

South Ayrshire Council

**Report by Assistant Director - Place
to Cabinet
of 14 June 2022**

**Subject: Facilities Management – Service Review and
Restructure**

1. Purpose

- 1.1 The purpose of this report is to update Members on a service review within the Facilities Management (FM) service and seek approval to implement a revised operating model.

2. Recommendation

- 2.1 **It is recommended that the Cabinet approves the proposed Facilities Management structure as outlined in section 4 and Appendices [1](#) and [2](#).**

3. Background

- 3.1 A service review of the Facilities Management was initiated in March 2021 to explore options for the structure, format of the service and to develop a proposed future operating model that would support the requirements of the service to deliver the outcomes from the Council Plan.

- 3.2 The review highlighted two overarching themes in relation to the services provided by Facilities Management:

3.2.1 Catering is the one frontline service of the Council that has seen significant investment to deliver the national policy agenda. This has enabled us to rethink how we deliver those services to the frontline and how we organise ourselves internally to better manage those services.

3.2.2 The response to the Covid pandemic has highlighted how invaluable these frontline services are, particularly building cleaning.

- 3.3 The service, as a whole, is still very traditional and in need of modernisation. As part of the review process, workshops with the management teams have highlighted the following areas for improvement/ development:

- ICT;
- Workforce planning and succession planning;

- Training and development;
- Regulatory environment; and
- Business improvement and commercialisation.

A detailed breakdown of the measures being considered and introduced to address these areas is shown at [Appendix 3](#).

- 3.4 Engagement sessions have taken place with staff encouraged to identify strengths and weaknesses within the service and to consider the best way in which to develop new ways of working and to adopt best practice approaches to address the issues identified. An analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) can be found at [Appendix 4](#).
- 3.5 In addition to the local issues, the Scottish Government have invested significant funding to support the delivery of the national policy agenda for the Scottish education system. Policies include the expansion of Universal Free School Meals for all Primary 1 to Primary 5 children and all Primary 6 and Primary 7 children; Increased meals for Early Year Centre's; the introduction of enhanced school food regulations; introduction of new nutritional analysis software to support service delivery; an increase in the number of specific dietary requirements; an increase the number of kitchens preparing and supplying meals to export schools; as well as the introduction of Natasha's Law (the requirement for food businesses to include full ingredients labelling on pre-packed for direct sale food).
- 3.6 Early output from the review process identified that the scale of change already experienced had impacted on the Catering Supervisor role. The nature and scale of a Catering Supervisor's work dictate that decisions need to be made regularly and consistently and it is therefore imperative that there are individuals in place that have the experience and authority to make these decisions. It is also necessary to ensure the Grade and Level at which the post sits in the pay scales is commensurate of the duties expected. As a result, the Catering Supervisors post has recently been re-evaluated and upgraded from a Level 4 to a Level 5.
- 3.7 The early review process also identified that an additional Team Leader at Level 10 within the Catering service was required to manage the additional workload, as outlined above, efficiently, and effectively. The Executive Leadership Team approved the additional post in April 2022 and the recruitment is currently underway.

4. Proposals

- 4.1 This analysis as well as consideration of the current and future national policy agenda has been used to determine a new operating model for the service. Given the ongoing response to the pandemic, Phase 1 of the service review will primarily concentrate on the reconfiguring of the FM management team with a focus on two areas – Operations and Service Improvement & Development.
- 4.2 The realignment of all operations under one Lead Officer will allow the creation of a new Business Improvement and Development team. This team will be essential in delivery of the national policy agenda and coordinating all activity in relation to menu planning and the growth area of allergen management as well as general service modernisation activities. This will include developing revenue targets,

commercial opportunities, adherence with legislation and sustained service delivery.

- 4.3 The introduction of Assistant Team Leader posts within Cleaning & Janitorial will provide essential support to the frontline workforce and the current Team Leaders. The posts will ensure the service can deliver a more responsive and reactive local service to end users and enable the Team Leaders to assist with and develop strategic opportunities for the service going forward. These posts will also provide the possibility of career progression for the front-line workforce, which is difficult within the current structure as there is a gap of six grades within Cleaning & Janitorial between Grade 3 to Grade 10.
- 4.4 The review begins the large-scale process of service modernisation, a change in culture and a significant improvement in the way in which our services are managed and delivered. Consultation has taken place with employees and Trade Unions on the proposed review and necessary structure changes, the feedback from which has been very positive and supportive.
- 4.5 Phase 2 of the review process will begin when implementation of phase 1 has been completed. This will consider implementation of the broad themes highlighted in section 3.3 across our front line services and will consider new ways of working to identify further service improvements and efficiencies.
- 4.6 It is proposed that Cabinet approves the staffing structure outlined in Appendices [1](#), and [2](#). The new structure will result in an increase of 3 FTE and will be funded from the additional money received from the Scottish Government to implement Universal Free School Meals (UFSM) in Primary Schools and the reduced annual revenue costs of the new online/ cashless school payment system.
- 4.7 The current and proposed structures are set out in [Appendix 1](#) with associated employee costs in [Appendix 2](#).

