

# THE HIGHLAND COUNCIL

## EDUCATION, CHILDREN AND ADULT SERVICES COMMITTEE

21 May 2014

Agenda Item	16.
Report No	ECA/13/14

### FACILITIES MANAGEMENT - EVALUATION REPORT

#### Report by Director of Care and Learning

#### Summary

This report sets out for Members' consideration and comment an evaluation of the Facilities Management (FM) model that has been operational in Highland since August 2011. The report also outlines proposals for implementing the remaining phases, which will include sparsely populated areas which historically have had little or no janitorial provision.

#### 1. Background

- 1.1 The Education Culture & Sport (ECS) Committee in May 2011 agreed to implement the initial phase of the FM model to coincide with the opening of Milton of Leys Primary School in August 2011. The related report is attached at **Appendix 1**. This report provides a useful reference document as it outlines the rationale for implementing the model. In addition, the Adult & Children Services Committee agreed in September 2012 that as the FM model was rolled out across Highland those schools who would lose dedicated janitorial support as a result of the implementation of the model would receive funding for a playground supervisor.
- 1.2 In the intervening period the first 5 phases of the FM model have been implemented. Details of the schools involved and other relevant information are contained in **Appendix 2**.
- 1.3 There is extensive engagement with local stakeholders in advance of each implementation phase. Details of this process are outlined in **Appendix 3**.
- 1.4 On the basis that the FM model is now operational in over 50% of the Primary Schools in Highland it was felt that there was sufficient evidence available to allow an independent evaluation to be carried out. The ECS Service commissioned the Association for Public Sector Excellence (APSE) to carry out this evaluation exercise. This was on the basis that this organisation has extensive experience and knowledge of the public sector in the United Kingdom and is therefore well placed to robustly challenge the FM model in Highland
- 1.5 Section 3 outlines proposals for the implementation of the remaining phases. These phases include remote and sparsely populated areas which, to date have had little or no janitorial support in schools.

#### 2. The APSE report

- 2.1 The APSE evaluation report is appended as **Appendix 4**.
- 2.2 The report in summary contains the following;

- The review process
- Reasons for change
- The nature and range of FM services
- Consultation process
- Communication and IT
- Resources and skills
- Budgeting and finance
- The interface with HAPS (now Community Services)
- Summary of recommendations
- Further analysis
- Details of the SWOT analysis which is contained within Appendix 1 to the APSE report

### **3.0 The key recommendations contained within the report**

- 3.1 **Consultation process** – we accept the recommendations and in addition will in future provide an opportunity for Area Education Managers to establish follow-up meetings with individual or groups of Head Teachers after the presentation to discuss and clarify any issues contained within the presentation or affecting their school.
- 3.2 **Establishment audits** – it is essential for Head Teachers and other staff involved that there is absolute clarity about roles and responsibilities in relation to the FM function and the function carried out by Maintenance Officers. We will therefore work closely with the Director of Community Services to achieve this clarity and a more effective partnership working between Services.
- 3.3 **Communications and I.T.** – whilst we welcome and recognise the need for the appropriate systems to be put in place there is a need for Community Services to work in partnership with the FM team to realise the benefits of the K2 system. It is our understanding that there may be financial implications associated with FM accessing the K2 system.
- 3.4 **Service scheduling** – we accept these recommendations and will review the current arrangements to ensure that future communications with Head Teachers is enhanced.
- 3.5 **Skills** – we accept that there is a need for a further training needs assessment to be carried in addition to the work already done in this area. The initial training effort focussed on the health, safety and compliance aspects of service delivery. We will now focus on developing communication and inter-personal skills to ensure that there is a greater emphasis on customer care. Once again to implement this recommendation will have a financial consequence.

### **4.0 Further analysis**

- 4.1 This section of the report contains 3 elements, namely;
- Financial
  - Process mapping
  - Interface with Community Services
- 4.2 In relation to the financial aspects, the report emphasises the requirement to review the initial budgets and the underlying costs of service delivery with a view to establishing a business case to support the FM model going forward. It is

recognised within the report that a number of factors have increased pressures on the FM budget including, the provision of funding for playground supervision in those schools which previously had a dedicated janitor, the additional services provided by the FM teams in relation to health, safety and property management which were not previously covered in full and finally the levels of training, protective clothing and equipment required to carry out the individual tasks.

- 4.3 As indicated above in section 3 there is a need to establish more joined-up working with colleagues in Community Services to fully realise the potential opportunities that this partnership could realise. The availability of updated process maps and systems would provide benefits for all stakeholders involved. This aspect reinforces the need for an updated business case to establish the costs and benefits of the introduction of any new system. This would also increase the general understanding of the roles and responsibilities of the respective partners.
- 4.4 In order to take forward the above requirements and to support the management team it is recommended that the Council engages APSE to facilitate further detailed analysis to inform the way forward and to assist in implementing the changes required.

## **5.0 The remaining phases**

- 5.1 The remaining implementation phases are as follows:

Phase 6 – Skye & Lochalsh

Phase 7 – Wester Ross and West Sutherland

Phase 8 – North Sutherland and Caithness

Phase 9 – Lochaber

- 5.2 To date, each implementation phase has presented unique challenges mainly relating to aligning available staffing resources, equipment and vehicles to the FM needs of each school. Another key issue to emerge during the initial implementation phases is the willingness of the smaller Secondary Schools to participate in the FM model. The availability of the Secondary School janitorial staff has provided additional staffing resources to assist supporting Primary Schools in the immediate locality.
- 5.3 Phases 6 and 7 present unique challenges in that there are very few existing janitorial staff employed within these areas. This is primarily as a result of the qualifying threshold for a dedicated janitor being 146 pupils. There is only one Primary School in the Skye and Lochalsh area with a dedicated janitor. There are 24 operational establishments within the area. In order to overcome this challenge and to ensure that all Primary and small Secondary Schools in Highland are supported within the operating model it is proposed to implement FM in these areas in a different way.
- 5.4 The proposal is to implement the FM model on an iterative basis for phases 6 and 7. This approach will have the following features:
- The FM Team Leader appointment for both areas will be progressed as normal;
  - The Team Leader will assist in the process of identifying the FM requirements within each of the establishments within his/her area and to establish a working relationship with the Head Teachers and to gain knowledge of each establishment;

- This in turn will identify the FMA resource required to support the schools;
- However, appointments will only be made to these FMA posts as and when financial resources become available;
- In addition, the staffing model in the remote rural areas will be predicated in employing staff in the local communities for the requisite number of hours to avoid full-time FMA employees spending significant time travelling between schools to carry out their pre-determined work routines;
- In addition, use will be made of the existing janitorial staffing resources available in the small Secondary Schools on the west coast to ensure that maximum use is made of these resources wherever possible;
- Consideration will also be given to greater interaction and sharing with Community Services employees in these areas to ensure maximum benefit from all available Council resources;
- The above proposals will be discussed with Head Teachers, Parent Council Chairs, local Members, the staff affected and trade union representatives at the appropriate stages;
- It is inevitable that even after all possible efficiencies have been identified and implemented that a funding gap will remain. For this reason Members are asked to agree that an updated business case is brought to a future Committee for consideration.

5.5 Planning for the implementation of phases 8 and 9 will be progressed in the near future to identify what resources will be required to support the schools in those areas. Within phases 8 and 9, which include the new schools in Wick and the greater Fort William area there will be access to Revenue consequences of Capital funding which should the appropriate funding in those areas. This will also involve examining innovative ways of ensuring that all participating schools are supported within the FM framework

5.6 It is anticipated that the remaining phases involving remote rural areas may take longer to implement than those phases based in the more populated areas. However, the objective is to ensure that each school will ultimately benefit from inclusion within the FM model.

## 6.0 Implications

6.1 **Resource implications** – the first 5 implementation phases have been completed. However, existing staffing structures will be reviewed on an on-going basis to ensure that the most consistent and efficient structures are in place. Also, as the FM model is implemented in the more remote rural areas where there are no existing janitorial staff then, as detailed in section 5 above, it will be necessary to introduce a modified operating model implemented over a longer timescale as financial resources become available.

6.2 **Legal implications** – there will be appropriate compliance with any statutory requirements

6.3 **Equality implications** – there will be appropriate compliance with any statutory requirements

6.4 **Climate change implications** – the universal implementation of the FM model across all Service establishments will contribute towards the achievement of the climate change agenda, for example waste management, supporting energy efficiency and supporting inspection and maintenance contracts within schools.

6.5 **Gaelic** – there are no direct implications

6.6 **Risk implications** - it is apparent as the FM model is about to be implemented in the remote rural areas of the Highlands that there are challenges to ensure that all entitled schools will ultimately benefit. This will require innovative thinking and increased partnership working with local communities and other Council Services. However, there is a significant risk in achieving universal implementation if consideration is not given to providing adequate funding in the more remote and rural areas where there are no existing resources.

