

Slough Borough Council

Report To:	Cabinet
Date:	19 th January 2026
Subject:	Cleaning and Window Cleaning Services Contract – Contract award to new contractor following competitive procurement process
Lead Member:	Councillor Robert Stedmond, Housing, Temporary Accommodation and Estate Renewal
Chief Officer:	Pat Hayes, Executive Director Regeneration, Housing and Environment
Contact Officer:	Ian Stone, Head of Housing Maintenance
Ward(s):	ALL
Key Decision:	YES
Exempt:	NO
Decision Subject to Call In:	YES
Appendices:	None

1. Summary and Recommendations

- 1.1 Following prior approval by Cabinet on 21st July 2025, to proceed to tender for the re-procurement of Estates Cleaning and Window Cleaning Services to the council's communal blocks, the competitive tender process has now been completed, and 10 tender bids have been fully evaluated.
- 1.2 This report seeks endorsement of the appointment of and contract award to the preferred bidder to deliver Estates Cleaning and Window Cleaning services.
- 1.3 The services will be delivered to the Council's communal blocks with effect from 1st April 2026, for a duration of 3 years, with an option to extend for a period (or periods) up to 3 years, with a total contract value (including extensions) of £4.56m.

Recommendations:

Cabinet is recommended to:

- a) Note that the preferred bidder has been selected following the outcome of the evaluation process.
- b) Note the Standstill period of 27th January to 6th February 2026, which prohibits communication of the outcome of the decision to any other parties.
- c) Resolve that the Executive Director, Regeneration, Housing and Environment (Contract Administrator), following consultation with the Lead Member for

Housing, Temporary Accommodation and Estate Renewal be granted delegated authority to award the contract to the preferred bidder.

- d) Authorise the Head of Housing Maintenance to demobilise the existing service provider and mobilise the new service provider to provide Estates Cleaning and Window Cleaning Services to HRA communal blocks.

Commissioner Review

This report is outside the scope for pre-publication commissioner review; please check the [Commissioners' instruction 5 to CLT to sign off papers](#) for further details.

2. Background Information

- 2.1 Estates Cleaning and Window Cleaning Services across the borough's 347 HRA blocks is currently being provided by Cardo South Limited (formerly Osborne Property Services), as part of the Repairs, Maintenance and Investment (RMI) Contract. This contract term commenced on 1st December 2017 for a period of 7(+3) years. Under the contract provisions it has been decided that the existing RMI contract with Cardo South Limited will run until 31st March 2027. There is also an option to extend for a further period up until 30th November 2027 should this be necessary.
- 2.2 However, Cardo South Limited indicated their wish to withdraw from the provision of Estates Cleaning and Window Cleaning services, noting that they currently use over 80% supply chain to deliver the services. It was therefore necessary to seek a new service provider for these services as soon as practicable. The current annual cost of the provision of estates cleaning services through Cardo South Limited is £715,000, and window cleaning services has an annual cost of £45,000.
- 2.3 The proposal to reprocure the Estates Cleaning and Window Cleaning services was approved at Procurement Review Board on 22nd May 2025.
- 2.4 Approval to proceed to tender was endorsed by Cabinet on 21st July 2025.
- 2.5 A Notice of Intention to enter into a Long Term Qualifying Agreement was sent and delivered to 1,820 recipients on 27th September 2024 by the Home Ownership Team (see Appendix 4). No observations were received following this exercise. We will shortly issue the second notice in the Section 20 consultation process (the Notice of Landlord's Proposals).
- 2.6 Following the procurement process, tenders were issued on 5th August 2025.
- 2.7 A number of clarifications were received and the closing date for receipt of tenders was 26th September 2025. 10 bids were received, evaluated and moderated, with the preferred bidder identified on 11th November 2025. The evaluation outcome report prepared by Procurement is available as a confidential background paper.
- 2.8 The Contract identifies the Contract Manager as Ian Stone, Head of Housing Maintenance, and he will oversee the mobilisation process.
- 2.9 The mobilisation process will include a number of scheduled meetings with the preferred bidder throughout a 6 week mobilisation period (10th February – 31st March 2026). This is in order to clarify queries, confirm commitments and seek opportunities for further enhancements.

