



Cabinet Office

Government Soft Landings

Section 6 - Facilities Management



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6.0 Facilities Management (measured by key performance indicators)

6.1 Definition

The term “Facilities Management” (FM) has different interpretations and scope in the industry and varies between organisations. In the context of Government Soft Landings (GSL) Facilities Management refers to:

BS EN 15221-1:2006 Facility Management - Part 1: defines facilities management as:

“Facility Management is the integration of processes within an organization to maintain and develop the agreed services which support and improve the effectiveness of its primary activities.”

All the support services, inclusive of their design, management and delivery, needed to maintain the facilities (assets) and preserve the correct working environment (amenity and operational support) for the occupiers. FM covers the integration and delivery of services to an organisation, and can be broken down into two categories:

- **hard FM** – the upkeep of the physical fabric of the estate, such as maintenance and repair, mechanical and electrical;
- **soft FM** – delivery of services, such as cleaning, reception, catering, security, post, waste etc

FM will provide an operational service model to suit all of the above; management, customer support service (help desk), people and suppliers.

In the context of GSL it does not include those processes delivered through Central Service Departments as standard, such as HR, Training and Development, Payroll, Fleet, Lease Agreements, Rentals.

The Functionality Process Map and Guidance Document (Section 3) is designed to focus upon the space, assets and environment to meet the requirements of the End Users; FM provides the on- going support to these as well as the everyday needs of the occupiers.

The objective of this section is to combine all of the above into a clear strategy and implementation plan that progresses through design, procurement, mobilisation and management.

6.2 Overview of the Facilities Management (FM) objective

Projects must be designed to fully incorporate the needs of the management of the facility post completion. The starting point for this is the development of an FM Plan. The FM Plan should address the Service Level Requirements and Sourcing strategy.

Projects are to be designed with maintenance needs in mind for operational effectiveness.

Projected operating costs should be established by the client and design team during the design phase, based on industry benchmark and baseline operational in use data, and tracked through to operation and considered as part of any design review.

Design should incorporate End User input and maintenance requirements into the design of the assets, through the GSL Champion. There should be a clear strategy for the on-going support of the occupiers and servicing of the facilities. Functionality and Effectiveness needs to be part of this design (Section 3 of the Guidance).

6.3 Hierarchy of Documents

A hierarchy of documents for FM is shown below:

- **Portfolio Management Strategy** identifying the business strategy for FM.
- **The Facilities Management Briefing Document** needs to be developed with the GSL Champion and key stakeholders. This should consider how the strategy is to be addressed in the design .
- **The Facilities Management Plan** identifies how the facility is to be managed and maintained, the operational delivery model and budget.

6.4 The Project Stages

6.4.1 Stage 1 - Brief

The Portfolio Management Strategy should provide the basis for the outline Facilities Management Briefing Document. This FM briefing document will be developed by identification and engagement of Key Stakeholders with the GSL Champion. Understanding the Functionality and Effectiveness requirements is essential for this.

Please ensure that a unique property reference is obtained from the e-PIMS team within the Government property unit for all new buildings.

6.4.2 Stage 2 Concept

The FM Briefing Document should now be developed into an outline Facilities Management Plan, specifying how the facility is to be managed and maintained during its occupancy; as part of this FM Plan the operating costs need to be developed and evaluated.

The FM Plan using relevant benchmarks should establish the management strategy, operational delivery model and operational budget for the asset.

6.4.3 Stages; 3 - Definition, 4 – Design. 5 – Build and Commission, 6 – Handover and Closed-Out

During design and construction the FM Plan will act as a guide for procurement. FM Service Standards have been developed for government and these can be found at, <http://www.civilservice.gov.uk/wp-content/uploads/2012/08/Facilities-Management-Service-Standards-3.4-March.pdf>. It is important to ensure that FM Service contractors and the Management Team are in place for Practical Completion, e.g., dependent upon the scale of the project perhaps 8 weeks before completion to enable a smooth handover, mobilisation and transition into operations. This timeline will be project specific, but it must be managed so that commissioning, training and handover is a smooth process.

Any decisions that impact on the FM service model are to be subject to normal change control procedures.