In addition, as the role of the Head Teacher as the Responsible Premises Officer (RPO) is assuming an increased range of property management and health and safety responsibilities it is essential that there is a robust and sustainable support mechanism in place. The FM model fulfils this function. In rural areas with a greater number of cluster Head Teachers, covering more than one school, the need for a sustainable support framework is crucial.

## **7.0 Recommendations**

7.1 Members are asked to:

Note the recommendations contained within the APSE FM evaluation report as detailed in Appendix 4 and agree that these recommendations be taken forward;

Agree that APSE should be appointed to facilitate the detailed analysis required to inform an updated business case and support the Service to take this forward;

Agree that upon completion of the business case that consideration be given to providing additional funding to achieve full implementation of the FM model in remote rural areas where there are insufficient resources to ensure universal implementation

Designation: Director of Care and Learning

Date: 13 May 2014

Joint authors: Ron MacKenzie, Head of Resources, Care and Learning Service

Norma Murray, Facilities Services Manager, Care and Learning Service

## Background Papers

**Appendix 1 – the Committee report dated 19/05/11 that outlines the rationale on which the FM model is based**

**Appendix 2 – the schools where the FM model is operational**

**Appendix 3 – the engagement process with local stakeholders prior to each implementation phase**

**Appendix 4 – the APSE evaluation report**

**THE HIGHLAND COUNCIL**  
**EDUCATION, CULTURE AND SPORT COMMITTEE**

**19 MAY 2011**

Agenda Item	
Report No	

**Facilities Management project - Milton of Leys Primary School**

**Report by Director of Education, Culture and Sport Service**

**Summary**

This report outlines the strengths and weaknesses of the current janitorial structure and service delivery model within schools and outlines for Members' consideration an alternative model that could be introduced to coincide with the opening of the new Milton of Leys Primary School in August 2011.

**1. Background**

1.1 The present model of janitorial provision in schools has evolved to its present state over a period of years and as such there are a variety of service delivery models including:-

- The Facilities Management structure in those new schools built under the Public Private Partnership (PPP) contracts.
- A roll-related allocation of dedicated janitors in the Primary and Secondary School sectors.
- Peripatetic janitors who serve a number of Primary Schools who would not under the present devolved school management formula be entitled to janitorial provision.
- Facility officer posts in some community Secondary Schools.
- The Housing and Property Service provides a repairs and maintenance service for Primary Schools on Skye on an annual contract basis.

1.2 In addition within schools there are a number of "facilities management" type functions that are carried out by other specialists under different line management arrangements including:-

- Building cleaning – separate structure within the Cleaning Service
- Repairs and maintenance – works commissioned by Maintenance Officers within the Housing and Property Service structure
- Grounds Maintenance – ground works, including grass cutting, delivered either by TEC Services within a Service Level Agreement or alternatively in the larger schools delivered by the school's janitorial team

1.3 The purpose of this report is to highlight the strengths and weaknesses of the present janitorial arrangements and to recommend options for a future operating model that produces the following benefits:-

- The creation of a universal support function that will assist Head Teachers with the significant burdens associated with property and grounds management
- The creation of a standardised operating model that will create a facilities management structure under specialist line management arrangements
- The creation of standardised job descriptions that will ensure that there is a consistent approach to facilities management across all schools
- Is affordable within the current budget allocation.

1.4 The opening of the new Primary School at Milton of Leys in August 2011 provides an opportunity to create the type of facilities management post that could potentially inform any future structure.

## 2.0 An analysis of current janitorial provision

2.1 The present operating models are not sustainable for the following reasons:

- Increased awareness of the responsibilities associated with the role of the Responsible Premises Officer (RPO) and the need to provide adequate and proportionate support for the role. (In schools the RPO is the Head Teacher and he/she retains ultimate responsibility for the safe management of the school building and everyone within that building).
- The need to introduce a standard operating model that ensures all RPOs will be supported in a consistent way and to pre-determined standards. Currently some Primary Schools do not have any access to janitorial support which in turn places an increased burden on the RPO.
- During a period of reduced financial resources there is a need to ensure that the Council is achieving maximum value from the staffing resources available. For example what opportunities exist to deploy the existing pool of janitors in a different way that would ensure that potentially **all** schools have access to this support function?
- The need to ensure that specific tasks are carried out by staff with the appropriate skills and training and that staff are line managed within the appropriate specialist structure. For example it is increasingly important that all repairs and work commissioned within a school is done so in conjunction with the local Maintenance Officer employed by the Housing & Property Service. This is to ensure that the process operates within the appropriate governance framework, thereby reducing risks to a minimum.
- For example, the need to reduce risks associated with breaching health and safety requirements, as evidenced by the imposition of the Health & Safety Executive Improvement Notice relating to asbestos management in schools.
- The variable deployment of janitorial staff in schools. What opportunities exist to re-define the type of support function required including the introduction of standard and consistent operating procedures?

2.2 In schools that have dedicated janitorial support the RPOs appreciate the benefits of having this resource available to carry out a wide range of support functions. However, in the spirit of equity and fairness, it is no longer acceptable or

sustainable to operate a support function that does not directly benefit the majority of schools, and is delivered in a variety of ways across the school estate.

- 2.3 In addition Head Teachers, during a period of unparalleled change in schools, including the implementation of a Curriculum for Excellence over the next 5 years, need to have a support framework in place that allows them to focus fully on the delivery of learning and teaching and recognises the pressures on them as a result of reduced management time, greater levels of paperwork and increased accountability in terms of effective budget management. Whilst the presence of an enhanced support framework does not remove the responsibilities associated with the RPO role it does however ease the burden in terms of the ability to delegate some of the tasks to appropriately trained specialist support staff.

### **3.0 An alternative operating model**

- 3.1 Following extensive consultation within the ECS Service and with colleagues in the Housing & Property Service the basis of an alternative type of post to the traditional janitorial function has been proposed as an excellent working model and improvement for all parties. On the basis that the move towards a different operating model presents significant challenges, and to avoid any significant adverse impact on the day to day support of schools, it is proposed that these changes are implemented on a phased basis over a period of time to allow the change to be successfully implemented.

- 3.2 The opening of the new Milton of Leys Primary School in August 2011 presents an opportunity to introduce the newly established post of Team Leader (Facilities Management). This new post would address a number of the issues identified in paragraph 2.1 above with a particular emphasis on:

- Undertaking delegated property management duties on behalf of the RPO
- Delivering the client interface with the Housing and Property Service (on behalf of the RPO)
- Compliance with and the enforcement of Health & Safety responsibilities, for example asbestos management, legionella testing, fire safety checks and any other routine checks as agreed with colleagues in the Housing and Property Service.
- Responsibility for building access and egress

- 3.3 The job description for the Team Leader (Facilities Management) post is appended at **Appendix 1**. The grade for this post is HC07.

- 3.4 In advance of any wider changes to the remit of the existing school-based janitorial posts, which would have to be the subject of a consultation exercise with Head Teachers and the staff affected, it is proposed that the existing posts of peripatetic janitor are deleted on a phased basis and replaced instead with a newly established post of Facilities Management Assistant (FMA). The job description for this post is appended at **Appendix 2**. The grade for this post is HC04 which is in line with the current grade for janitorial posts. Both new posts have been assessed and graded by Personnel.



- 3.5 It is proposed to delete 3 of the existing peripatetic janitorial posts that are currently line managed by the Area ECS Manager based at Ardross Street, Inverness and to replace them with 3 FMA posts. The staff affected will be redeployed to the new posts. This is on the basis that the grades for these posts are the same. Consultation on this proposal has taken place with the trade unions and the staff affected.
- 3.6 It is proposed that the Team Leader (FM) post based at Milton of Leys Primary School would have line management responsibility for the 3 new FMA posts and the cleaning staff employed within the school. In addition, it is also proposed that the Team Leader (FM) post would report to the Cleaning Manager within the Catering & Cleaning Service as opposed to the Head Teacher at Milton of Leys Primary School.
- 3.7 It is anticipated that the initial phase of the new FM structure would support the 14 schools listed at **Appendix 3**. There will be an on-going evaluation of the revised arrangements to establish whether or not this revised structure can adequately support this number of schools. On this basis, the number of schools supported during this initial phase will be reviewed within 12 months.
- 3.8 The new operating model will have a number of unique features, including:-
- Whilst the Team Leader (FM) will operate out of a base school, all posts in the new structure will be peripatetic
  - As a result they will be provided with the appropriate transportation
  - The post holders will rely heavily on electronic devices (precise details yet to be agreed) to ensure that all work scheduling and recording of data at schools interfaces automatically with a centrally located database (the technology to under-pin this smarter way of working will be explored in conjunction with colleagues in ICT Services and HAPS )
  - The diversity of the posts and therefore the range of training required for post-holders on an on-going basis.
  - The establishment of appropriate communication and co-operation between the post-holders and the RPO (Head Teacher) with regard to the health and safety matters covered by the post-holder to firmly embed a culture of partnership working.
- 3.9 Subject to the successful implementation of the first phase being accomplished, the next phases of the roll-out will take place in the Spey Valley to coincide with the opening of the new Aviemore Primary School in Spring 2012 and in Caithness where a number of janitors are in a redeployment situation as a result of falling school rolls and schools no longer being entitled to a dedicated janitor.
- 3.10 In the medium term, say within 9 months, consultations will take place with Head Teachers, existing school-based janitorial staff and trade unions to discuss the potential rollout of this model to all schools. On this basis a further report will be brought back to this Committee in March 2012 to update Members.