5. Legal and Procurement Implications

- 5.1 There are no legal implications arising from this report.
- 5.2 There are no procurement implications arising from this report.

6. Financial Implications

- 6.1 The additional cost of this new management structure £91,799. This will be met predominantly from the new funding received from the Scottish Government for the delivery of UFSM's and the remainder from the reduced annual revenue payments for the new online/ cashless school meal payment system.

Current Budget	1,743,938
Proposed Budget	1,835,737
Total	-91,799
Scottish Government – UFSM funding allocation	61,744
Reduced annual revenue costs of new online/ cashless school meal payment system	30,055
Total	91,799

7. Human Resources Implications

7.1 As a result of this review, four existing posts are being deleted. Currently both existing level 13 Co-ordinator posts and one Level 3 Admin post, are vacant, resulting in one existing employee being displaced. The employee being displaced will be matched into the new Level 9 Business Improvement & Development Officer post, in line with the Council's Framework for Managing Workforce Change. Job descriptions for the proposed Lead Officer – FM Operations; Lead Officer - FM Business Improvement, Business Improvement and Development Officer and Assistant Team Leader posts have been developed, evaluated and approved by HR.

8. Risk

8.1 *Risk Implications of Adopting the Recommendations*

8.1.1 There are no risks associated with considering the options outlined.

8.2 *Risk Implications of Rejecting the Recommendations*

8.2.1 Rejecting the recommendations will impact on the ability of the service to deliver a change in culture and introduce significant improvements in the way in which our services are managed and delivered.

9. Equalities

9.1 The proposals in this report have been assessed through the Equality Impact Assessment Scoping Process. There are no significant positive or negative equality impacts of agreeing the recommendations and therefore an Equalities Impact Assessment is not required. A copy of the Equalities Scoping Assessment is shown in [Appendix 5](#).

10. Sustainable Development Implications

10.1 ***Considering Strategic Environmental Assessment (SEA)*** - This report does not propose or seek approval for a plan, policy, programme or strategy or document otherwise described which could be considered to constitute a plan, programme, policy, or strategy.

11. Options Appraisal

11.1 An options appraisal has not been carried out in relation to this review.

12. Link to Council Plan

12.1 The matters referred to in this report contribute to Commitment 1 of the Council Plan: Fair and Effective Leadership/ Leadership that promotes fairness.

13. Results of Consultation

13.1 There has been no public consultation on the contents of this report

13.2 Consultation has taken place with Councillor Bob Pollock, Portfolio Holder for Economic Development, and Councillor Ian Davis, Portfolio Holder for Finance, Human Resources and ICT, and the contents of this report reflect any feedback provided.

13.3 Consultation has taken place with the Trade Unions with regards to these proposals. The feedback was very positive with the Trade Unions pleased to see new posts being added to the structure, providing career progression opportunities for front line employees.

14. Next Steps for Decision Tracking Purposes!

14.1 If the recommendations above are approved by Members, the Assistant Director - Place will ensure that all necessary steps are taken to ensure full implementation of the decision within the following timescales, with the completion status reported to the Cabinet in the 'Council and Cabinet Decision Log' at each of its meetings until such time as the decision is fully implemented:

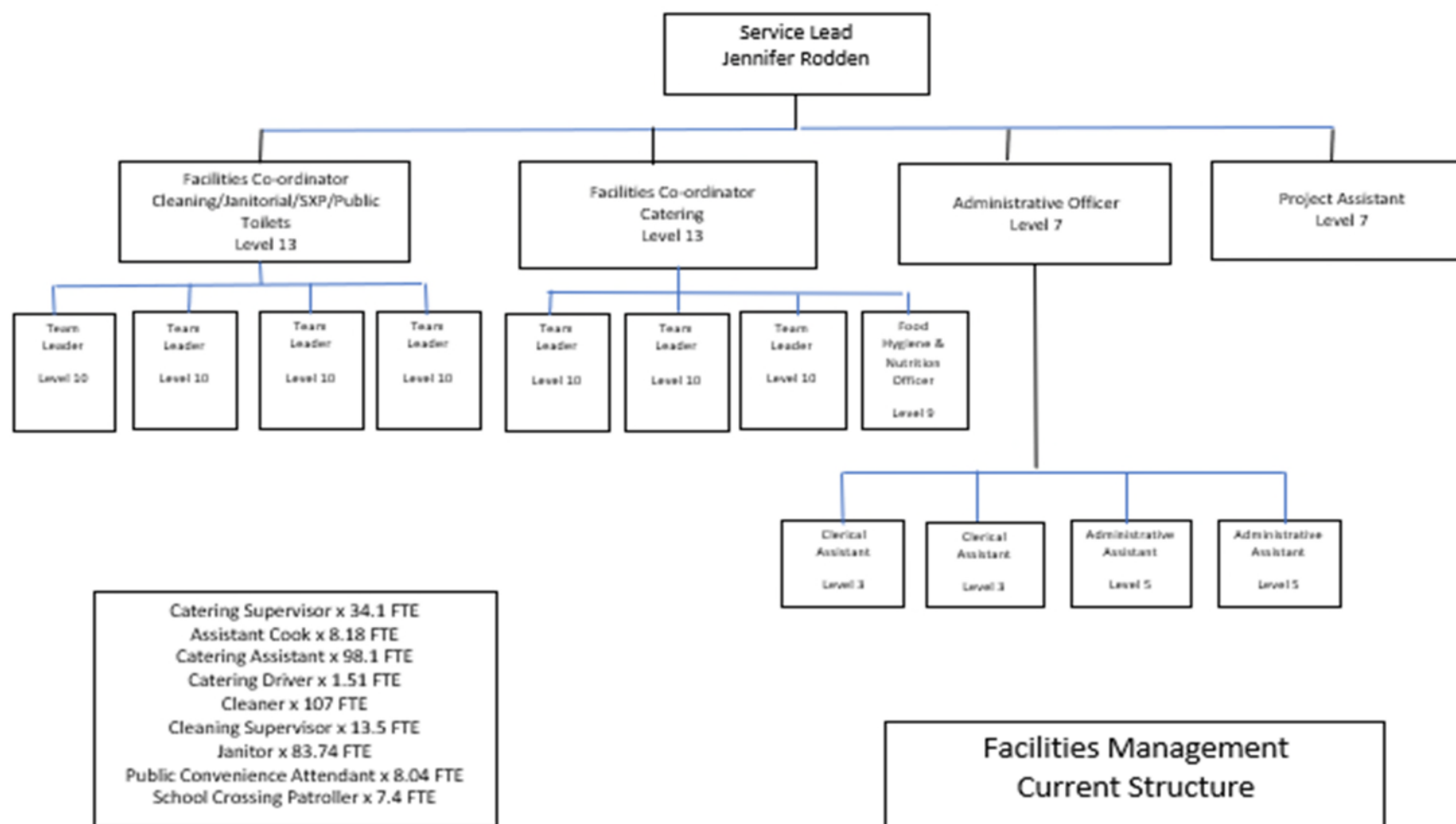
<i>Implementation</i>	<i>Due date</i>	<i>Managed by</i>
Implement approved Facilities Management structure	31 October 2022	Service Lead Facilities Management.

