
**Facility management — Development
of a facility management strategy**

*Facility management — Élaboration d'une stratégie de facility
management*

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Foreword

ISO (the International Organization for Standardization) is a worldwide federation of national standards bodies (ISO member bodies). The work of preparing International Standards is normally carried out through ISO technical committees. Each member body interested in a subject for which a technical committee has been established has the right to be represented on that committee. International organizations, governmental and non-governmental, in liaison with ISO, also take part in the work. ISO collaborates closely with the International Electrotechnical Commission (IEC) on all matters of electrotechnical standardization.

The procedures used to develop this document and those intended for its further maintenance are described in the ISO/IEC Directives, Part 1. In particular, the different approval criteria needed for the different types of ISO documents should be noted. This document was drafted in accordance with the editorial rules of the ISO/IEC Directives, Part 2 (see www.iso.org/directives).

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. ISO shall not be held responsible for identifying any or all such patent rights. Details of any patent rights identified during the development of the document will be in the Introduction and/or on the ISO list of patent declarations received (see www.iso.org/patents).

Any trade name used in this document is information given for the convenience of users and does not constitute an endorsement.

For an explanation of the voluntary nature of standards, the meaning of ISO specific terms and expressions related to conformity assessment, as well as information about ISO's adherence to the World Trade Organization (WTO) principles in the Technical Barriers to Trade (TBT), see www.iso.org/iso/foreword.html.

This document was prepared by Technical Committee ISO/TC 267, *Facility management*, in collaboration with the European Committee for Standardization (CEN) Technical Committee CEN/TC 348, *Facility Management*, in accordance with the Agreement on technical cooperation between ISO and CEN (Vienna Agreement).

Any feedback or questions on this document should be directed to the user's national standards body. A complete listing of these bodies can be found at www.iso.org/members.html.

Introduction

0.1 General

Facility management (FM) integrates multiple disciplines in order to have an influence on the efficiency and productivity of economies of societies, communities and organizations, as well as the manner in which individuals interact with the built environment. FM affects the safety, well-being and quality of life of much of the world's societies and population through the services it manages and delivers (see ISO 41001).

NOTE 1 FM is defined as an organizational function which integrates people, place and process within the built environment with the purpose of improving the quality of life of people and the productivity of the core business (see ISO 41011:2017, 3.1.1).

FM is of strategic importance because it directly supports a demand organization's core business strategy, enabling its objectives and plans to be realized through the management of facilities that are safe, reliable, efficient, cost effective and sustainable.

NOTE 2 A demand organization is an entity which has a need and the authority to incur costs to have requirements met (see ISO 41011:2017, 3.3.1.1), e.g. a facility owner, operator, owner-operator, tenant or, in some cases, a managing agent acting on behalf of an owner.

This document refers to the demand organization and to the organization responsible for FM and facility services. A distinction is necessary because of the variable nature in which FM is organized and where facility services are delivered through personnel within the demand organization, through external service providers or a combination of the two.

The guidance in this document applies principally to the organization responsible for FM. In situations where there is presently no formal FM organization, a person (or body) should be appointed to take an active role in developing the strategy for FM.

ISO 41001 makes reference to a strategy for FM and sets this in the context of an FM management system.

The benefits of developing a strategy for FM include:

- improved understanding of the demand organization's objectives, needs and constraints and an appropriate approach to FM and facility services;
- reduced likelihood of a disconnect between the demand organization's objectives and needs and the means to support them;
- alignment between FM requirements and the demand organization's core business activities;
- improved efficiency in the management of FM in general and in the delivery of facility services in particular;
- consistent management practices from a methodology for developing a strategy for FM that is transparent, reproducible and measurable;
- a baseline for measuring improvement in the operational effectiveness of FM and its contribution to the core business of the demand organization;
- contribution to the cost-efficiency of the demand organization and, where applicable, its competitiveness;
- contribution to sustainability through the more efficient use of scarce resources.

This document is intended to fill a gap in the current provision of guidance to enable the most appropriate approach to FM and facility services to be determined. The aim is to promote awareness, competence development and expertise by providing strategic advice on the decisions affecting the management of facilities and/or the delivery of facility services.

Specifically, this document is applicable to any FM organization that wishes to:

- utilize a methodology for developing a strategy for FM;
- assure itself of the alignment of the FM strategy with the core business strategy of the demand organization;
- demonstrate conformity with this document by:
 - making a self-determination and self-declaration;
 - seeking confirmation of its conformity by parties having an interest in the FM organization;
 - seeking confirmation of its self-declaration by a party external to the FM organization.

This document provides guidance for internal or external audit programmes. Users of this document can compare practices for developing a strategy for their FM with an internationally recognized benchmark, providing sound principles for the effective management of those practices.

0.2 Process approach

This document provides a common basis for understanding the factors that the FM organization should consider when developing a strategy for FM. It promotes a methodology to assist the FM organization in determining the most appropriate approach to, and arrangements for, the development of a strategy as a basis for the subsequent implementation of tactical and operational FM requirements to support the demand organization's core business, primarily its business activities.