3.11 As the project develops consideration will be given to whether or not buildings in other Services, for example Social Work, could be included within the remit of the FM structure.

#### **4.0 Implications**

4.1 **Resource implications – Appendix 4** outlines the projected costs associated with the initial phase in comparison with existing budgets. One of the objectives of this proposed change in operating practices is to achieve change within existing resources. As a result there will not be any increase in the ECS staffing establishment as a result of this proposal. The creation of new posts and the deletion of posts will be reported to the Resources Committee.

4.2 **Legal implications** – there are no legal implications

4.3 **Equality implications** – there are no equality implications on the basis of the relevant legislative requirements

4.4 **Climate change implications** – the potential exists to utilise the new FM posts in a role that will contribute towards increased energy efficiency within schools. Discussions are on-going with the Council's Principal Engineer – Energy to establish how the FM role could support the realisation of energy efficiency benefits within schools. It is recognised that by ultimately increasing the number of peripatetic posts additional travel will take place. For this reason the most environmentally friendly modes of transport will be identified in order to mitigate the impact of the additional travel.

4.5 **Risk implications** – one justification for introducing a revised operating model for the existing janitorial function was to reduce the existing health and safety risks associated with property management in schools. The creation of the FM structure will result in appropriately trained staff carrying out periodic health and safety checks in schools and also ensuring that current legislative and Council policy requirements are being adhered to. In addition, the move towards an operating model which has specialist functions being carried out by trained staff which will also contribute towards risk reduction. Examples of this include all repairs and maintenance work in schools being managed by Maintenance Officers employed by the Housing & Property Service and grounds maintenance being carried out by TEC Services.

## **5.0 Recommendations**

5.1 The Committee is asked :

- To approve the initial phase of a facilities management structure in schools as detailed in section 3 of the report and the related appendices.
- To approve that further phases, in the Spey Valley and Caithness, are implemented during the next 12 months
- To note that a further report on progress and future phases involving existing dedicated school-based janitors will be brought to this Committee.

Signature:

Designation: Director of Education, Culture and Sport

Date: 21 April 2011.

Author: Ron MacKenzie, Head of Support Services, Education, Culture and Sport

### **Background Papers**

**Appendix 1 – Job description – Team Leader (Facilities Management)**

**Appendix 2 – Job description – Facilities Management Assistant**

**Appendix 3 – schools supported during phase 1**

**Appendix 4 – financial implications of phase 1**

# The Highland Council

## Job Description

**Service:** Education, Culture and Sport      **Section:** Facility Management Services

**Job Title:** Team Leader (Facilities Management-FM)

**Grade and Salary:** HC0735 £24,370 - £27,500

**Location:** Inverness and surrounding area (Base - Milton of Leys Primary School )

**Responsible to:**

**Job Purpose:** To provide an effective Facilities Management Service within a group of primary and secondary schools. To lead and schedule the work of a team by co-ordinating and undertaking delegated Responsible Premises Officer (RPO) duties such as: property management, client interface with Housing & Property Services, compliance with and the enforcement of health & safety responsibilities, building access and egress.

### Key Duties and Responsibilities:

#### General

- Work in close co-operation and liaise with Facilities Services Officer, RPO, Maintenance Officers (MO) other Council staff and external agencies to ensure the efficient FM operation and to meet establishment needs.
- To co-ordinate the FM Service with other staff where appropriate and to ensure that work is completed on time.
- The requisitioning, issuing, effective stock control and safe use of materials and equipment using the appropriate documentation.
- To co-ordinate and participate within shift pattern, this may include evening and weekend shifts as required.
- Responsible for ensuring that all jobs and tasks undertaken comply with service operational procedures, work instructions, and in accordance with Council policies and procedures.
- To observe the highest standards of hygiene, courtesy, language, moral and general behaviour.
- The use of councils ICT equipment and relevant systems.
- The successful applicant is liable to be involved in strenuous activity e.g. operation of powered equipment, lifting and handling, climbing of stairs.

#### Operational Area & Team

- To induct, train, supervise and carry out personal development plans for all team members and cleaning personnel.
- To provide effective management, supervision and support including the co-ordination and allocation of work duties to FM Services personnel and where appropriate cleaning operatives.
- To apportion workloads, rotas and in the event of sickness or absence to provide appropriate cover.
- Monitor the standard of cleaning undertaken on the premises and carry out monitoring inspections to ensure compliance of agreed standards.
- As appropriate ensure that catering and cleaning equipment and machines are maintained and serviced by contractors in line with manufacturers recommendations.
- To ensure that general and emergency cleaning duties are undertaken as required, including environs and grounds e.g. removal of graffiti, body fluid spillages, accidental spillages.
- To ensure arrangements are put in place for any portering duties, this includes the movement of furniture & equipment and the transportation of equipment & furniture between Council establishments as required.
- Ensure deliveries are checked into buildings and delivery to appropriate personnel or storage area(s).

- Ensure collection of litter and leaves within grounds & boundaries, emptying of general waste/recycling receptacles as required and disposal of waste/recycling to pre-arranged disposal points.
- To arrange the collection and return of ECS mini-buses/s to garage i.e. mot, service appointments.

### **Property Management**

- Carry out regular Building condition checks on behalf of the RPO and report any defects to the RPO and MO.
- Ensure that asbestos management plan tasks are maintained and any changes reported to the RPO.
- Ensure that property and equipment related risk assessments are in place and are jointly reviewed with the RPO on at least an annual basis
- Ensure accurate records of the fabric and condition of buildings are maintained within the establishments and to report maintenance work required.
- To ensure contractors have access to establishments to repair, inspect and the signing of completed worksheets as required.
- Carry out routine checks as specified in building risk assessments (relative to asbestos, water, gas, oil and electricity) and record actions/findings as necessary.
- Operation, monitoring and checks of security and fire alarm systems.
- Manage the arrangements to open/close of establishments as appropriate ensuring access and egress for authorised personnel and visitors.
- Management of establishment energy systems.
- Key holding responsibilities: being able to respond and co-ordinate emergencies e.g. in the event of breach of security, fire alarms, lift breakdowns, fire, flood, and vandalism. Liaise with emergency services when properties are used as civil emergency centres.
- To service school lets during term-time and school holiday periods, including preparation, setting up and clearing rooms, pitches and equipment.
- Arrange as appropriate cleaning of ground floor windows only as per specified programme.
- To report pest control incidents to Help Desk.
- Monitor PAT testing on behalf of the RPO.
- Maintenance of wooden floors.

### **Health & Safety**

- Trained First Aider or working towards qualification.
- Attend training as required for operational needs or compliance with legislation or Highland Council corporate requirements.
- To ensure accidents, incidents and potential hazards are recorded and reported in line with Council procedure.
- To ensure full compliance and adherence with all relevant health & safety legislation, risk assessments and COSHH regulations.
- To co-operate in the implementation of the Council's Health & Safety Policy by acting in the course of employment with due care for personal safety and that of others, who may be affected by their acts or omissions at work. Co-operating, so far as is necessary, to enable the Council to perform any duty or to comply with any requirements, as a result of any Health & Safety legislations that may be in force.

### **Other Duties:**

The post holder may be required to perform duties appropriate to the post, other than those given in the Job Specification. The particular duties and responsibilities to posts may vary from time to time without changing the general character of the duties or the level of responsibility entailed. Such variations are a common occurrence and would not themselves justify reconsideration of the grading. As a result of such variation it will be necessary to update this Job Specification from time to time.

### **Special Conditions:**

This post is subject to an enhanced disclosure check (PVG)

### **Date:**

April 2011

## The Highland Council

### Person Specification

**Service:** Education, Culture and Sport Service

**Job Title:** Team Leader ( Facilities Management-FM )

**Location:** Milton of Leys Primary School

**Closing Date:**

#### Essential Attributes

In order to be able to carry out the duties of this post effectively and safely, candidates will be able to provide evidence of the following.