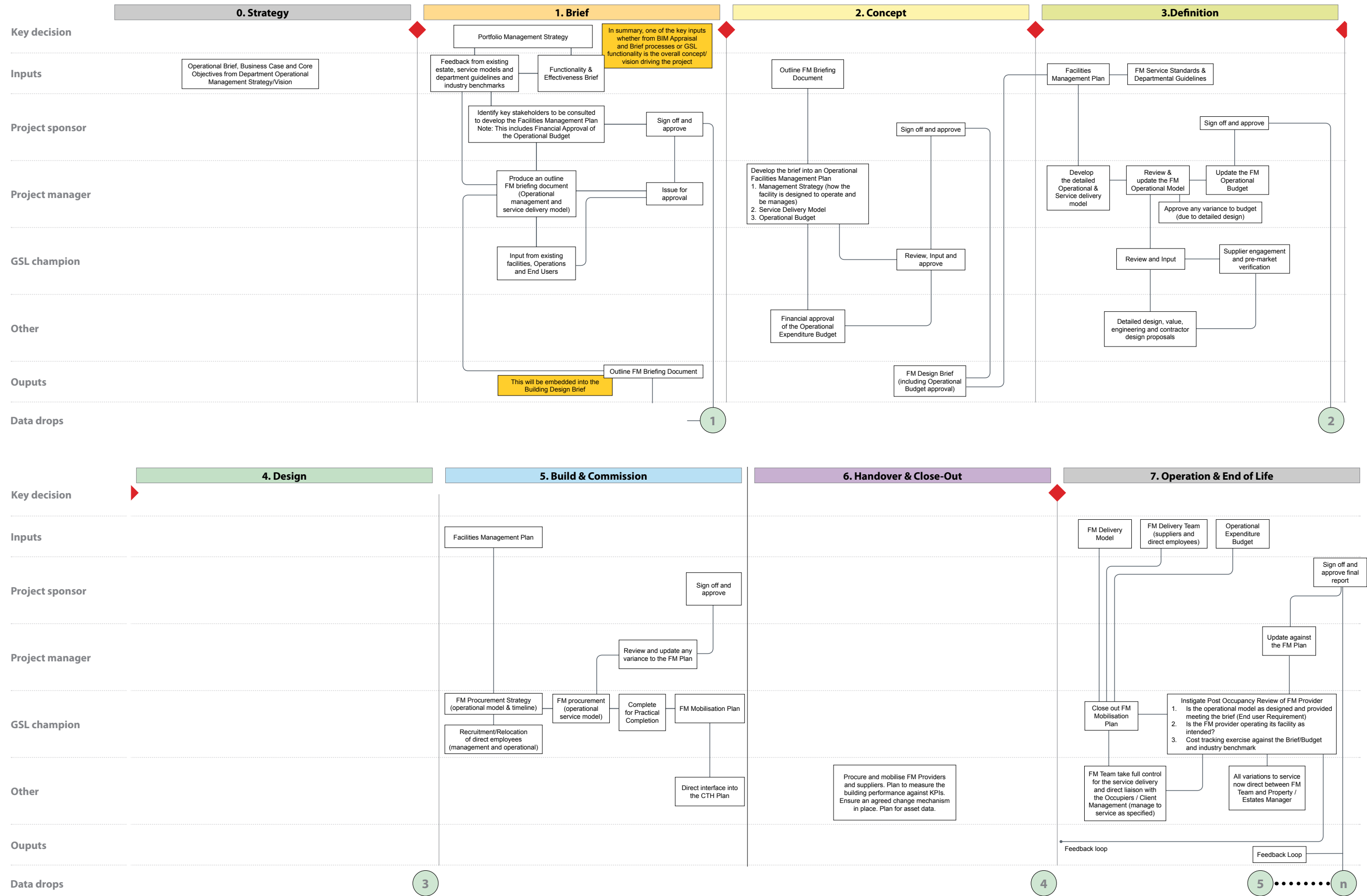
6.4.4 - Stage 7 Operation and End of Life

By this stage there should be a fully functional Operational Service model providing;

- Management Team and Suppliers procured against defined FM service standards and procurement timeline (and mobilised in accordance with the Commissioning, Training and Handover Plan),
- A fully signed off Operational Expenditure Budget.