This document emphasizes the decisions, activities, information, data and stakeholders that have to be coordinated into a manageable process for the development of a strategy for FM and the stages within it, including:

- understanding the demand organization: context, governance, risk management and strategic alignment (see [Clause 4](#));
- developing FM requirements: interest in facilities, maturity of FM, stakeholders, priorities, functional requirements, services, delivery options and sourcing (see [Clause 5](#));
- formulating the FM strategy: compiling the strategy, its format and content, budgetary requirements, procurement, communication, feedback and implementation (see [Clause 6](#));
- managing performance: monitoring and control, performance indicators, measurement, review, corrective actions and lessons learned (see [Clause 7](#));
- improving outcomes: applying lessons learned, reassessing outputs and targets, updating the strategy and policy (see [Clause 8](#)).

When adopting a process approach to the development of a strategy, it can be helpful to consider three phases: analysis, solution and implementation. These are covered by [Clause 4](#), [Clause 5](#) and [Clauses 6 to 8](#), respectively.

The methodology is intended to be scalable, meaning that this document's provisions are applicable to any FM organization to a greater or lesser extent. As such, the FM organization can determine which of the provisions apply fully or partially to the development of the FM strategy in line with the objectives, needs and constraints of the demand organization's core business and the type, size, complexity, condition and geographical location of its facilities.

Similarly, the responsibility for the analysis, solution and implementation of the FM strategy can vary within organizations, depending on their structure and contractual scope. A responsibility assignment matrix can be used to allocate roles within the core business, the FM organization and service providers, as appropriate, for developing the FM strategy.

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Facility management — Development of a facility management strategy

1 Scope

This document gives guidelines for the development of a strategy for facility management (FM) when the FM organization:

- a) intends to ensure alignment between FM requirements and the objectives, needs and constraints of the demand organization's core business;
- b) wants to improve the usefulness and benefits provided by the facilities for the betterment of the demand organization and its core business;
- c) aims to meet the needs of stakeholders and applicable provisions consistently;
- d) aims to be sustainable in a globally competitive environment.

2 Normative references

The following documents are referred to in the text in such a way that some or all of their content constitutes requirements of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

ISO 41011, *Facility management — Vocabulary*

3 Terms, definitions and abbreviated terms

For the purposes of this document, the terms and definitions given in ISO 41011 and the following apply.

ISO and IEC maintain terminological databases for use in standardization at the following addresses:

- ISO Online browsing platform: available at <https://www.iso.org/obp>
- IEC Electropedia: available at <http://www.electropedia.org/>

3.1 Terms related to facility management

3.1.1

facility management strategy

statement expressing the analysed needs of the demand organization, proposed facility management solution(s) and outline plan for implementation

3.1.2

facility management organization

FM organization

entity responsible for facility management

3.1.3

integrator model

arrangement in which a single supply chain partner engages, coordinates and controls key service providers across a range of business support functions

3.1.4

post-occupancy evaluation

process of evaluating a facility after it has been completed and is in use to understand its actual performance against that required and to capture *lessons learned* (3.5.5)

3.1.5

serviced workspace

serviced workplace

space that is equipped for immediate use usually on flexible terms and conditions

3.1.6

sustainable space provision

requirement for space that is necessary and affordable into the future against environment, social and economic criteria

3.1.7

target operating model

arrangement for delivering an organization's business strategy expressed in terms of the people, processes, data and technology required to deliver that strategy

3.1.8

workplace management

activities that optimize the use of a workplace

3.2 Terms related to assets

3.2.1

digital asset

data set describing an asset that is not necessarily physical

[SOURCE: ISO/TS 18101-1:2019, 3.10, modified — The example has been deleted.]

3.2.2

operability

capability of being used or operated effectively to provide an intended result or function

[SOURCE: ISO 22902-1:2006, 3.1.63]

3.3 Terms related to people

3.3.1

communication plan

documented description and communication needs of stakeholders

[SOURCE: ISO/TR 21506:2018, 3.11]

3.3.2

cross-cultural impact

effect on an individual, group or community when different cultures are combined

3.3.3

human capital

value of the collective knowledge, skills and abilities of an organization's people

[SOURCE: ISO 30400:2016, 4.1]

3.3.4**responsibility assignment matrix**

documented structure that shows the allocation of delegated work responsibilities designated for delivery of scope or benefits

Note 1 to entry: RACI and RASCI are example responsibility matrices where, typically, R = responsible, A = accountable, S = supported, C = consulted and I = informed.

[SOURCE: ISO 21511:2018, 3.10, modified — Note 1 to entry has been added.]

3.3.5**stakeholder impact assessment**

method for evaluating the influence or other attributes that stakeholders possess in relation to an organization, facility or project

3.3.6**user**

end user

person or organization which uses products or services from a supplier

[SOURCE: ISO 41011:2017, 3.3.5]

3.4 Terms related to sourcing**3.4.1****co-sourcing**

combination of in-house and outsourced service delivery

3.4.2**procurement plan**

document defining the process for acquiring goods and services from suppliers or service providers (internal or external)

3.4.3**self-deliver**

service delivery based solely upon the provider's own resources

3.4.4**transition**

change from one mode of service delivery to another

3.5 Terms related to process**3.5.1****baseline**

minimum or starting point used for comparisons

3.5.2**brief**

working document that specifies at any point the relevant needs and aims, resources of the client and *user* (3.3.6), the context of the project and any appropriate design requirements within which all subsequent *briefing* (3.5.3) (when needed) and designing can take place