#### 1. EXPERIENCE –

- Minimum of 3 years experience of working in a Facilities Management Service in an LA educational or similar environment
- Experience of effectively managing , co-ordinating and supervising a team of staff
- Experience in dealing with security duties
- Experience of managing Health & Safety legislation within a working environment

#### 2. EDUCATION AND QUALIFICATIONS –

- Relevant qualifications in the field of Soft Facilities Management Service e.g. SVQ /NVQ or appropriate experience
- A competent standard of literacy and numeracy
- First Aid qualification/prepared to undergo training
- Valid Driving Licence

#### 3. SKILLS/ATTRIBUTES GENERAL –

- Ability to effectively manage staff
- Ability to accept responsibility and have a flexible working attitude
- Ability to assess, instruct, motivate and communicate/respond to staff and building users
- Ability to use own initiative and work independently or as part of a team
- Ability to deal quickly with problems and make effective decisions
- Ability to complete paperwork accurately and function to deadlines
- Ability to undertake programme of training relevant to job

#### 4. SKILLS/ABILITIES SPECIFIC TO THE POST –

- Ability to communicate effectively
- Ability to use IT applications, in particular e-mail and Microsoft Word & Excel, recording systems.
- Knowledge of cleaning methods, materials and machinery
- Ability to work unsocial hours and shift patterns
- Ability to work periodically in unpleasant conditions inside & outside
- Ability to operate powered equipment, move and carry furniture/equipment and climb stairs

#### 5. INTERPERSONAL AND SOCIAL SKILLS –

- Encourages and supports collaborative working between colleagues
- Pride in personal appearance
- Punctual and reliable

# The Highland Council

## Job Description

<b>Service:</b>	Education, Culture and Sport	<b>Section:</b>	Facilities Management Services
<b>Job Title:</b>	Facilities Management Assistant (FMA)		
<b>Grade and Salary:</b>	HC04 37	£17,239 - £19,432	
<b>Location:</b>	Inverness and surrounding area (Base - Milton of Leys Primary)		
<b>Responsible to:</b>	Team Leader (Facilities Management)		
<b>Job Purpose:</b>	To assist the team leader in the provision of an effective Facilities Management Service with regards to property management, building access and egress, maintenance, health & safety and cleaning activities.		

### Key Duties and Responsibilities:

#### General

- Work in close co-operation with the Facilities Team leader and/or Assistant Facilities staff, Responsible Premises Officer (RPO), external agencies and other Council staff specifically with Maintenance Officer (MO) in Housing and Property Services to ensure the efficient FM operation and to meet establishment needs.
- Responsible for ensuring that all jobs and tasks undertaken comply with service operational procedures, work instructions, and in accordance with Council policies and procedures.
- Attend training as required for operational needs or compliance with legislation or Highland Council corporate requirements
- The ordering, issuing, effective stock control and safe use of materials and equipment using the necessary documentation as issued by the Facilities and Assistant Facilities Officers.
- To work a shift pattern, this may include evening and weekend shifts as required.
- To observe the highest standards of hygiene, courtesy, language, moral and general behaviour.
- The successful applicant is liable to be involved in strenuous activity e.g. operation of powered equipment, lifting and handling, climbing of stairs.

#### Operational Area

- Portage duties, this includes the movement of furniture & equipment and the transportation of equipment & furniture between Council establishments as required.
- Ensure deliveries are checked into buildings and delivery to appropriate personnel or storage area(s).
- General and emergency cleaning as required, including environs and grounds e.g. removal of graffiti, body fluid spillages, accidental spillages
- Ensure collection of litter and leaves within the grounds & boundaries, emptying of general waste/recycling receptacles as required and disposal of waste/recycling to pre-arranged disposal points.
- To assist in the supervision of cleaning staff.
- As appropriate ensure that catering and cleaning equipment and machines are maintained and serviced by contractors in line with manufacturers recommendations.
- To arrange the collection and return of Education mini-buses/s to garage i.e. mot, service appointments

## **Property Management**

- As instructed carry out regular Building condition checks on behalf of the RPO and report any defects to the RPO and MO.
- Ensure that property and equipment related risk assessments are in place.
- Carry out routine checks as specified in building risk assessments (relative to asbestos, water, gas, oil and electricity) and record actions/findings as necessary.
- Ensure that asbestos management plan tasks are maintained and any changes reported to the RPO.
- Completion of accurate records of the fabric and condition of buildings are maintained within establishments and the reporting of maintenance work required.
- To ensure contractors have access to establishments to repair, inspect and the signing of completed worksheets as required.
- The open/close of establishments as appropriate ensuring access and egress for authorised personnel and visitors.
- Key holding responsibilities including being able to respond to emergencies e.g. in the event of breach of security, lift breakdowns, fire, flood and vandalism .Liaise with emergency services when properties are used as civil emergency centres.
- Management of establishment energy systems.
- Operation, monitoring and checks of security and fire alarm systems.
- To service school lets during term-time and school holiday periods including preparation, setting up and clearing rooms, pitches and equipment.
- Cleaning of ground floor windows as per specified programme.
- The reporting of pest control incidents to Help Desk.
- Maintenance of wooden floors.
- Monitor PAT testing on behalf of the RPO.

## **Health & Safety**

- Trained First Aider or working towards qualification.
- Attend training as required for operational needs or compliance with legislation or Highland Council corporate requirements.
- To ensure accidents, incidents and potential hazards are recorded and reported in line with Council procedure.
- To ensure full compliance and adherence with all relevant health & safety legislation, risk assessments and COSHH regulations.
- To co-operate in the implementation of the Council's Health & Safety Policy by acting in the course of employment with due care for personal safety and that of others, who may be affected by their acts or omissions at work. Co-operating, so far as is necessary, to enable the Council to perform any duty or to comply with any requirements, as a result of any Health & Safety legislations that may be in force.

## **Other Duties:**

The post holder may be required to perform duties appropriate to the post, other than those given in the Job Specification. The particular duties and responsibilities to posts may vary from time to time without changing the general character of the duties or the level of responsibility entailed. Such variations are a common occurrence and would not themselves justify reconsideration of the grading. As a result of such variation it will be necessary to update this Job Specification from time to time.

## **Special Conditions:**

This post is subject to an enhanced disclosure check (PVG)

## **Date:**

April 2011



**The Highland Council**

**Person Specification**

**Service:** Education, Culture and Sport Service  
**Job Title:** Facilities Management Assistant  
**Location:** Inverness South (Base - Milton of Leys Primary)  
**Closing Date:**

**Essential Attributes**

In order to be able to carry out the duties of this post effectively and safely, candidates will be able to provide evidence of the following.

**1. EXPERIENCE –**

- Experience of working in a facilities management service in a LA , educational or similar environment
- Experience in dealing with security duties
- Experience of Health & Safety legislation within a working environment

**2. EDUCATION AND QUALIFICATIONS –**

- A competent standard of literacy and numeracy
- First Aid qualification or prepared to undergo training
- Valid Driving Licence

**3. SKILLS/ATTRIBUTES GENERAL –**

- Ability to accept responsibility and have a flexible working attitude
- Ability to assess and communicate/respond to building users
- Ability to use own initiative and work independently or as part of a team
- Ability to complete paperwork accurately and function to deadlines
- Ability to undertake programme of training relevant to job

**4. SKILLS/ABILITIES SPECIFIC TO THE POST –**

- Ability to communicate effectively
- Ability to use IT applications, in particular e-mail and Microsoft Word & Excel
- Knowledge of cleaning methods, materials and machinery
- Ability to work unsocial hours and shift patterns
- Ability to work periodically in unpleasant conditions inside & outside

**5. INTERPERSONAL AND SOCIAL SKILLS –**

- Pride in personal appearance
- Punctual and reliable

## Operational Area Phase 1

### Inverness and Surrounding Area

The main hub will be Milton of Leys with the following 14 associated primary schools:

- Dochgarroch
- Glenurquhart
- Tomnacross
- Teanassie
- Balnain
- Cannich Bridge
- Beauly
- Aldourie
- Foyers
- Stratherrick
- Farr
- Daviot
- Ardersier
- Croy

## Budget for proposed FM structure

## Appendix 4

Budget heading	FTE	2010/11	Funded from
Team Leader (FM) - Employee Costs	1.00	31,493	Milton of Leys PS - budget for new school
Team Leader (FM) - Travel		4,823	Milton of Leys PS - budget for new school
Facilities Management Assts - Employee Costs	2.00	45,672	Existing budget for peripatetic janitors - Inverness
Facilities Management Assts - Travel		9,646	Existing budget for peripatetic janitors - Inverness
ICT equipment (estimate)		2,250	Milton of Leys PS - budget for new school
<b>Total operational budget</b>		<b>93,884</b>	

# Updated Phases APRIL 2014

# PHASE 1 & 4

## Area 1 - Nairn & East Inverness

1	Primary	Auldearn
2	Primary	Millbank
3	Primary	Rosebank
4	Primary	Ardersier
5	Primary	Croy
6	Primary	Balloch
7	Primary	Smithton
8	Primary	Duncan Forbes
9	Primary	Cradlehall
10	Primary	Drakies
11	Primary	Cauldeen
12	Primary	Hilton
13	Primary	Aldourie
14	Primary	Daviot
15	Primary	Farr (IN)
16	Primary	Foyers
17	Primary	Milton of Leys
18	Primary	Stratherrick Raigmore
19	Primary	
20	Primary	Crown