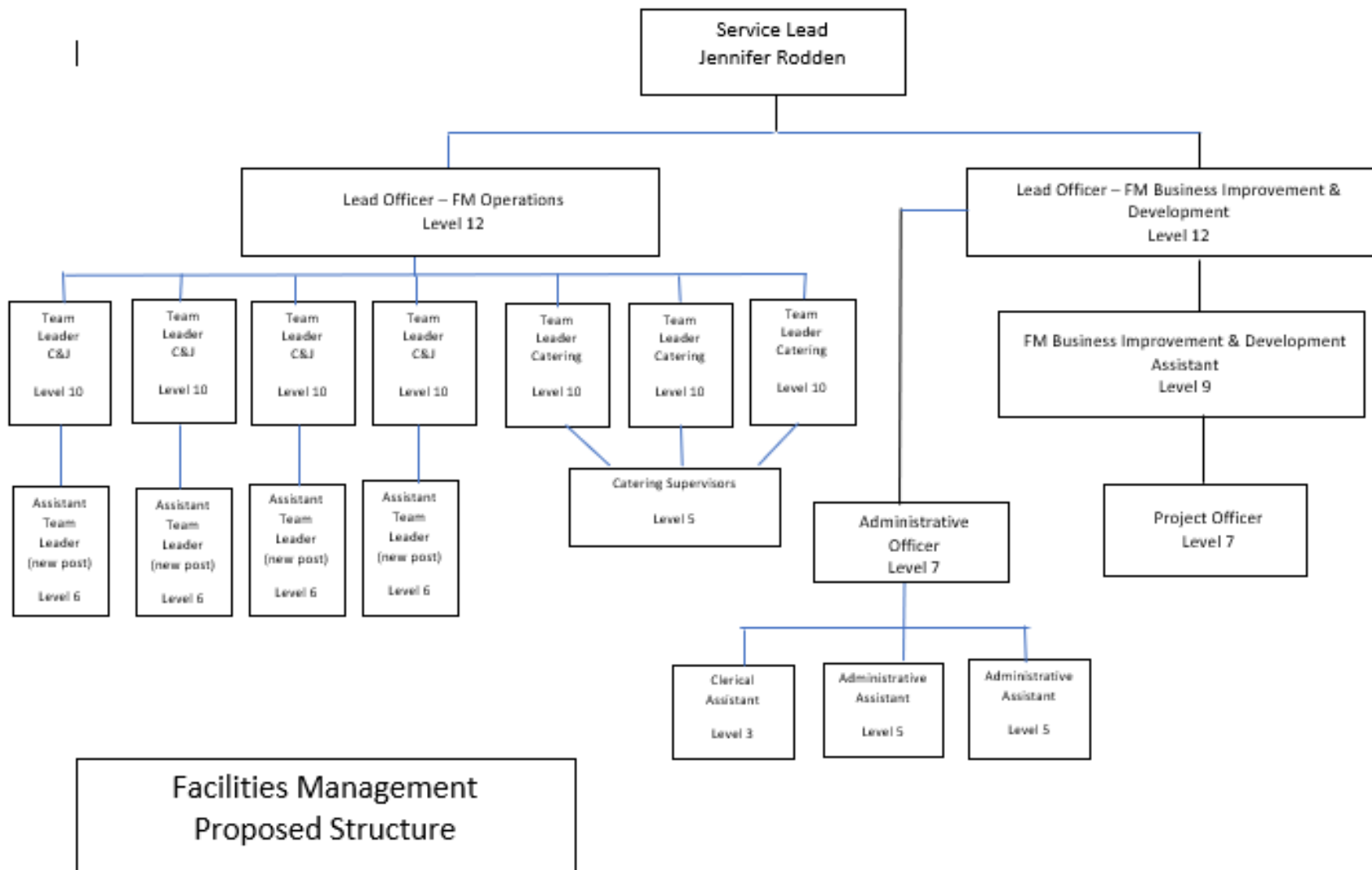
Background Papers **None**

Person to Contact **Jennifer Rodden, Service Lead – Facilities Management
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Email jennifer.rodden@south-ayrshire.gov.uk**

Date: **7 June 2022**

Appendix 1





Appendix 2

Facilities Management Structure Comparison - Service Review 2022									
Current Operational Structure					Proposed Operational Structure				
Grade	Job Title	Budgeted FTE	Total Budget	Narrative	Grade	Job Title	Budgeted FTE	Total Budget	Narrative
Level 16	Service Lead	1.0		No change	Level 16	Service Lead	1.0		No change
Level 13	Co-ordinator Janitorial & Catering	2.0		Posts Deleted					
Level 10	Team Leaders	7.0		No change	Level 12	Lead Officer	2.0		Creation of 2 new posts
Level 9	Food Hygiene and Nutrition Officer	1.0		Post Deleted	Level 10	Team Leaders	7.0		No change
Level 7	Project Assistant	1.0		No change	Level 9	Businesss Improvement & Development Officer	1.0		Creation of 1 new posts
	Administrative Officer	1.0		No change	Level 7	Project Assistant	1.0		No change
					Level 7	Administrative Officer	1.0		No change
					Level 6	Assistant Team Leaders	4.0		reation of 4 new posts
Level 5	Administrative Assistant	2.0		No change		Administrative Assistant	2.0		No change
	Catering Supervisor	34.1		No change		Catering Supervisor	34.1		No change
Level 3	Clerical Assistant	2.0		Deletion of 1 post	Level 3	Clerical Assistant	1.0		Deletion of 1 post
	TOTALS	51.1					54.1		