3.5.3**briefing**

process of identifying and analysing the needs, aims and constraints (the resources and the context) of the client and the relevant parties, and of formulating any resulting problems that the designer is required to solve

3.5.4

decision gate

activity that determines whether to continue, recycle or stop a process

3.5.5

lessons learned

knowledge distilled from the performance of a process, activity or event and used to improve future performance

3.5.6

management of change

change management

process that systematically recognizes and communicates to the necessary parties changes of a technical, physical, procedural or organizational nature that can impact system integrity

[SOURCE: ISO 19345-2:2019, 3.1.22]

3.5.7

trigger event

action or condition initiating a response or treatment of a *risk event* ([3.7.10](#))

3.5.8

work stage

division of a standardized process for the delivery and operation of a facility

3.6 Terms related to finance

3.6.1

cost/benefit analysis

analysis contributing to decision-making on whether to adopt a project or a plan by quantifying and comparing its costs and benefits

[SOURCE: ISO 13824:2020, 3.2]

3.6.2

value driver

anything that is added, or perceived to be added, to a product or service to improve its worth to stakeholders

3.7 Terms related to general business

3.7.1

business driver

key input or activity that drives the operational and financial performance of a business

3.7.2

business planning horizon

timeframe over which an organization should look into the future in its business planning and within which business decisions should be taken prior to the implementation of specific actions

3.7.3

capability maturity model

model that contains the essential elements of effective processes for one or more disciplines and describes an evolutionary improvement path from ad hoc, immature processes to disciplined, mature processes with improved quality and effectiveness

[SOURCE: ISO/IEC/IEEE 24765:2017, 3.472]

3.7.4**cost leadership**

establishing a competitive advantage by having the lowest cost of operation in an industry or sector

3.7.5**disaster recovery**

recovery phase that starts after the immediate threat to human life has subsided with the immediate goal to bring the affected area back to normalcy as quickly as possible

[SOURCE: ISO/TR 19083-1:2016, 3.10]

3.7.6**enterprise system**

combination of computer hardware and software applications that an organization uses to support its business processes and operations

3.7.7**governance**

principles, policies and framework by which an organization is directed and controlled

[SOURCE: ISO 21505:2017, 3.1]

3.7.8**mission-critical system**

system that is essential to the operation and survival of an organization

3.7.9**risk description**

structured statement of risk usually containing four elements: sources, events, causes and consequences

[SOURCE: ISO/Guide 73:2009, 3.5.1.1]

3.7.10**risk event**

uncertain discrete occurrence that, if it occurs, would have a positive or negative effect on the achievement of one or more objectives

3.7.11**risk register**

record of information about identified risks

[SOURCE: ISO Guide 73:2009, 3.8.2.4, modified — The note has been deleted.]

3.7.12**risk treatment**

process to modify risk

[SOURCE: ISO Guide 73:2009, 3.8.1, modified — The notes have been deleted.]

3.8 Terms related to measurement**3.8.1****lagging indicator**

measure of an output

3.8.2**leading indicator**

measure of an input

3.9 Abbreviated terms

PESTLE	political, economic, social, technical, legal and environment
RACI	responsible, accountable, consulted and informed
RASCI	responsible, accountable, supported, consulted and informed
SWOT	strengths, weaknesses, opportunities and threats

4 Understanding the demand organization

4.1 Organization

4.1.1 General

Most organizations exist in an environment of dynamic change. No two organizations are likely to be the same and what makes sense for one could prove inappropriate for another. Understanding how a demand organization anticipates, plans and responds to change, especially change that could affect its need for, and impact on, FM and facility services, is a key consideration for its top management. Aligning the structures and delivery of FM and facility services with the demand organization's business activities is therefore critical to the successful achievement of its core business objectives. This applies whether the demand organization is a public or private body and is independent of the sector in which it operates. Nonetheless, its organizational structure, people, values, culture, management style and context have an effect upon how it deals with a wide range of factors and its decisions in regard to the need for, and use of, facilities.

Increasingly, demand organizations are working across geographies and in different cultures. They might experience differences in the cultural influences affecting them from one location to another. These can enrich the work environment and quality of work but might require a modified approach on the part of top management. These factors and the related decisions that the demand organization faces are typically made explicit in its core business strategy or a policy statement derived from it.

The demand organization's core business strategy should acknowledge the contribution that FM is expected to make to the success of its core business, however success is defined. Equally, the strategy for FM should reflect the demand organization's business objectives, needs and constraints and should be capable of translating them into FM requirements. Doing so greatly reduces the likelihood of a disconnect between the business objectives, needs and constraints and the means to support them in the form of appropriate facilities and facility services. Consideration should be given to any business plans that would impact needs in regard to the current and future use of facilities and facility services and the business planning horizons over which these might occur (e.g. short, medium and long term as defined by the demand organization).

In practical terms, the core business strategy is concerned with how people in the demand organization make decisions and allocate resources to achieve the business objectives and the planning required for this purpose. The objectives can be achieved through actions that include but which are not limited to:

- formulating the FM strategy in alignment with the demand organization's core business strategy;
- policymaking;
- determining internal standards and guidelines (e.g. assets, space, activities and facility services);
- ensuring the health, safety and security of people within and in close proximity to the facilities;
- proactive management of risk events;
- ensuring business continuity in the event of disruption to normal use of the facilities;

- supporting disaster recovery;
- providing practical support for the demand organization's management of change;
- assessing the impact of facilities on business activities, environment and community;
- maintaining relations with authorities and other stakeholders;
- approving business plans and budgets;
- procuring goods and services;
- providing a resilient and sustainable response.