## Area 4 - West Inverness

1	Primary	Holm
2	Primary	Lochardil
3	Office	Ness/Ruthven
4	Primary	North Kessock
5	Primary	Bishop Eden
6	Primary	Central
7	Primary	Dalneigh
8	Primary	Merkinch
9	Primary	Muirtown
10	Primary	St Joseph's RC
11	Primary	Balnain
12	Primary	Dochgarroch
13	Primary	Glenurquhart
14	Primary	Cannich Bridge
15	Primary	Kinmylies
16	Primary	Beauly
17	Primary	Kirkhill
18	Primary	Teanassie
19	Primary	Tomnacross

# PHASE 3 & 5

## Area 3 - Black Isle & Seaforth

1	Primary	Avoch
2	Ed centre	Black Isle Educ, Raddery
3	Primary	Cromarty
4	Primary	Munlochy
5	Office	Area Educ (closing)
6	Primary	Ben Wyvis
7	Primary	Dingwall
8	Primary	Ferintosh
9	Primary	Marybank
10	Primary	Mulbuie
11	Primary	St. Clements, Dingwall
12	Primary	Strathconon
13	Primary	Strathgarve
14	Primary	Strathpeffer
15	Primary	Tarradale
16	Primary	Tore
17	Primary	Kiltearn
18	Primary	Coulhill
19	Primary	Bridgend
20	Primary	Obsdale
21	Primary	Ardross
22	Primary	Newmore

## Area 5 - East Sutherland & East Ross

1	Primary	Brora
2	Primary	Helmsdale
3	Primary	Bonar Bridge
4	Primary	Rogart
5	High	Golspie
6	Primary	Golspie
7	Primary	Dornoch
8	Academy	Dornoch
9	Primary	Milton
10	Primary	Lairg
11	Primary	Park
12	Primary	South Lodge
13	Primary	Craighill
14	Primary	Edderton
15	Primary	Gledfield
16	Primary	Hill of Fearn
17	Primary	Hilton of Cadboll
18	Primary	Inver
19	Primary	Knockbreck (RC)
20	Primary	St Duthus, Tain
21	Primary	Tarbat Old
22	Primary	Rosehall

# Phase 6 & 7

## Area 6 - Skye & Lochalsh

1	Primary	Auchtertyre
2	Primary	Broadford
3	Primary	Carbost
4	Primary	Dunvegan
5	Primary	Edinbane
6	Primary	Elgol
7	Primary	Glenelg
8	Primary	Kilmuir
9	Primary	Knockbreck (SL)
10	Primary	Kyle
11	Primary	Kyleakin
12	Primary	Loch Duich
13	Primary	MacDiarmid
14	Primary	Portree
15	Primary	Raasay
16	Primary	Sleat
17	Primary	Staffin
18	Primary	Struan
19	Primary	Gaelic School
20	Hostel	Portree Hostel
21	Office	Elgin Hostel
22	Primary	Plockton
23	Secondary	Plockton
24	Hostel	Plockton Hostel

## Area 7 - West Ross-Shire & West Sutherland

1	Primary	Lochcarron
2	Primary	Applecross
3	Primary	Shieldaig
4	Primary	Poolewe
5	Primary	Kinlochewe
6	Primary	Bualnaluib
7	Nursery	Aultbea Nursery
8	Primary	Gairloch
9	Secondary	Gairloch
10	Primary	Badcaul
11	Primary	Scoraig
12	Primary	Ullapool
13	Secondary	Ullapool
14	Hostel	Ullapool
15	Primary	Achiltibuie
16	Primary	Scourie
17	Primary	Lochinver
18	Primary	Stoer
19	Primary	Kinlochbervie
20	Secondary	Kinlochbervie
21	Primary	Durness

# Phase 8 & 9

## Area 8 - North Sutherland & Caithness

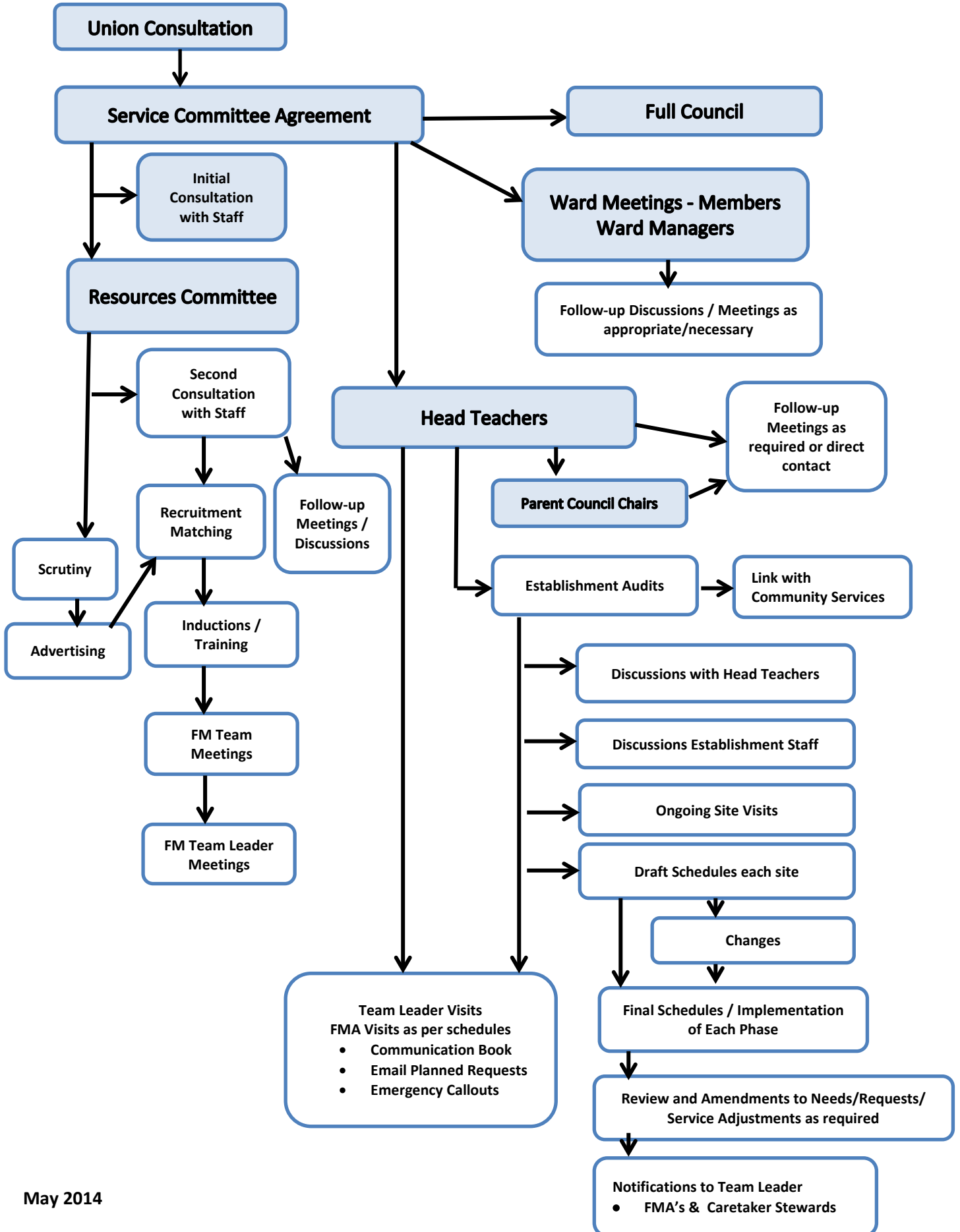
1	Primary	Castletown
2	Primary	Crossroads
3	Primary	Halkirk
4	Primary	Miller Academy
5	Primary	Mount Pleasant
6	Primary	Pennyland
7	Primary	Reay
8	Primary	Melvich
9	Primary/Secondary	Farr (Sutherland)
10	Primary	Tongue
11	Primary	Altnaharra
12	Primary	Bower
13	Primary	Canisbay
14	Primary	Dunbeath
15	Primary	New Primary – Wick
16	Primary	Keiss
17	Primary	Lybster
		3-18 Campus – Wick
18	Primary/Secondary	South /Pulneytown
19	Primary	Thrumster
20	Primary	Watten
21	Primary	Hillhead

## Area 9 - Lochaber

1	Primary	Acharacle
2	Primary	Ardgour
3	Primary	Arisaig
4	Primary	Ballachulish
5	Primary	Banavie
		Caol/Lochyside/Fort William RC - joint campus
6	Primary	Duror
7	Primary	Eigg
8	Primary	Glencoe
9	Primary	Inverie
10	Primary	Inverlochy
11	Primary	Kilchoan
12	Primary	Lady Lovat
13	Primary	Lochaline
14	Primary	Mallaig
15	Primary	Mallaig High
16	Secondary	Mallaig
17	Hostel	Muck
18	Primary	Roy Bridge
19	Primary	Rum
20	Primary	St Bride's
21	Primary	Strontian
22	Primary	Upper Achintore/ Fort William
23	Primary	Camagheal Hostel
24	Office	Gaelic School
25	Primary	



# FACILITIES MANAGEMENT (FM) ENGAGEMENT PROCESS



# Independent Review of the Facilities Management Project

Report for Highland Council

This report has been prepared by J G Bedwell in May 2014

Version 1.0



APSE (Association for Public Service Excellence) is a not for profit local government body working with over 300 councils throughout the UK. Promoting excellence in public services, APSE is the foremost specialist in local authority front line services, hosting a network for front line service providers in areas such as waste and refuse collection, parks and environmental services, leisure, school meals, cleaning, housing and building maintenance.