The service is to be evaluated post occupancy to identify corrective measures needed and assess the performance delivered.

6.5 Process Map – Facilities Management



6.6 Facilities Management – Guidance

The Departmental Strategy and the Portfolio Management Strategy, will inform the need for business case development i.e., is a construction project required? The business case will be issued as of Project Strategy to establish the core objectives for the project design, delivery and operation.

Creating a project to deliver the required outcomes will be through a combination of the assets delivered, the facilities management model designed to maintain the working environment and the service model required to support the users.

These needs are developed through a combination of Functionality and Facilities Management (with successful Commissioning, Training and Handover taking the project from the construction phase into the In-Use operational phase).

These processes are aligned, designed to work together to deliver the required assets and support services. This is represented in the Flow Chart (Section 6.4).

To deliver the operational outcomes needed a Facilities Management Plan should be developed to address these needs.

6.6.1 The Facilities Management Plan

The Process Map assigns responsibility, method and timing to develop and implement the FM Plan. The Plan itself sets out what needs to be delivered.

6.6.2 Setting the brief

The first stage, managed by the Project Manager in conjunction with the GSL champion is to establish the brief for the FM plan. This is achieved through a review of the following:

- Operational outcomes required;
- Identification of key stakeholders and some of their needs, e.g.,
 - Operational strategy-who has operational ownership of the facilities in-use, who are the key business stakeholders?
 - Service Model Design- who will design the FM Service model strategy?
 - Procurement- discuss procurement of the FM Services with the Government Procurement Service FM Category Team to identify procurement requirements of supply chain and consumables;
 - Operational Budget-who has financial management control and responsibility?
- Input from existing operations and/or benchmarking and feedback from similar projects; and
- Input from the Functionality process: space, assets, amenity, working environment.

The output from this stage is the FM Strategy, which should have a clear alignment to the core objectives. From this the FM Plan will be developed, of which the core components are:

- Management strategy;
- Target Operational delivery model; and
- Operational budget.

As the project develops, the objectives established should be embedded into the BIM Data Drops. Variations from this should be treated as a project variation.

The Operational Budget is a critical element of the project outcomes and this should be tracked as the project develops. The financial budget for the project in use should only be varied through approval by the Project Manager and must be validated during each process stage.

BS EN 15221 : Facilities Management Standard

should be referred to for the development of the FM plan.

<http://shop.bsigroup.com/en/SearchResults/?q=BS%20EN%2015221>

6.6.3 Developing the detailed design

With the FM strategy and objectives established, the detailed design of the Target Operating Model can be completed.

Items that can be used for developing the FM Target Operating Model are shown below:

- Management
- Schedule of Services
- Specification
- Service Level Agreements/Requirements
- Systems and reporting
- Key Performance Indicators
- Form of Contract

Inclusive within the above, the following key requirements need to be addressed:

- Energy & Waste
- Helpdesk & management information
- Insurance and warranties
- Compliance
- Business continuity
- TUPE
- Mobilisation

Establishing a common format for structure and design of the Operational Service Model will improve efficiency across the Government Estate.

Common Service Standards have been established for FM and can be found using the following link; <http://www.civilservice.gov.uk/wp-content/uploads/2012/08/Facilities-Management-Service-Standards-3.4-March.pdf>.

The following principles should be observed on all projects for the development of FM:

1. The Project Manager has responsibility to ensure that the FM Plan is completed, signed off and approved prior to entering Stage 4– Production. This is to include operational and financial approval (for the Operational Budget).
2. The GSL Champion is to provide a direct link to End Users; Occupiers and Facilities Management. This is to ensure that the specification and service levels meet the specific project needs of the Users as well as to obtain input and support from the FM teams.
3. The Operational Budget will be provided as one of the key outputs from this stage which will be benchmarked throughout the Design Development, Construction and In Use phases.

In accordance with the Central Government Facilities Management Standards, budgets should be set out in accordance with the Investment Property Databank (IPD) Cost Code - Measuring the Cost of Buildings <http://www.ipd.com/Home/GlobalEstateMeasurementStandards/HowdoImeasurecost/tabid/1381/Default.aspx>. This enables more effective benchmarking and post occupancy evaluation and feedback.