The FM organization should be mindful of the extent to which it should address the issues in this document to help satisfy the business objectives and needs of the demand organization. The aim should be for the FM organization to consider each issue sufficiently to arrive at a balanced understanding of needs.

Where information and data sought by the FM organization cannot be provided by the demand organization, appropriate assumptions should be made and stated explicitly in documentation and communication concerning the strategy for FM.

4.1.2 Structure

The demand organization's nature, size, structure and location have a direct impact on the need for facilities and facility services and so the current and future organizational structure should be defined where practicable. Any changes to the existing organizational structure (e.g. expansion, contraction, relocation, divestment or restructuring) and the time frame involved should be documented.

In an ideal situation, the demand organization's facilities and facility services would fit the current organizational structure and anticipate changes within reasonable limits. Where this state has not been achieved or cannot be achieved, the demand organization should document the reasons and any preference for closing the gap between the existing facilities and facility services and those regarded as a best fit. Consideration should be given to the demand organization's policy on sustainable facilities and space as part of any assessment of its long-term business planning. Any gap should be documented and made available for developing the FM strategy.

4.1.3 Human capital

The safety, well-being and efficiency of the demand organization's people are key contributory factors to its success. There is a close relationship between organizational structure and people in many respects, not least the balance between required work and other human-centred activities or functions and the availability of suitably qualified and competent people.

The demand organization's plans for its people currently and into the future should be established together with the anticipated time frame. These plans should reflect any growth, contraction, re-deployment or relocation of people and the reasons (e.g. recruitment to target new markets and greater turnover or reduced headcount and lower operational expenditure).

4.1.4 Value system and organizational culture

A value system represents the set of beliefs and behaviour that people share and is closely associated with an organization's culture, which adds social and psychological dimensions. Collectively, they can be expressed as the way in which things are done in an organization. More formally, they are used to define an approach to work or other human-centred activities and functions. Examples are found in policy statements, internal standards and procedures that map out the beliefs, attitudes, behaviour, roles and responsibilities of people within an organization and relations with external bodies. In documenting such an approach, account should be taken of actual or potential cross-cultural impacts.

The FM organization should identify those existing policies, internal standards and procedures that guide the day-to-day business of the demand organization, including those relating to the facilities and facility services, and should take them into account when developing the FM strategy. Any gap in the coverage of essential provisions relating to the facilities or facility services should be documented. Details should be made available for developing the FM strategy.

4.1.5 Management style

The way in which a demand organization's business objectives are accomplished by its managers defines its management style. This varies from organization to organization, sector to sector and location to location, even from one manager to another, and might also be influenced by external factors. It is important not to generalize or to make assumptions but instead to identify how decisions are made and who makes them. Functions and activities can then be planned, resourced, implemented and controlled. Details of decision-making affecting the demand organization's facilities and facility services should be documented. Tasks that are required to be undertaken in this regard should be identified, together with the associated roles, responsibilities and accountabilities, then recorded in a responsibility assignment matrix (e.g. a RACI or RASCI).

There is a close relationship between management style and leadership (see 4.2.3).

4.2 Governance

4.2.1 General

The ways in which the demand organization is subject to regulation, and is accountable to its stakeholders, creates a distinctive framework for its business that is highly relevant to its facilities and facility services. An appropriate approach to the demand organization's governance is necessary to ensure that there is consistency and transparency in its core business activities and relationships with external bodies and individuals. Any aspect of the demand organization's governance that currently impacts or is likely to impact the facilities and facility services should be identified.

4.2.2 Ownership and use

The legal status of the demand organization's interest in the facilities should be identified (e.g. owner, tenant, sub-tenant or licensee). The ways and extent to which the demand organization is entitled to use or alter its facilities should be documented. Professional advice should be considered on matters relating to the demand organization's interest and rights in regard to the facilities.

4.2.3 Leadership

The demand organization is ultimately accountable for all decisions affecting the use of its facilities and facility services. Delegated authority for day-to-day operations is to be expected. Roles and responsibilities, including accountabilities, should be formalized and communicated to all affected stakeholders. A responsibility assignment matrix is useful for this purpose. There should be no ambiguity over roles, responsibilities and accountabilities or any gaps between them.

4.2.4 Regulation and compliance

Facilities and those responsible for them are bound by regulations and compliance to varying extents depending on the location (i.e. jurisdiction). The FM organization should ascertain the extent to which regulations and compliance affect obligations and duties with respect to the facilities and facility services.

4.2.5 Policy and procedures

The demand organization's policy statements, internal standards and procedural documentation should be made available, or sought, for developing the FM strategy. Any gap in the provision of

policy, standards or procedures should be identified and action taken to remedy this situation before continuing with the development of the FM strategy.

4.2.6 Maturity of activities, processes and systems

The maturity of the demand organization's core business activities, processes and systems should be assessed. A capability maturity model typically describes a five-level evolutionary path of increasingly organized and more mature activities, processes and systems and can be helpful in this regard.