2.10 The Head of Housing Maintenance will negotiate with the Preferred Bidder to ensure that their offer is formalised into a contract and seek to enhance the offer so as to optimise the potential for SROI initiatives.

2.11 Provision of these services meet the Council's corporate objectives as follows:

- **A Borough for Children and young people to thrive** - having clean and safe environments for children and young people to live, play and exercise is a key requirement for a child's development
- **A town where residents can live healthier, safer, and more independent lives** – feeling safe in a well maintained and clean environment encourages people to live healthier and more independent lives.
- **A cleaner, Healthier, and more prosperous Slough** - well-kept homes and environments bring pride to communities.

3. Implications of the Recommendation

3.1 Financial implications

3.1.1 The total annual contract costs of the new cleaning contract is in line with the current level of expenditure detailed above of £0.760m per annum (£0.715m for estates cleaning & litter picking and £0.045m for window cleaning) for the 347 HRA blocks. Therefore, the total cost of the contract (3 years plus 3-year extension option) will be £4.56m. This includes staffing costs for seven operatives who work for the current provider, Cardo South Limited and who will be TUPE across to the new provider.

3.1.2 The 30-year HRA business plan approved by cabinet in February 2025 included sufficient budget for the provision of this service for the length of the contract term. Where it is correct to do so these costs are recovered from tenants and leaseholders which is then reinvested into HRA services.

3.2 Legal implications

3.2.1 This procurement has been conducted in accordance with the Procurement Act 2023 (PA23), and more specifically Chapter 2 of the Act in relation to the Open Procedure.

3.2.2 The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) applies to this procurement as:

- a) the activities that are being carried out, on the Council's behalf, under the current arrangements are sufficiently similar to the activities that will be carried out, on the Council's behalf, under the new arrangements; and
- b) the current provider has an organised team of employees whose main purpose is to perform the work on behalf of the Council.

Therefore the employees of the existing provider will transfer to the new provider, on the same terms and conditions and with their employment rights preserved unless those employees object to the transfer of their employment. The Council will comply with its obligations under TUPE.

3.2.3 Table 1 Authorisation and Acceptance Thresholds in the Council's Contract Procedure Rules (CPRs) states that, for contracts with a total value of £500,000 or above, authority to procure and approval to award must be obtained through Cabinet.

3.2.4 On 21st July 2025, Cabinet gave approval to proceed with the re-procurement of Estates Cleaning and Window Cleaning Services to the Council's communal blocks. This further Cabinet report now seeks approval to award the contract to the preferred bidder.

3.3 Risk management implications

Risk	Description	Impact	Likelihood	Mitigation
Mobilisation issues	New provider struggles to mobilise on time (staffing, equipment).	Service delivery failure or reputational damage.	Medium	<p>Require detailed mobilisation plan at tender stage; hold regular mobilisation meetings; retain contingency options with outgoing provider.</p> <p>Noted a mobilisation period of 3 months will be factored into the new contract.</p> <p>There will be no loss of service provision during this period, as Cardo will continue to provide the service up until the service transfer date.</p>
TUPE Issues	Incomplete or late employee liability information; pension issues.	Legal disputes, service disruption.	Medium -High	Work closely with HR, legal, and incumbent provider; follow TUPE process; notify bidders early of pension position.
Higher contract costs	Inflation, salary increases (e.g., Real Living Wage), or fewer bidders push up price.	Budget pressure; potential need for service cuts elsewhere.	High	Benchmark costs; budget realistically.
Leaseholder Consultation	Lack of proper consultation	Council will only be able to recover up to £250 and will be at significant risk of financial	High	<p>Council to:</p> <ul style="list-style-type: none"> - Issue follow up letter to Notice of Intention