Appendix 3

Areas for Improvement & Development	Action	Implementation Date
ICT	<p><u>Cashless Catering & Online School Payments</u></p> <p>Contracts have recently been awarded with two new suppliers for the delivery of Cashless Catering and Online School Payments. Both systems will be upgraded with a more modern implementation and ICT approach using mobile and cloud technology. The current system for cashless catering has limitations in that each school has a local installation which limits current reporting functionality and has a high level of maintenance from internal ICT staff at each site.</p> <p>Implementing a more modern system will allow SAC to reduce the amount of hardware required at each site and utilise any device of our choice to access the cashless system. Reporting and updating from an integrated cloud-based system would improve the efficiency of back-office staff within FM who have struggled to get any meaningful reports out of the current system.</p> <p>Newer cashless catering systems can also integrate with the Councils food management system, Saffron. This would allow staff to digitally hold and display info on children's allergy information which is currently being done on paper and will also significantly reduce the risk of a child with specialist dietary requirements being provided with an unsafe meal.</p> <p>Mobile applications will be implemented for the pre-order of school meals, up to 4 weeks in advance for pupils, parents and carers.</p> <p>15 Schools that currently do not have cashless catering will now be included with the availability to pre order meals at home or in the classroom.</p> <p>All schools excluded from the current Online School Payments system will have access to the new Online School Payment solution – an extra 12 schools.</p> <p>Benefits will be realised through a reduction in hardware support and maintenance plus easier access to reporting data across the estate. Utilising cloud technology will help reduce the local installs required and reduce reliance on local connections.</p> <p>Reduction in Revaluation units (or complete removal) to move towards completely cashless schools</p> <p>Increase in online transaction (additional schools added)</p>	November 2022

Areas for Improvement & Development	Action	Implementation Date
	<p><u>Digitising of Paper Processes</u></p> <p>Facilities Management currently still have several paper-based processes including timesheets, ordering of supplies and consumables and annual leave requests. The rollout of M365 will allow many of these processes to be digitised, enabling a reduction in officer time.</p>	<p>March 2023</p>
	<p><u>Future Operating Model</u></p> <p>Improved communication with frontline employees through the rollout of M365, use of personal devices to access council services such as The Core, COAST, Oracle Procurement, and access to pay slips</p>	<p>TBC</p>
	<p><u>Building Cleaning App & EnSURE Touch Luminometers</u></p> <p>Introduction of an APSE Building Cleaning for the recording of building cleaning audits. The app has been loaded onto Smart Phones and is based around BICs cleaning standards and uses three categories – acceptable, acceptable (between cleans) and unacceptable. Both intervention and response times can be set up on the app to allow users to keep track of rectification times.</p> <p>The information gathered during the audits is saved and then uploaded centrally, allowing reports to be created. Information is fed back to APSE bi-monthly, and this is then utilised for recording the Authorities Key Performance Indicators.</p> <p>In conjunction with the Building Cleaning App, EnSURE ATP (adenosine triphosphate) Hygiene Monitoring systems are being introduced. The EnSURE devices are handheld and combined with a sampling swab, will be used to measure the level of cleanliness on any surface after it has been cleaned. The results will then be reviewed to ensure the cleaning operatives efforts and products used, match the cleaning standards expected.</p>	<p>September/October 2022</p>
<p>Workforce Planning & Succession Planning</p>	<p>Following the Council's recent Best Value Audit, a detailed and comprehensive Workforce Plan has been produced for FM. Workforce Planning for the service is extremely difficult due to 55% of the catering workforce being over 50 years of age and 96% female. Within Cleaning & Janitorial the figures rise to 73% being over 50 years of age and 73% female. 93% of catering and 98% of Cleaning & Janitorial employees are part-time, on low hours and at the lower end of the salary scale making retention and recruitment of staff very difficult.</p>	<p>March 2023</p>