The five levels are:

- initial, where processes are poorly controlled and unpredictable;
- managed, where processes are characterized but are generic and mostly reactive;
- defined, where processes are systematic and integrated;
- measured, where processes are evaluated and controlled;
- optimized, where the focus is upon continual improvement.

The demand organization's level of maturity and its intention to progress to a higher level (where this is possible), together with the timeline for this change to be accomplished, should be determined.

4.3 Context

4.3.1 General

The context for the demand organization is the wider environment in which it operates and includes the forces impacting the core business and the factors that shape its response to them. The FM organization should identify those forces and factors that are conducive to the successful management of the facilities and facility services. Equally, the FM organization should identify those forces and factors that are detrimental and determine appropriate responses within the limits of available options. There is a direct link here to risk management (see [4.4](#)).

4.3.2 Business strategy

The demand organization's core business strategy is the foundation upon which its core business activities and objectives are built. It can reflect different generic strategies or models, e.g. cost leadership, differentiation or focus, as well as variations of them. The core business strategy should be explicit to ensure clarity and allow challenge from the FM organization to improve effectiveness.

The demand organization's core business strategy is both the starting point and the end point for the development of the FM strategy. The core business strategy should acknowledge the need for an explicit strategy for FM and, in return, the FM strategy should demonstrate its support for the core business. The FM organization should ensure alignment at all times between the two strategies (see [4.5](#)) so that FM is able to support the demand organization's business objectives through facilities that are safe, reliable, efficient, cost effective and sustainable. Other criteria might apply and should be taken into account.

Updating the core business strategy is likely to be a periodic exercise and so the FM strategy should also be updated to reflect the current understanding of the core business objectives, needs and constraints and how these can be best supported by the facilities and facility services (see [Clause 8](#)). Events can occur that immediately impact the business or have the potential to impact it, thereby triggering the requirement for a review and possible updating of the core business strategy. The FM organization should identify potential trigger events in order to be in a state of preparedness to update the FM strategy should such an event occur. This action can be considered a risk response, or treatment of a defined risk event, and should be part of the FM organization's risk management (see [4.4](#)).

The development of the FM strategy should be considered a unique work and one that reflects an objective and factual assessment of the demand organization's core business objectives, needs and constraints, its facilities and existing arrangements for FM, noting any variations between different facilities and/or their locations. This assessment should be considered as a key input to the process for developing the FM strategy.

The type of demand organization determines to a certain degree the nature, size and location of its facilities and the use to which they are put, or could be put, together with any special features or needs. These factors should be considered in the development of the FM strategy as they largely determine requirements.

The type of demand organization can have a bearing on the relative importance attached to such attributes of facility services as customer service or user focus, uniqueness of service, flexibility, prioritization, speed of response, management control and cost. The FM organization should identify those attributes of facility services that attract specific requirements or warrant special consideration and any variations between different facilities and/or their locations.

4.3.3 Objectives, needs, constraints and value drivers

The demand organization's business objectives, needs and constraints can be expected to be stated explicitly within the core business strategy or reflected in it to an extent that makes clear the intent. Any lack of clarity here should be highlighted by the FM organization and action taken to remedy this situation before continuing with the development of the FM strategy. Understanding the implications of the demand organization's business objectives, needs and constraints upon the requirements for facilities and facility services is essential together with the business drivers and value drivers impacting the core business activities.

Needs relate to the achievement of the core business objectives and should be expressed in terms of the demand organization's expectations, which should be capable of being measured, where practicable. The range of needs can vary enormously and should include a record of any special arrangements, for example, innovative services, hazardous operations or transitions (e.g. relocation or restructuring), as well as variations between different facilities and/or their locations.

Business drivers are forces acting upon the demand organization and include, for example, market opportunities, competition, product launch windows, rationalization of operations and downsizing. Whatever they are, they should be quantified as far as possible.

Constraints relate to conditions or circumstances that limit, inhibit or in some other way restrict the demand organization in its choices or preferences and achievement of its core business objectives. Constraints have to be closely guarded because they could reveal weaknesses to competitors. Nonetheless, it is necessary to know if constraints exist and to be realistic about them.

Value drivers should be understood in the context of the benefits – financial and non-financial – that the demand organization's stakeholders expect to realize from performance of the core business activities or which are delivered by it to achieve its core business objectives. The development of the strategy for FM should take account of identified or perceived benefits, the stakeholders affected by them, and how these might be enhanced or diminished by the existing or proposed facilities and facility services.

4.3.4 Measuring success

The basis upon which the demand organization measures the success of its core business activities, including explicit criteria by which success is measured or in other ways established, should be documented. This should be used to maintain alignment between the FM strategy and the core business strategy so that it is possible to measure the contribution of FM to the efficiency of the core business and cost effectiveness of the facilities and facility services. A basis for measuring the efficiency and cost effectiveness of FM should be established to support the development of the FM strategy. Any change in the basis of measuring the demand organization's success should be documented and used to update the core business strategy, which should subsequently inform the FM strategy.

