

# **Government Soft Landings**

Section 6 - Facilities Management



# **Government Soft Landings**

Section 6 - Facilities Management

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 og 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 adressed 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 providiing;

- missioning, 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.

Management Team and Suppliers procured against defined FM service standards and procurement timeline (and mobilised in accordance with the Com-

#### 6.5 Process Map – Facilities Management

	0. Strategy	1. Brief	2. Concept	
Key decision		Portfolio Management Strategy In summary, one of the key inputs whether from BIM Appraisal and Brief processes or GSL functionality is the overall concept/	•	
Inputs	Operational Brief, Business Case and Core Objectives from Department Operational Management Strategy/Vision	Feedback from existing estate, service models and department guidelines and industry benchmarks	Outline FM Briefing Document Hanage	iliti me
Project sponsor		Identify key stakeholders to be consulted to develop the Facilities Management Plan Note: This includes Financial Approval of the Operational Budget	Sign off and approve	
Project manager		Produce an outline FM briefing document (Operational management and service delivery model)	Develop the brief into an Operational Facilities Management Plan 1. Management Strategy (how the facility is designed to operate and be manages) 2. Service Delivery Model 3. Operational Budget	eta ata tio de
GSL champion		Input from existing facilities, Operations and End Users	Review, Input and approve	
Other			Financial approval of the Operational Expenditure Budget	
Ouputs		Outline FM Briefing Document This will be embedded into the Building Design Brief	FM Design Brief (including Operational Budget approval)	
Data drops		-(1)	)	

	4. Design	5. Build & Commission	6. Handover & Close-Out
Key decision			•
Inputs		Facilities Management Plan	
Project sponsor		Sign off and approve	
Project manager		Review and update any variance to the FM Plan	
GSL champion		FM Procurement Strategy (operational model & timeline)     FM procurement (operational service model)     Complete for Practical Completion       Recruitment/Relocation of direct employees (management and operational)     FM Mobilisation Plan	
Other		Direct interface into the CTH Plan	Procure and mobilise FM Providers and suppliers. Plan to measure the building performance against KPIs. Ensure an agreed change mechanism in place. Plan for asset data.
Ouputs			Fe
Data drops	3		4



7. Operation & End of Life



#### 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:

- needs, e.g.,
- holders?
- model strategy?
- chain and consumables:
- control and responsibility?

- Operational outcomes required; - Identification of key stakeholders and some of their · Operational strategy-who has operational ownership of the facilities in-use, who are the key business stake- Service Model Design- who will design the FM Service Procurement- discuss procurement of the FM Services with the Government Procurement Service FM Category Team to identify procurement requirements of supply Operational Budget-who has financial management - Input from existing operations and/or benchmarking and feedback from similar projects; and - Input from the Funcitonality process: space, assests, 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/?g=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 com-
- and support from the FM teams.
- struction 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;

pleted, 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

3. The Operational Budget will be provided as one of the key outputs from this stage which will be benchmarked throughout the Design Development, Con-

	Property Occupation		Business Support
C3	Internal repair and maintenance	D2	Catering
C4	M&E repair and maintenance	D3	Reception Services
C5	External structure repair and	D4	Courier and External Distribution
	maintenance		(within Office Services Category Scope)
C6	Minor Improvements	D5	Post Room Internal Distribution
C7	Internal Moves	D6	Reprographics
			(within Office Services Category Scope)
C8	Reinstatement	D7	Disaster Recovery
	(not in FM scope)		(not in FM Scope)
C9	Security		
C10	Cleaning		Management
C11	Waste Disposal	E1-4	Management (incl. Helpdesk, CAFM, FM
			Contract & Performance Management)
C12	Internal Plans and Decoration		
C13	Grounds Maintenance		
C14	Water and Sewerage		
	(within Energy Category Scope)		
C15	Energy		

The specification and budget for the Target Operating Model needs to be approved by the Project Sponsor and made known to the design and construction team at BIM Information exchange 2.

(within Energy Category Scope)

The Target Operating Model needs to be used as a point of reference during the detailed design of the building assets. The Operational Budget is to be tracked as the design progresses. Variations that impact on the Operational Budget should be treated as a variation.

#### 6.6.4 Procurement

With a fully developed, specified and approved Target Operating Model, the next stage is Procurement.

The prime responsibility of the GSL Champion is to ensure that the Service Providers are procured to a timeline to ensure effective mobilisation and smooth transition into commissioning, training, handover and operation.

The procurement will be made through the Government Procurement Services FM Contract Model where the contract is for Central Government Departments.

The exact date to complete the procurement exercise is project specific and the timeline must be set out in the FM Plan by the GSL Champion to facilitate a smooth transfer to the End Users as part of the implementation of the Commissioning Training and Handover (CTH plan). Service Providers must be appointed and fully engaged to support the handover aspects of the CTH Plan.