		loss. Additionally, lack of proper consultation could lead to legal challenge and reputational damage, and a potential delay in the procurement process if this is not factored into the timetable.		<ul style="list-style-type: none"> - Issue Notice of Proposal (following award of tender) - Issue Notice of Award (if not lowest tenderer) - Engage Leaseholders to provide scope and details of the service in order to manage expectations
Resident Engagement	Lack of resident engagement leads to dissatisfaction and reputational damage	Lack of transparency of service provision will lead to higher complaints and unrealistic customer expectations	High	Council to ensure resident consultation is factored into procurement timetable and service standards are made available to residents to manage expectations
Staff dissatisfaction	Transferring staff feel insecure or unhappy with new provider.	Absenteeism, poor morale, drop in quality of service.	Medium	Ensure TUPE rights are protected; communicate early with affected staff; encourage bidder commitments on terms and conditions.
Pension liability exposure	LGPS participation risks not fully understood or funded.	Long-term cost to council if provider defaults or exits early.	Medium -High	Engage with Berkshire Pension Service early; seek actuarial advice; ensure bonds/guarantees in place for admitted body status.
Contract management	New contract requires more intensive monitoring and management	Impact on existing resource; service quality issues not managed effectively.	Medium	Build in contract management capacity; use robust KPIs and reporting; include regular performance reviews
Legal or challenge risk	Unsuccessful bidder challenges process or award.	Delay to contract award/start; legal costs.	Low-Medium	Follow Procurement Regulations and Governance Framework; maintain clear audit trail; ensure transparent and fair evaluation process.

Environmental/ social return on investment targets missed	New contract fails to deliver on sustainability or social value commitments.	Missed council policy goals; reputational impact.	Medium	Include clear, measurable social value and sustainability requirements in tender; monitor delivery.
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3.4 Environmental implications

3.4.1 Re-procurement has provided a valuable opportunity to reassess the environmental implications of this element of the RMI contract. The new contract will stipulate a general duty on the use of more sustainable products, waste reduction initiatives, reduced water consumption, use of energy efficient machinery and reduced carbon footprint through the use of efficient route planning and low-emission vehicles.

3.5 Equality implications

3.5.1 Under the Equality Act 2010, we must have due regard to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations

3.5.2 Re-procurement of these services will have equality implications in terms of TUPE, terms and conditions and access to pensions.

3.5.3 As part of the re-procurement process we carried out an Equality Impact Assessment (EqIA). This included a requirement for bidders to demonstrate how they will meet their equality duties through a robust evaluation scoring criteria, setting out requirements for social value, training opportunities, recruitment practices and equality practices. This will be monitored as part of ongoing contract management.

3.6 Procurement Implications

3.6.1 A tender notice was published on Find a Tender Service and South-East Business Portal on 5th August 2025 in respect of the Estates Cleaning and Window Cleaning Service via the Open procedure route under PA23 regulations.

3.6.2 During the tender period, we received a large number of clarification questions and some of these we were unable to respond within the stated procurement timetable, therefore the tender submission date was extended to 26 September 2025 and all potential bidders were notified.

3.6.3 We received ten (10) bids from potential providers by the deadline. The quality aspect of the bids were evaluated by a panel of four people within the service area with the technical knowledge and experience of managing this service.

3.6.4 The bids were evaluated against the published criteria of 50% quality criteria and 50% price and the recommended winning provider was the most advantageous tender. The contract award notice will invoke an eight (8) working day standstill period and assessment summary letters will be sent to providers notifying them of the

outcome. The new contract will commence on 1 April 2026 for a three year initial term with an option to extend for three years.

3.7 Workforce Implications

There are TUPE implications arising from this contract as referred to in this report.

4. Background Papers

- 4.1 Tender Evaluation Report for Estates Cleaning and Window Cleaning
(commercially sensitive – not for publication or wider distribution).
- 4.2 Procurement Review Board Decision – 22nd May 2025.