4.3.5 Performance metrics

A baseline for measuring improvement in the operational effectiveness of FM and, in turn, its contribution to the core business should be established by the FM organization. This should take the form of key performance indicators that can be immediately understood by the top management of the demand organization. They should aggregate routine, detailed performance measurement to provide leading and lagging indicators of the effectiveness of FM and its contribution to the efficiency and cost effectiveness of the demand organization, where practicable (see [Clause 7](#)). Key performance indicators should be specific to the context of the demand organization and the facilities and should align with factors that are critical to the success of FM in supporting the core business. The FM organization should consider the merits of benchmarking in order to compare current performance with industry practices and norms and, therefore, pinpoint areas for improvement. Benchmarking should be relevant to the core business objectives (see [Clause 8](#)).

4.3.6 Markets and competitive analysis

The markets in which the demand organization operates and the competition it faces can provide useful insights into how tactical and operational responses in FM and, especially, facility services can lead to greater efficiency and cost effectiveness. The policies, procedures and practices that support the demand organization's core business activities and non-core activities should be identified.

There is a close relationship between competitive analysis and performance metrics, not least in benchmarking against competitors. Consideration should be given to the use of methods of analysis and the tools to provide accurate data for business planning, as well as supporting the development of the FM strategy.

4.3.7 Relationship between core and non-core activities

Core business activities are those functions that are critical to, and aligned with, the demand organization's core business strategy. Non-core activities are the support for the core business activities and are no less important. They should be aligned with the FM strategy where they are facility-related. Not all non-core activities are related to the facilities and so the relationship between them and facility services should be made clear.

It is essential that the FM organization ensures alignment at all times between the FM strategy and the core business strategy. Any proposed changes to the demand organization's business activities should be documented and used to inform the development, or an update, of the FM strategy. The FM organization should differentiate changes according to each business planning horizon (i.e. short, medium or long term as defined by the demand organization).

4.3.8 Target operating model

The FM organization might intend to target a specific operating model to cover the relationship between the core business objectives and needs, and FM. These requirements can be expressed in the form of a target operating model, which should incorporate details about the people, processes, data and technology required to achieve the core business objectives.

The target operating model might result in a project where the outcome is a new operational basis for the demand organization or a part of its core business activities. The model can be used to describe the desired state for the demand organization, including a definition or redefinition of the relationship between the core business activities and its non-core activities. Instead of treating FM as purely a matter of support, it can be used to add value to the core business. This requires a close coupling between the core business and FM where the latter becomes seamlessly embedded in the routine day-to-day operations of the demand organization.

The integrator model is a variation on the target operating model in which a single service provider coordinates and controls the inputs of several specialist service providers, any or all of which might fall outside a current definition of FM (see [5.7.4](#)).

The FM organization should determine if it intends to pursue a specific operating model, including the integrator model, as part of the FM strategy and discuss the implications with the demand organization (see 4.5). Where this is the case, it should describe and document the nature of the model and how it envisages making the transition from the current state to that proposed.

4.3.9 Current and planned non-core activities

Any proposed changes to the demand organization's non-core activities in support of its core business activities should be documented and used to inform the development of the FM strategy. The FM organization should differentiate changes according to each business planning horizon (i.e. short, medium or long term as defined by the demand organization).

4.3.10 Targets for improvement

The demand organization's core business strategy and business objectives might have identified a need for improvement in certain areas. The results of a post-occupancy evaluation among the users of the facilities might have similarly highlighted the need for improvement. The scope for improvement can be great and has to be guided by a clear argument supported by a cost/benefit analysis before any change is implemented. It is essential to avoid flawed arguments in favour of change and inflated expectations arising from it. Where targets for improvement have been identified in relation to FM and/or facility services, these should be considered in the development of the FM strategy.

Implementing change other than minor, routine change in the day-to-day management of facilities requires a management of change process to be initiated. This can involve the creation of a project or projects and requires competence and skill in project management. The FM organization should be aware of these requirements and make allowance for them when developing the FM strategy. The extent to which change projects take place and the nature and frequency of them should be documented. This information is invaluable when determining FM requirements (see Clause 5).

4.3.11 Information and communication technology

The demand organization's dependency upon, and extent of, information and communication technology, including details and an assessment of mission-critical systems, should be defined. The position of FM with respect to its requirements in information management (see 4.3.12) should be established and any new or changed arrangements that are envisaged to the existing systems should be determined by the FM organization and discussed with the demand organization.

NOTE ISO/IEC 27001 specifies the requirements for establishing, implementing, maintaining and continually improving an information security management system.

4.3.12 Information management

The FM organization should define its requirements for managing information and data in regard to the facilities and facility services, including information systems, and the security arrangements relating to the protection of the information and data. Use should be made of the demand organization's enterprise system or other system(s) for managing physical and digital assets where available (see Clause 5). These requirements and arrangements should extend to the preparation, distribution, updating, storage and destruction of documentation utilized in the development of the FM strategy.

Access to the information and data, including the FM strategy once prepared, should be determined and the arrangements communicated to stakeholders as appropriate.

4.4 Risk management

4.4.1 Threats and opportunities

Risk can be considered as both threat and opportunity. Threats are referred to as downside risks, whereas opportunities are upside risks. A typical risk management strategy might express the

requirement to minimize or reduce downside risks and maximize or enhance upside risks. Risks are sometimes stated in broad terms (e.g. adverse weather or non-availability of a scarce resource) and therefore fail to pinpoint the actual event that might occur and its impact on the core business activities and objectives if it did. Risk events have a probability of occurrence. If a risk event is going to occur or has a high probability of occurrence, then it is an issue to be dealt with by the FM organization.

