mil/inst/share.nsf	Guidance on implementing CA program requirements
IMAP website	https://ucso2.hq.navy.mil/IMAP/	Contains the latest IMAP Core Business Model
NAVFAC Acquisition	http://acq.navfac.navy.mil	NAVFAC Acquisition home page
Seven Steps to Performance Based Services Acquisition	http://oamweb.osec.doc.gov/pbsc/	Guidance for performance-based acquisition: Team Approach, Etc.
DoD PBSA Desk Guide	http://www.acq.osd.mil/ar/doc/pbsaguide010201.pdf	Department of Defense Performance-Based Services Acquisition Desk Guide.
OFPP Best Practices Guide	http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html	Office of Federal Procurement Policy best practices guide to implementing performance-based services contracting.
HHS KnowNet	http://knownet.hhs.gov/aboutKnowNet.htm	The Health and Human Services information repository of performance support.
USDA performance based service contracting	http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm	United States Department of Agriculture performance based contracting toolkit
NAVFAC Facility Support Contracts	http://www.navfac.navy.mil/pw/fsc/	FSC Product Line Plan initiatives and documentation.
Service Levels	http://www.navy-im-clearinghouse.net/	CNI Clearinghouse site with Service Levels and Performance Measures.

Table 6. Web References