APSE provides services specifically designed for local authorities, such as benchmarking, consultancy, seminars, research, briefings and training. Through its consultancy arm APSE delivers expert assistance to councils with the overt aim of driving service improvement and value for money through service review and redesign. APSE delivers in excess of 100 projects a year and clients benefit from the consultancy's not for profit ethical approach to consultancy services.

# Independent Review of the Facilities Management Project

## Report for Highland Council

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## Context

APSE Solutions have been commissioned by the Highland Council's Education, Culture and Sports Service (ECS) to undertake an independent evaluation relating to the ongoing transfer of Janitorial Services to the centralised provision of a 'Facilities Management' (FM) service to Schools.

The required outcome from this 'high level' review is to:

Provide an independent and 'balanced' report that enables the service, Schools and other stakeholders to better understand the purpose, progress and issues affecting the achievement of required outcomes from the ongoing FM transformation process.

## The Review Process

To optimise and focus the review on key factors that could inform this report, an initial 'diagnostic workshop' was set up, to engage the widest possible range of stakeholder with an interest in the service. In addition to the ECS sponsor, FM operational management and supervision, this included representatives from:

- Head Teachers / School Business Managers (RPOs)
- Property Management & Maintenance Officers (Community Services)
- Front line Janitorial and FM Staff
- Trade Unions
- ECS Finance
- Support Service Staff (HR)

The workshop used various 'tools' to explore information and perceptions about the principle, processes and phased 'roll out' of the FM service offer with the whole and individual stakeholder 'breakout' groups and the data gathered was used to inform further analysis and 'one to one' consultation with:

- FM Management
- ECS Finance
- Individual School Heads (Receiving and yet to receive the FM Service)
- Elected Members
- Property Management (MO Supervision)
- Area Education Managers

In the interests of clarity, the findings from this review are set against the following 'background' which outlines the consultation and approval processes that preceded our 'high level' analysis of the current status, issues and opportunities for the FM service and upon which our observations and recommendations are made.

## **Background – Reasons for change**

On 19<sup>th</sup> May 2011, a report to the ECS Committee outlined the strengths and weaknesses of the existing janitorial structure and service delivery model within schools and sought Members' consideration of an alternative model with the following key benefits:

- The creation of a universal support function that will assist Head Teachers with the significant burdens associated with property and grounds management
- The creation of a standardised operating model that will create a facilities management structure under specialist line management arrangements
- The creation of standardised job descriptions that will ensure that there is a consistent approach to facilities management across all schools
- Is affordable within the current budget allocation.

On the basis of this and other details covered by the report, the committee approved an initial and second phase (representing 2 of 9 geographical /organisational areas) and that a process of consultation on the roll out of the model (FM Project) to all schools be undertaken.

A further report to Committee on the 8<sup>th</sup> March 2012 provided a detailed update on phase 1 of the FM project, included the outcome of a survey to establish the views of services users and others, and detailed proposals for the implementation of the next phase of the project. The committee gave approval to commence Phase 3 and that an implementation plan for the remaining areas be progressed and brought to a future Committee.

On 22<sup>nd</sup> May 2013, a further report provided feedback on the introduction of the FM operating model in Badenoch & Strathspey from July 2012 and an update on implementation in the Black Isle/Dingwall area from October 2012. The report also provided details of the proposed FM Project rollout to all remaining Areas over the next 2 year period.

At the time of writing, the rollout of Phase 5 is under way and a timetable for Phases 6 – 9 has been established from August 2014 to August 2015.

Alongside the formal reporting and committee approvals outlined above, the project has involved extensive consultation with affected staff, trade unions, Head Teachers, Parent Councils and local Ward Members. At each stage of the projects rollout, strengths and weakness in the process have been highlighted in:

- The range and nature of FM (Janitorial) services 'required' and offered
- The consultation process itself
- Communications and Information (including Information Technology)
- The resources, skills, necessary to meet the projects objectives
- Budgeting and Finance
- The interface with Housing and Property Services (HAPS) re maintenance tasks and property related issues.

In each case above, there is clear evidence that the service has learnt from each phase of the projects rollout to date and has used that knowledge to improve its capacity, skills, relationships and support structures to develop and deliver a safe, competent and equitable service to schools, in line with the Council's original project objectives.

The commissioning of this independent 'high level' review by ECS is however, designed to challenge and support (as a 'critical friend') the projects ongoing development and implementation. In this respect, our report does not attempt to describe or report on the many aspects of this service that function routinely but centres on consultative evidence or analysis that have highlighted particular issues and opportunities worthy of comment and or recommendations.

## The Nature and Range of FM Services

SWOT analysis undertaken as part of the initial workshop (Attached as Appendix 1) identified Strengths, Weaknesses, Opportunities and Threats within and arising from the mobilisation of the FM Service as perceived by three key stakeholder groups – Strategic, Operational and the Customer.

It is worthy of note that the core objectives set at the outset and developed during the early rollout Phases of the FM service, were universally recognised as 'strengths' but that it has been in the implementation of the project that both scheduled and unforeseen service requirements have given rise to perceived weaknesses in the nature and range of services offered.

### Universal Provision

An inevitable consequence of the universal (centralised) provision of services to schools will be the attempt to make that provision equitable, balancing the resources and capacity of larger with the similar needs but reduced capacity (and budgets) of smaller schools. In the context of FM services, this has resulted in the transfer of capacity (Schools with full time Janitorial resources) to enhance and improve the limited peripatetic resources previously available to smaller and remote schools. This principle is supported by APSE and has been largely accepted and supported across the school estate.

Another key driver for the centralisation and management control over Janitorial (FM) services was to avoid risks associated with non-compliance across the ever widening range of health and safety legislation affecting property maintenance and services within schools. In collating and attempting to deliver the range of services that Janitors previously provided in some schools, it has been necessary for the FM service to limit those tasks that do not relate to the management of 'facilities' or where current legislation precludes or requires specialist training or certification to undertake them. Whilst there may be opportunities to enhance the communication and referral processes currently in place, the services interface with HAPs should limit the impact of 'compliance' on technical issues affecting the provision of 'higher level' maintenance tasks and services to schools.

In other respects, this review found evidence of a significant commitment by ECS and their internal FM service provider, to meet, develop and improve the range, nature and safety of services previously provided by the Janitorial function in Schools.

## Consultation Processes

### Pre rollout Consultation

Consultation by the service with Ward Members, Head Teacher Groups and Parent Councils in each Phase rollout has been extensive and is supported by comprehensive data and presentational material issued in advance and presented to these groups.

Depending on the area covered by an individual phase rollout, service management may have to attend more than one venue and time for each stakeholder group (up to 12 separate presentations in earlier phases to Ward Members and Teacher Group meetings) and do not have direct control over the timing and attendance at these group meetings. (We understand that presentational and FAQ material is also issued subsequent to each meeting.)

Both written and direct consultative evidence captured for this review suggest that whilst the process is extensive (and heavy on available resources) and comprehensive (in terms of data and presentational material used and issued) intended messages have not always reached or been readily accepted by individual members within each group.

This could be a reflection on the style and content of presentations made by the service but is also likely to be affected by any perceived lack of political or strategic support to the process (implementation of policy) and or by the organisers of these group meetings. Further, any follow-up to these meetings appears to lay largely with FM Service Management.

### Establishment Audits

Following Group meetings with Head Teachers, the service undertakes individual school 'Establishment Audits' to capture critical information affecting the service requirement and subsequent resource allocation for that and the phase group of schools.

Updated after each phase rollout, the audit document (issued in advance of the first site meeting) now carries 9 pages of data to be gathered from the Head Teacher and a further 20 pages of information relating to storage facilities, janitorial equipment (levels and condition) and a significant level of data about the nature and condition of the internal and external premises. After the initial meeting with the Head Teacher, data requirements within this audit document can result in multiple return visits and is estimated to take an average of 3 person days to complete.

Much of the 'premise' data collected directly benefits HAPs and or the RPO in updating information that might otherwise be gathered and held by them in connection with repair and maintenance of the property.



### Consultation with Affected staff

Consultation with affected staff is undertaken on an individual basis to capture personal data and inform future roles and responsibilities. Subsequent structures and cost implications are calculated for 'sign off' by the Resources Committee before 'deleting' the old and creating the new structures for FM service delivery. Ongoing consultation with staff is undertaken in the form of area 'Road Shows' (4 per year). The process appears to be effective and has had full engagement and approval from unions.

## **Communication & IT**

### FM Task & Diaries

It is understood the Facilities Management Assistants (FMAs) and FM Team Leaders are issued with mobile phones to enable effective communication between themselves, their customers and Property Maintenance Officers (MOs).