The FM organization should ensure that it has a formal process in place for the risk management of the facilities and facility services as a whole. A business-focused or risk-based model of facility management should be adopted for this purpose. The FM organization should assess the consequences of the failure of any aspect of the facilities on the core business activities and processes of the demand organization. The demand organization and FM organization should develop a shared understanding of the resilience of the facilities, especially the building services installations.

A risk register should be maintained and kept up to date. It should record identified risk events and describe their impact on the core business objectives and activities. Risk descriptions should define the cause that would give rise to the event which, if it did occur, would impact core business activities and have an effect on the achievement of the core business objectives. The probability of occurrence of the event should be determined, where practicable, and taken into consideration when determining the appropriate risk treatment (e.g. reduce, remove, transfer or retain the threat). In the case of upside risks (i.e. an opportunity), consideration should be given to how it might be enhanced or exploited. Risk treatments should be recorded in the risk register.

If the demand organization maintains an active risk management process for purposes connected with its core business objectives and activities, it should consider allowing risks and risk events that concern its facilities and facility services to be covered by it.

NOTE 1 ISO 31000 provides principles, a framework and a process for managing risk, including the allocation and use of resources for treating identified risks.

NOTE 2 Various techniques and tools can be used to help identify risks, e.g. SWOT and PESTLE.

When seeking to identify risks and risk events, attention should be paid to the distinction between technical and non-technical risks. Depending on the type of the demand organization and its core business, there can be a tendency to over-emphasize technical risks at the expense of a thorough investigation of non-technical risks. Risk identification should seek to investigate and categorize risks and events under the headings of:

- technical;
- non-technical:
 - environmental;
 - organizational;
 - commercial/economic;
 - socio-political.

The above can act as the basis for a checklist to help identify risks and risk events and, later, to categorize them for analysis, treatment, monitoring and lessons learned. [Annex A](#) gives examples of threats and opportunities.

4.4.2 Continuity and recovery planning

A critical aspect of FM strategy is managing business continuity and disaster recovery. Provision should be made by the FM organization to limit or eliminate the threat of unexpected events that could impact the core business negatively and to deal with the consequences in the most expeditious way should that event occur. The FM organization should confirm its plan for dealing with recovery after such an event when developing the FM strategy. Where no formal plan currently exists for business continuity and disaster recovery, steps should be taken to define such a plan before developing the FM strategy.

In general, such plans should build-in resilience to prevent disruption to normal operations should an unexpected event occur.

NOTE ISO 22301 provides a framework to plan, establish, implement, operate, monitor, review, maintain and continually improve a business continuity management system.

4.5 Strategic alignment

The definition of the demand organization's core business objectives and needs should form the basis of a discussion with the FM organization to determine an appropriate approach to FM and facility services. This discussion should take place between the top management of the FM organization and the top management of the demand organization. Such an approach ensures that FM requirements (see [Clause 5](#)) are aligned with the core business objectives and needs, as well as raising awareness of what is advantageous and what could prove problematic. [Annex B](#) gives examples of the factors affecting the demand organization's current and future core business strategy, objectives and needs.

While discussion should be on a strategic level, there are tactical and operational considerations to be taken into account to ensure integrity of the FM organization's day-to-day operations, including incremental changes to them. These considerations should be made explicit when formulating the FM strategy and should include defined roles, responsibilities and accountabilities (see [4.1.5](#) and [Clause 6](#)). Attention should be given to changes that might be necessary to the demand organization and the associated risks (i.e. threats and opportunities) to maximize the benefits to the core business from FM and facility services and how those changes and risks should be managed. [Annex A](#) gives examples of threats and opportunities.

5 Developing FM requirements

5.1 Current and future interest in facilities

5.1.1 General

The FM strategy provides a framework within which FM requirements can be defined without being prescriptive or overly demanding of management time and resources. The FM organization should be mindful of the scale of the tasks and decisions necessary to define the requirements. Scaling the approach involves active consideration of those tasks to determine if they can be reduced instead of simply omitting them. FM requirements can be analysed and classified as essential, conditional or optional. In such cases, the meaning of the classification should be made explicit and be documented.

Once the demand organization's needs have been adequately understood and defined (see [Clause 4](#)), it is possible to determine the most appropriate requirements for FM and facility services. These FM requirements stem directly from the demand organization's needs and should not dictate them. They should at all times remain aligned with the defined needs to provide a baseline for monitoring operational performance and improvement, as well as for measuring the contribution of FM to the success of the core business. The findings from any post-occupancy evaluation relating to the facilities and relevant lessons learned from other facilities should be used to inform decisions regarding FM requirements.

5.1.2 Nature of facilities

5.1.2.1 General

A well-developed understanding of the demand organization's core business needs means that attention can focus on the extent to which the existing facilities adequately support the core business activities. This involves close examination of the facilities to determine if they fulfil the defined needs or if action is necessary to make good any shortcoming in functionality or performance, or to respond to any over-specification. If the former applies, this could trigger the requirement for refurbished or new facilities for which a sound business case should be prepared before any project or other action is initiated. The

FM organization should resist discussion about the design of any refurbished or new facilities until a business case has been accepted and briefing on the demand organization's needs has been concluded.