Areas for Improvement & Development	Action	Implementation Date
	<p>We will investigate the possibility of creating multi-skilled roles covering Cleaning, Janitorial and Catering. This will allow staff to be utilised in all areas of the business and be easily moved between locations. These multi-skilled roles will require larger contracted hours and should therefore be of greater interest to applicants when recruiting.</p> <p>At this time the opportunity for career progression for front line operational staff is non-existent as the jump from a Grade 4 to Grade10 is significant and many of our employees would require considerable training prior to applying for a promoted post. The introduction of Level 6 Assistant Team Leaders will not only provide opportunities for career progression to the frontline workforce, but it will also ensure work is carried out at the right level and will deliver a more responsive local service to end users</p>	
Training & Development	Creation and delivery of comprehensive training plans including BIC's (British Institute of Cleaning) accreditation for all cleaning employees; Handyman skills for Janitors; SVQ Level 2 – Professional Cookery, RSPH Level 3 – Nutrition; and Corporate and Service specification induction	Ongoing
Regulatory Environment	Continued roll out of Universal Free School Meals; Early Years provision; holiday feeding; compliance with Environmental Health and Health & Safety; HMle inspections; and compliance with Nutritional Food and Drink in Schools (Scotland) Regulations 2020; Natasha's Law and Schools (Health Promotion and Nutrition) (Scotland) Act 2007	Ongoing
Business Improvement & Commercialisation	Investigation and implementation of Business Improvement and Commercialisation opportunities including external catering kiosks within Secondary schools; catering services at Marr Pavillion and Fullarton Woods; local food procurement and external cleaning services.	Phase 2 of Service Review

Appendix 4

Facilities Management – SWOT Analysis Summary	
Title: Facilities Management Service Review	Date:
Author: [REDACTED]	
Service/sponsor: Place – Operations / Jennifer Rodden – Kevin Carr	

STRENGTHS

- Specialist knowledge brought by staff
- Adaptability of staff during Covid
- Relationships with Head Teachers
- Relationships with suppliers
- Successful recruitment drive – casual cleaning staff

WEAKNESSES

- Lack of IT devices/electronic record keeping systems
- Lack of ICT devices. Most cleaners and janitors don't have a device to log in to.
- Staff absence levels are high, which has impacted on delivery as well as contributing to the amount of time taken in the absence management process
- Recruitment – sifting time (issues with JCP & PVG)
- High staff turnover



OPPORTUNITIES

- Lack of IT devices/electronic record keeping systems
- Review and tidy up budgets – setting appropriate budget costs and reducing number of cost codes
- Create the correct model and start to think about bidding for new cleaning work from external customers e.g., local colleges, shopping centers, sports venues etc.
- PAT testing – train Janitors to do this.
- Bidding for window cleaning contracts
- Streamline the recruitment process

THREATS

- Loss of key staff – retirement
- Age demographic of FM staff
- Political changes
- Regulatory changes
- Reluctance to accept change
- Information being leaked
- Rising supplier costs – food and labour
- Cost of training

1. Policy details

Policy Title Facilities Management Structure Changes	Lead Officer Jennifer Rodden
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2. Which communities, groups of people, employees or thematic groups do you think will be, or potentially could be, impacted upon by the implementation of this policy? Please indicate whether these would be positive or negative impacts

Community, Groups of People or Themes	Negative Impacts	Positive impacts
The whole community of South Ayrshire	No	No
People from different racial groups, ethnic or national origin.	No	No
Women and/or men (boys and girls)	No	No
People with disabilities	No	No
People from age groups for example older people, children and young people	No	No
Lesbian, gay, bisexual and heterosexual people	No	No
People who are proposing to undergo, are undergoing or have undergone a process to change sex	No	No
Pregnant women and new mothers	No	No
People who are married or in a civil partnership	No	No
People who share a particular religion or belief	No	No
Thematic Groups: Health, Human Rights, Rurality and Deprivation.	No	No

3. Do you have evidence or reason to believe that the policy will support the Council to:

General Duty and other Equality Themes	Level of Negative and/or Positive Impact (high, medium or low)
Eliminate discrimination and harassment faced by particular communities or groups	Low
Promote equality of opportunity between particular communities or groups	Low
Foster good relations between particular communities or groups	Low
Promote positive attitudes towards different communities or groups	Low
Increase participation of particular communities or groups in public life	Low
Improve the health and wellbeing of particular communities or groups	Low
Promote the human rights of particular communities or groups	Low
Tackle deprivation faced by particular communities or groups	Low

4. Summary Assessment

Is a full Equality Impact Assessment required? (A full EIA must be carried out on all high and medium impact policies)		YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>
Rationale for decision: It is not anticipated that any structure changes will impact on equalities considerations.			
Signed : Donald Gillies Director			
Date:	Copy to equalities@south-ayrshire.gov.uk		