All Schools also have a 'FM Diary' in which tasks required (by the school) and subsequently undertaken by them are recorded. Dependent upon the availability of School staff / Head Teachers during FMA visits, this can be an important medium in ensuring that core duties and maintenance tasks are picked up and documented by the service. It should however be noted that consultative feedback from schools suggest that a potential weakness in the FM model is the lack of direct contact and relationship building with FMAs and Team Leaders, a concern that can be compounded by changes in the FMAs allocated to individual schools for reasons of temporary absence cover, term time holidays or other scheduling issues. (See Service Scheduling below)

### Maintenance and Service Request

Each School also holds a 'Maintenance Request Book' which is used to report issues that fall outside the remit of FMAs and require repair or more major works relating to the fabric of the building (For attention by Property Services) or requests for services or minor installations (TV Monitors, book shelves etc.) that may result in action by contractors and a charge against the schools DSM budgets. In the latter case, this can result in a fee (small cost percentage) if organised by HAPs

Our review has found that the distinction between work needed and covered by Central (HAPs) property budgets, that which falls to the school budget and minor works that can safely be undertaken by suitably trained FMAs (previously seen by schools as a Janitorial task) is not clearly defined or understood by some schools / staff and that FMAs are often required to assess the requirement (sometimes initially reported in the FM Diary) and initiate the request on behalf of that school.

This often requires reference to MOs, can lead to challenge by schools over the need to 'pass on' work requests and has the potential to make follow-up on the status or progress of a recorded request, difficult to trace or subsequently audit.

We understand that HAPs have been / are looking at electronic systems for capturing, initiating and progress reporting on building Maintenance requests and are of the view

that this should not be done in isolation of the interface with the FM function and the wider 'efficiency' benefits that such systems could bring to both services and communication / information with and for their customers.

## Resources & Skills

### Service Scheduling

Following consultation on each phase rollout and the completion of increasingly comprehensive 'Establishment Audits', the equity of service cover and budget control over the FM service offer is heavily dependent upon the effective scheduling of FMA resources within that Phase and at an individual school level.

Whilst largely a logistical exercise, the process can be complex involving transport and equipment, the allocation and assessment of productive and non-productive time and a range of other Human resource considerations arising from historical work patterns, skills, relationships and employment conditions.

Whilst this high level review has not been able to comprehensively assess the effectiveness of past or current service scheduling, we have been able to identify some of the issues that have or are most likely to carry the greatest impact on perception of service levels by schools, including those who have seen an increase in the coverage provided by the project. These include:

- The clarity of information on the timing and rolls during FMA attendance (particularly pre and post holiday periods)
- Any lack of resource to undertake works best performed during holiday periods
- Recognising preference for consistency in the individual FMAs visiting schools (to aid in relationship building and avoid local induction time)
- Limiting the frequency and number of schools where two or more FMAs are scheduled to attend smaller schools (unless to perform tasks requiring more than one FMA)
- Avoiding temporary withdrawal or replacement of FMA resource without clear advice and consultation with affected school.
- The visibility of Team Leaders in understanding school issues and in supervision and support of FMAs.

### Skills

A key driver for the centralisation and management control over Janitorial (FM) services was to avoid risks associated with non-compliance across the ever widening range of health and safety legislation affecting property maintenance and services within schools.

In this respect, there is clear evidence that the project has delivered significant enhancement to the level and type of training available and being implemented under the previous Janitorial structure. Whilst basic training across a range of health and Safety issues is on-going, (working at heights, use of tools etc.) there remains a gap between the 'technical' skills needed to assess and safely perform basic 'maintenance' tasks (formally

seen as or required of Janitorial staff) and those which rightly require deferment to the specialist knowledge and skills of Property Services and or certificated contractors. (See section on the Interface with HAPs below).

FM staffs (as with Janitors previously) often remain at the 'front line' for decision making on these matters and accordingly, in addition to reasonable and defined technical skills training, there is a need for visibility in their training on:

- Customer relations
- Handling objections (inter personal skills) and
- Communication protocols (Knowing how and when to defer issues to supervisory and or technical support sources)

## Budgeting and Finance

From the outset of the FM Project and throughout this review, it has been clear that 'Saving Money' was not a key driver for the centralisation of the service and that this has been understood by all Stakeholders. Benefit statements in the initial proposals made to Committee did refer to managing the service within the current budget allocation and during the rollout and reporting on phases 1 – 5, the issue of 'affordability' has clearly been weighed against the primary objectives of Equity in service provision, health and safety compliance and relieving schools from the burden of controlling and managing the service.

This review has however found that revised budget projections for Phases 1 – 5 exceed the initial budget by circa 21% (£286k), these additional cost projections being largely made up of:

- Transportation and travel costs (given peripatetic nature of service structure)
- Tools and personal protective equipment
- Staff Training
- Additional / improved services (i.e., snow clearing and gritting)
- Additional (New build / extended) Schools
- Management & Supervisory establishment costs

It should be noted that the Management & Supervisory establishment costs referred to above do not include an allocation of the Senior Service Management time that has been applied to the design and consultation processes that have driven and continue to support this project.

Further, it is likely that some of the remaining Phase rollouts will carry higher 'unit' costs, given the size and geographic density of schools within those areas.

In mitigation of these 'additional costs', it is not clear to us at this time:

- If Playground Supervision costs (circa £200k) previously within the School budgets for Janitorial services but excluded from FM responsibility, were fully considered and accounted for in DMS or FM budget projections.

- What allowance, if any, was or can be made to reflect the contribution to HAPs efficiency through the collection, maintenance and update of premises data (See 'Establishment' Audits above), enhanced communication (eyes and ears on the ground) and the organisation and or delivery of basic 'maintenance' tasks that might otherwise fall to the school and or Property Maintenance budgets.

Further, the service has and continues to consider the potential revenue benefits of 'collaborative working' with Secondary Schools and or other buildings, to offset an element of FM service overheads and wider initiatives to reduce the cost of the FM Service model.

## The Interface with HAPS

The interface between the FM service and HAPS is at the heart of and critical to the real and perceived effectiveness of any system that seeks to relieve schools of responsibility for (and control over) premise issues.

Whilst a majority of Schools welcome and support this principle and the Objectives set for the FM Project, documented and consultative evidence suggests that any failure of this interface can and has resulted in significant impacts upon their time, diverting attention from their primary role of child health, wellbeing and educational outcomes.

In a small number of cases, this has resulted in a call for the maintenance of budgets and direct control over the tasks and resources necessary to maintain the school estate, i.e., a return to the old or establishment of an alternative model to the current (agreed) FM structure.

Analysis of functional activity by FMAs and Team leaders suggest that up to 90% of their role relates to the maintenance of school premises, in part through delivery of direct services (basic maintenance tasks) and more significantly, through their identification and initiation of repair and maintenance activity by other parties.

Whilst this review has not been able to assess in any detail, what impact the introduction of the FM service model has had on Property services and or the role and effectiveness of their Maintenance Officers (MOs), it is clear that HAPs had some influence over and or have a stakeholder interest in the success of this model. In this respect there is clear evidence that the FM service is acting as 'eyes and ears' for property services, that basis checks on services and utilities are being undertaken and that necessary premises data is being collected or enhanced by them.

The fact that HAPs have referred to and supported a need for further 'technical training' of Staff, Supervision and Management within the FM Service, suggests that they see further benefits in terms of service levels and efficiency in this 'joined up' approach to property related services to schools.

Whilst workshop feedback from some stakeholders identified the potential move of the FM service to Community Services as a 'threat', the relationship (interface) between FM and HAPS was also noted as a strength and opportunity which APSE believe deserves more detailed analysis, not least in terms of potential efficiencies in communications, IT, technical skills and supervisory structures.

## Summary of Recommendations

The following recommendations are largely based on the key observation made and are listed under the headings outlined in our report above. We have also noted where further 'in depth' analysis is recommended to inform future planning for and development of the FM service to Schools in the Highlands.

### Consultation Processes

- Review and update the style and content of pre rollout presentational material
  - Current slides either require significant description of their purpose and relevance to the audience or carry too much detail
  - Greater emphasis needed on 'core messages' and opportunities for 'follow-up' and engagement by individual schools.
  - Consider separate, concise briefing papers to support group presentations
- Secure strategic and political support for greater engagement by AEMs and Ward Managers in supporting Project objectives and engagement with the service.
  - One to One follow-up meetings should be offered following group presentations to Schools.

### Establishment Audits

- Review and clarify data collection requirements in terms of:
  - That which relates to the effective scheduling of FMAs and their functional FM activities.
  - That which relates to data required by or affecting the interface with Property Services & RPOs re Building maintenance, inspection or reporting requirements.

(To support clarification of roles, responsibilities and data capture resource implications.)

### Communications & IT

- The service should seek engagement in with HAPS in the assessment and development of 'K2' or other IT systems designed to replace paper based systems for the capture, initiation and progress reporting on FM work and maintenance requests
  - Explore opportunities to link with IT systems in Schools to provide advanced notice (and proactive resource allocation) around FM work and maintenance requests.