The Cost Codes are to be structured as shown on the following page;

- Reporting KPIs and Management Reports
- Helpdesk
- Compliance
- Health and Safety
- Business Continuity

6.6.6 Optimisation

Responsibility for maintenance of facilities and optimising performance sits with the Estates/FM Team. The FM team need to ensure that Service Levels and Key Performance Indicators and optimisation of performance are being achieved.

The Target Operating Model should be designed, procured and mobilised to provide a fully functional support service for the Occupiers from “day one”. The helpdesk becomes the first point of contact to raise any faults or service requests.

The role of the GSL Lead / Champion is to provide support to the Estates Team to help optimise the service and link back to the Project Team where required.

Optimisation should address the following:

- a) Variations to its service and impact on design and operational budget. The GSL Champion should be aware of this.
- b) Design Quality. If the original brief and Operational Service Model specification is not being met, then the GSL Champion has responsibility to resolve and close out any concerns. Usually, this will require a link back into the design and operations teams. The GSL Champion will need to liaise with the Project Manager.
- c) Performance Management of the FM Service Providers, to meet the Service Level Agreements and contractual performance targets, sits with the Estates/Property teams; it is not the responsibility for the GSL Champion.

The project will need to be signed off by the Project Manager to agree that all Design Quality issues have been resolved. It is envisaged that this should take place within one year of Practical Completion or as otherwise agreed in the contract.

6.6.7 Post Occupancy Evaluation

The GSL Champion has the responsibility to instigate and manage a Key Performance Indicator Review.

The objective is to review how well the Facilities Management Plan was designed and implemented to meet the project outcomes and therefore the needs of the end users and maintainers.

This review needs to be balanced and are be lead by someone independent of the service provider team.

Operating budgets are to be compared against the targets set in the original brief to analyse accuracy and reasons for variance. These need to be fed back to the department and the FM team (GPUFM@cabinet-office.gsi.gov.uk) for future use.

It will be necessary to normalise these results to allow for defined variance to budget (as set out in the template). A condensed version of the template for this report is shown below:

Facilities Management Operating Costs – Financial Report						Date
Service Line	Planned Maintenance Costs			Reactive Maintenance Costs		
	Project target	Operating budget	Operating actual	Project target	Operating budget	Operating actual
Catering						
Internal Fabric						
HVAC, M&E and Lifts						
External Fabric						
Security						
Cleaning						
Grounds						
Management						
Gap Analysis						
1. Variance Operating budget to Project target		a) Size and scope b) Procurement c) Revised target cost objectives d) Specification e) Operating model f) Cost allocation				
2. Variance Operating actual to Operating budget		a) Any variations to scope, specification or target costs in the financial reporting period b) Abnormal occurrences in period c) Deferred works or cost accruals d) Impact of any Project Works				
3. Operating cost projections to reconcile normal operating costs against Project target (project maturity factor)		a) Forward Maintenance Register b) Revised PPM or Reactive budgets tom account for increased age of plant and equipment				