The proposed Operating Budget set out in the FM Plan will be informed by the procurement exercise.

#### 6.6.5 Mobilisation

It is the responsibility of the GSL Champion to develop, manage and implement the mobilisation of FM services in conjunction with commissioning, training and handover.

During mobilisation it is important to link management, occupiers, users and providers to provide a smooth transition from construction to effective operation. For this a mobilisation plan considering the following should be developed:

- Schedule of key dates
- Mobilisation Management Team
- Communications Plan
- Supply Chain
- People

- Systems

Contract implementation (activate contracts established in Procurement) TUPE Direct recruitment CAFM, Asset Registers, PPM schedules,

Service level agreements,

- 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:

Service Line	Planned Maintenance Costs			
	Project target	Operating budget	Opera	
Catering				
Internal Fabric				
HVAC, M&E and Lifts				
External Fabric				
Security				
Cleaning				
Grounds				
Management				

1. Variance Operating budget to Project target       a) Size and scope         b) Procurement       b) Procurement         c) Revised target cost obje       d) Specification         e) Operating model       f) Cost allocation         2. Variance Operating actual to Operating budget       a) Any variations to scope         costs in the financial report       b) Abnormal occurrences is         c) Deferred works or cost and Dimpact of any Project W       a) Impact of any Project W	Gap Analysis	
b) Procurement c) Revised target cost obje d) Specification e) Operating model f) Cost allocation 2. Variance Operating actual to Operating budget a) Any variations to scope costs in the financial repor b) Abnormal occurrences in c) Deferred works or cost a d) Impact of any Project W 3. Operating cost projections to reconcile pormal a) Ensured Maintenance R	1. Variance Operating budget to Project target	a) Size and scope
<ul> <li>c) Revised target cost objet</li> <li>d) Specification</li> <li>e) Operating model</li> <li>f) Cost allocation</li> <li>a) Any variations to scope</li> <li>costs in the financial report</li> <li>b) Abnormal occurrences in</li> <li>c) Deferred works or cost and</li> <li>d) Impact of any Project W</li> <li>3) Operating cost projections to reconcile pormal</li> <li>a) Ensured Maintenance</li> </ul>		b) Procurement
<ul> <li>d) Specification         <ul> <li>e) Operating model</li> <li>f) Cost allocation</li> </ul> </li> <li>2. Variance Operating actual to Operating budget         <ul> <li>a) Any variations to scope costs in the financial report b) Abnormal occurrences in c) Deferred works or cost and Dimpact of any Project W</li> <li>3. Operating cost projections to reconcile portrail</li> <li>a) Ensured Maintenance.</li> </ul> </li> </ul>		c) Revised target cost obje
e) Operating model f) Cost allocation 2. Variance Operating actual to Operating budget a) Any variations to scope costs in the financial repor b) Abnormal occurrences i c) Deferred works or cost a d) Impact of any Project W		d) Specification
f) Cost allocation 2. Variance Operating actual to Operating budget a) Any variations to scope costs in the financial repor b) Abnormal occurrences i c) Deferred works or cost a d) Impact of any Project W 3. Operating cost projections to reconcile pormal a) Ensured Maintenance		e) Operating model
2. Variance Operating actual to Operating budget     a) Any variations to scope     costs in the financial repor     b) Abnormal occurrences i     c) Deferred works or cost a     d) Impact of any Project W     a		f) Cost allocation
costs in the financial report b) Abnormal occurrences i c) Deferred works or cost a d) Impact of any Project W	2. Variance Operating actual to Operating budget	a) Any variations to scope
b) Abnormal occurrences i c) Deferred works or cost a d) Impact of any Project W 3. Operating cost projections to reconcile pormal a) Forward Maintenance R		costs in the financial repor
c) Deferred works or cost a d) Impact of any Project W 3. Operating cost projections to reconcile pormal a) Econverd Maintenance R		b) Abnormal occurrences i
d) Impact of any Project W 3. Operating cost projections to reconcile pormal a) Econverd Maintenance R		c) Deferred works or cost a
3. Operating cost projections to reconcile normal a) Forward Maintenance R		d) Impact of any Project W
5. Operating cost projections to reconcile normal [ a) forward maintenance in	3. Operating cost projections to reconcile normal	a) Forward Maintenance R
operating costs against Project target (project b) Revised PPM or Reactive	operating costs against Project target (project	b) Revised PPM or Reactiv
maturity factor) for increased age of plant	maturity factor)	for increased age of plant

				Date
	Reactive	Maintenar		
ting actual Project tar		arget	Operating budget	Operating actual
I				
ctives				
, specification or target				
ting period				
n period				
ccruals				
orks				
egister				
e budgets ton	n account			
and equipmen	t			

#### 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.
- 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



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