### Service Scheduling

- Produce or update guidance for Team Leaders on Post Rollout scheduling
  - To address / minimise the potential for negative feedback from Schools, (See bullet points in main body of report)
  - Set targets for direct communication and quality monitoring by Team Supervisors with their individual schools

### Skills

- Commission or undertake a 'Skills Audit' to assess gaps in:
  - All Front line staff
    - Customer relations and ability to handle objections (inter personal skills)
    - The 'technical' skills needed to assess and safely perform basic 'maintenance' tasks

## **Further Analysis**

### Financial

We would recommend that further detailed analysis of the impact upon initial budget projections of or by the separation of playground supervision allowances, the validation of additional cost burdens or services and the potential benefits from 'Collaborative working' with Secondary Schools, be fully identified to inform service costing and any requirement for a business case to support future budget projections

### Process Mapping

To support improvement in the scheduling of FM work requests and the role of Team Leaders and FMAs in the initiation and follow up on maintenance requests, we would recommend that HAPS and ECS jointly commission or undertake the process mapping of paper based FM work and Maintenance request systems, to inform opportunities for efficiency and or the scoping and business cases for their replacement with IT based systems.

### The interface with HAPs

The relationship between and benefits being derived from either or both parties in the delivery of FM and Property Services to Schools, strongly suggest that detailed analysis and collaboration on Systems and procedures, Supervisory and Management Structures could find benefit both for their customers (Schools) and the Council as a whole. Strategic consideration should therefore be given to the potential benefits from a wider review of these services.

APSE would be happy to discuss how it could engage in the progress of any of its recommendations or support identified 'further analysis' on behalf of the Council.

**LOCAL SERVICES  
LOCAL SOLUTIONS**

**CUSTOMERS**

<b>STRENGTHS</b>	<b>WEAKNESS</b>
<ul style="list-style-type: none"> <li>• The implication of strengths is that the system is working</li> <li>• Provision increased in small schools or introduced</li> <li>• Cover for opening and closing when FMA absent</li> <li>• Small schools now getting gritting and snow clearing</li> <li>• Pooling of FMAs for short periods of time (similar to janitorial provision)</li> <li>• Officially there is now line management</li> </ul>	<ul style="list-style-type: none"> <li>• Miscommunication between FMAs, RPO and contractors/MO</li> <li>• Missing 'role' within a school – is there a sense of loyalty to school?</li> <li>• MROs now costing from SDM</li> <li>• Degeneration of provision of service</li> <li>• Where is accessing skills in the team? We're not seeing the benefits</li> <li>• Lack of initiative – it must be written in the book – perfunctorily service</li> <li>• Hours of time wasted: FMA – HT – Clerical</li> <li>• Timetables – hours FM in school when no staff or pupils</li> <li>• Bodily fluids and FMA being called away</li> <li>• Let caretakers – no jobs carried out – sitting with feet up in one school here</li> <li>• Knock on effect with other services having to finish quicker</li> <li>• It's what they can't do rather than what they can – lack of clarity in role</li> <li>• DSM – now having to cut learning resources</li> <li>• Services shut down (e.g. 2 cubicles for 120 children)</li> <li>• Lack of flexibility</li> <li>• Greater degree of maintenance in older schools</li> <li>• Not equitable system despite one of the reasons set up e.g. start/stop hours, pro-rata % in schools</li> <li>• Inconsistent line management – creating relationship difficulties</li> <li>• Time wasting on phone in vans</li> <li>• Your time includes travel time</li> <li>• Lack of response to crises (e.g. barrier@crowne)</li> <li>• FMA can take holidays in term time – no consultation with HT</li> </ul>
<b>OPP'S</b>	<b>THREATS</b>
<p>None that we can think of, however, There could be real opportunities:</p> <ul style="list-style-type: none"> <li>• Devolved skills to FM teams – less MROs</li> <li>• Positive relationships if consistent staff</li> <li>• Using initiatives to help schools work as a team</li> <li>• Putting into practice CPD opportunities and delivery equitable</li> <li>• ECO opportunities e.g. collection of waste</li> </ul>	<ul style="list-style-type: none"> <li>• More stress/operation tasks on HT/other staff</li> <li>• Less time on learning &amp; teaching</li> <li>• Building 'shoddy' and uncared for e.g. holiday periods, poor maintenance</li> <li>• Developed a 'jobs worth' mentality</li> <li>• Budget – DSM – it may not look like it's costing at the centre but our DSM budget being used for non L&amp;T resources</li> <li>• Strong relationships being eroded:             <ul style="list-style-type: none"> <li>○ Parents (complaints about service and maintenance)</li> <li>○ Clerical/HT/FMA repeating things</li> <li>○ Contractors still unclear</li> <li>○ Pupils – missing role</li> <li>○ 'The community connection'</li> </ul> </li> <li>• Concerns from new roll out HT</li> </ul>



**STRATEGIC GROUP**

<p style="text-align: center;"><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• Compliance (Has improved – but not there yet)</li> <li>• More cover in schools</li> <li>• Equality in distribution of resources</li> <li>• One standard job description and conditions (harmonization)</li> <li>• Team delivery – better control of resources (absence cover etc.)</li> <li>• Bad practices – exposed and challenged (keys, schools lets, 'DIY')</li> </ul>	<p style="text-align: center;"><b>WEAKNESS</b></p> <ul style="list-style-type: none"> <li>• Still not fully compliant</li> <li>• 'Change in janitor role – loss to school from other areas of activity?</li> <li>• No technical input</li> <li>• HTs do not feel supported</li> <li>• Communication – to HTs</li> <li>• Janitor did specific roles (not provided under FM) these tasks are now sometimes not done.</li> </ul>
<p style="text-align: center;"><b>OPP'S</b></p> <ul style="list-style-type: none"> <li>• Partnerships working – with MOs &amp; FMAs</li> <li>• Specific skills within staff pool can be shared</li> <li>• More engagement prior to future phases</li> <li>• Introducing model to secondary sector</li> <li>• Further standardisation of service</li> <li>• Train FMAs in specific tasks previous to what janitors do</li> </ul>	<p style="text-align: center;"><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• Comparison with previous janitor (other tasks they did)</li> <li>• Negative perception amongst key stakeholders</li> <li>• Not compliance – legal proceedings</li> <li>• Affordability</li> <li>• Potential move of service to community services.</li> </ul>

**OPERATIONAL GROUP**

<p style="text-align: center;"><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• Joined up service delivery</li> <li>• Consistent approach. Staff welfare.</li> <li>• Training</li> <li>• H&amp;S i.e. controlled approach/implementation</li> <li>• Accountability. Staff not working in an unsafe environment.</li> <li>• Structure-career</li> <li>• Visual presence</li> <li>• Experience from former service (janitorial). Standardisation of equipment.</li> <li>• Team working / Inter-area / Flexibility</li> <li>• Service for all (delivery)</li> <li>• Better relationships (improving) between council services. (Mobile phones – lone working).</li> <li>• Regular communication for staff</li> <li>• Ability to use strengths of staff</li> <li>• Emergency/sickness/holiday cover</li> <li>• Buy in from staff – gritting/snow clearing arrangements (central budget).</li> <li>• Mobile workforce – links with contractors</li> </ul>	<p style="text-align: center;"><b>WEAKNESS</b></p> <ul style="list-style-type: none"> <li>• Negative staff</li> <li>• Resistance to change</li> <li>• Lack of communication/information e.g. LETs; maintenance</li> <li>• Information form unit comms book from FMA’s to TL’s</li> <li>• Lateness of information</li> <li>• Understanding (lack) of what can be delivered</li> <li>• Unrealistic expectations</li> <li>• Understanding of limits (Hols/property repairs)</li> <li>• Non acceptance of council / director guidance of instruction</li> <li>• Expectation janitorial / FM staff will undertake any task e.g. intrusion into fabric of building; etc.</li> <li>• FM service to deal with long term staffing issues</li> </ul>
<p style="text-align: center;"><b>OPP’S</b></p> <ul style="list-style-type: none"> <li>• More joined up approach; everyone aware of parameters</li> <li>• Additional work e.g. other council services</li> <li>• Janitorial/FM forum</li> <li>• Career progression for staff</li> <li>• Continue/expand training to up-skill workforce</li> <li>• Better working relationships/improve – customers, HAPS, other council services.</li> <li>• Understanding of what service can deliver</li> <li>• Value staff more (all)</li> <li>• Increase in tasks – week spraying.</li> </ul>	<p style="text-align: center;"><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• Ongoing negativity (staff other / customers services)</li> <li>• Budget pressures</li> <li>• Changes to legislation</li> <li>• Direction of local/central government</li> <li>• DSM budget. (Reduction) and tenant maintenance costs.</li> <li>• Blame culture</li> <li>• Adverse weather</li> <li>• Resistance to change</li> <li>• Public perception.</li> </ul>