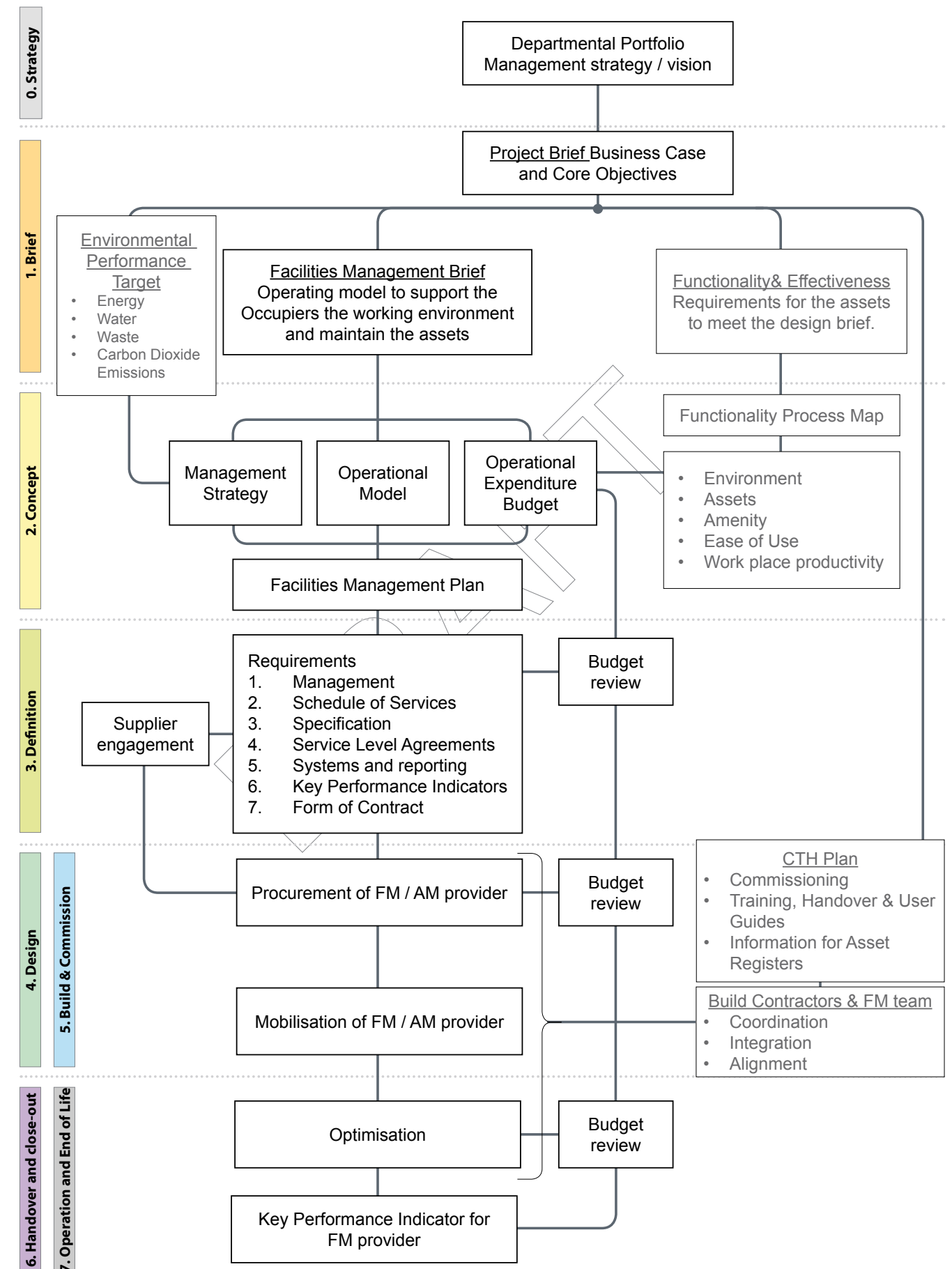
Explanatory notes for feedback report

1. Project Targets are those projected maintenance costs that are established during the project. They can be amended but changes should be tracked as part of the project data base and included in BIM Data Drops.
2. Baseline costs should be used to set operational budget costs, utilising existing cost in use data from existing estate/assets.
3. Operating budget is the annualised operating costs set for the facility in use.
4. Operating actual is any known variations to budget which have, or are projected to, occur in period.
5. The Project Target should be set from either industry or departmental benchmarks or, where remodelling existing facilities, as a calculation based on change (design or project target) to the existing model.
6. The Reconciliation for normal operating costs is to account for the fact that this exercise is likely to be conducted with a brand new facility or a facility which has had significant capital expenditure – both of which mean that the immediate maintenance costs should be at an absolute minimum. Either these are cost tracked as target (they would definitely be reflected in the budget) or the actual/budget are corrected for future years. Typical examples benefits are in hard services; less maintenance needed to new equipment, reactive faults should be at a minimum and/or should be covered by warranties, fabric maintenance costs should be negligible.

6.6.8 Summary Report

Once the Financial Report is agreed in principle, then a Summary Report should be developed to establish “Lessons Learnt”. This should be incorporated into the final feedback report and where BIM is being used the data is to be lodged under the Impacts Tab of the COBie file of the Asset Information Model.

Facilities Management Design & Implementation Flow Chart



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This document is available for download at <http://www.bimtaskgroup.org/reports>