Where new facilities are contemplated, the FM organization should ensure timely input of the demand organization's defined needs so that the required functionality and performance are agreed from the outset of the project in which the work stages of design, construction and commissioning should be integrated to reduce potential omissions and errors. Briefing (see [5.3](#)) should precede these work stages and focus on functional outcomes and operational performance targets defined in line with recognized sustainability criteria (i.e. environmental, social and economic performance) and verified in each work stage before proceeding to the next. Similar considerations should apply where the refurbishment of existing facilities is contemplated, with the addition of physical condition and constraints to the factors already subject to consideration during briefing prior to design.

A key principle to which the FM organization should adhere when embarking upon a project for refurbished or new facilities is "design and construction for operability". The FM organization should aim to ensure that issues arising during design are not left to be resolved during construction and commissioning and, likewise, issues arising during construction and commissioning are not left until handover and start-up of the facilities or, worse, left until operation and use. Keeping to these simple guidelines helps to achieve steady-state operation and optimization of building services installations (i.e. those regulating the internal environment) from the earliest possible time.

5.1.2.2 Existing facilities

5.1.2.2.1 General

The physical assets that make up the whole of the facilities should be clearly defined and the utilization or efficiency of the spaces within them should be ascertained. Account should be taken of seasonal and other fluctuations caused by the nature of core business activities or other factors. The facility services and resources that are consumed by the facilities and the activities within them should be audited to determine the extent to which they contribute to the achievement of the business objectives, user satisfaction and best value for money.

5.1.2.2.2 Physical assets and space provision

The physical assets of the demand organization should be identified and described. An appropriate arrangement is to maintain an up-to-date asset register and to control it through an asset management system or the demand organization's enterprise system, as applicable (see [Clause 4](#)). Similarly, the business drivers directly impacting the need for space currently and into the future (see [Clause 4](#)) should be made explicit. A long-term business planning horizon enables the optimal environment for users to be defined. Changes in the use of information and communication technology and the working arrangements that arise from it can impact the type and amount of space required, although might not necessarily reduce it. Anticipated changes should be documented.

The provision of space should at all times reflect an inclusive environment that anticipates the needs of people with disabilities and other users with equalities-related needs (see [5.5](#)).

5.1.2.2.3 Space utilization

The FM organization should analyse the business and operational activities to determine patterns of use, areas of intensive use and areas of under-use within and around the facilities. Methods for determining these values are increasingly supported by technology but should always be based on accepted practice and ethical codes of conduct. Routine surveillance of facilities is a norm in many locations and is justified on the grounds of security, safety and the general well-being of users.

Space is rarely provided for free, even if current use might suggest otherwise. The FM organization should consider internal pricing of, or charging for, space to raise awareness of how space is being used and whether that use is justified and economical. The true cost of providing space, including the cost of facility services, should be ascertained to determine which spaces represent best value for money and which do not.

Perceptions of space utilization can vary within and across locations to the extent that what is regarded in one location as the norm is seen quite differently elsewhere (e.g. extravagant versus inadequate). The location of the facilities can sometimes create anomalies, which become accentuated by cultural differences and local custom and practice. The FM organization should ascertain the costs and benefits of activities in their various locations to highlight any instance where expensive space is being used for business or operational activities that could be moved to a less-expensive location.

Performance measurement of all the facilities helps to highlight efficiencies and cost-effective utilization. Equally, it can pinpoint inefficiencies, waste and other shortcomings that can then better inform decisions on the rationalization of space and, where necessary, disposal of facilities that are no longer viable (see [Clause 7](#)).

5.1.2.2.4 Facility services review

The FM organization should review the existing facility services, where applicable, by considering:

- policy: governance, authorities, approvals and internal standards, International Standards, quality assurance, health, safety, security and the environment, human capital and finance;
- processes and procedures: business processes, including budgeting, procurement, purchasing approvals, agreements/contracts, contract management and payments;
- service delivery: all aspects of service delivery, including the performance of service providers (internal and external).

All facility services should be reviewed periodically for relevance, satisfactory performance and cost efficiency. The FM organization should make use of benchmarking as a means for measuring current levels of performance to understand how they can be improved.

NOTE EN 15221-7 provides guidance on benchmarking.

5.1.2.2.5 Resources audit

The resources utilized or consumed in the provision of facility services, or expected to be utilized or consumed, should be ascertained. Resources include people, materials, tools, equipment and budgets. Attention should be directed to the following aspects:

- people: availability, knowledge, competences, skills profiles and gaps;
- service providers: scope, capability, capacity and performance in the delivery of services;
- systems: processes and technology from an integrated system's perspective.

The costs attached to the above resources should be recorded in the form of a cost analysis and used to benchmark against external organizations where practicable. This helps in understanding if the demand organization is receiving best value for money and, if not, what might be done to improve the situation.

NOTE EN 15221-7 provides guidance on benchmarking.

5.1.2.3 Refurbished and new facilities

Plans for refurbished and new facilities should be managed as a project with clearly defined work stages and decision gates to ensure that progression is based upon predetermined criteria being met. A stage-gated process should be considered for this purpose. The FM organization should be capable of articulating the business case for the project, its objectives, and the required functionality and operational performance of the facility. Clear targets should be set for the expected outcomes at the start of the project, which should be aligned with the demand organization's business strategy and objectives. The business case should summarize the opportunity that the refurbished or new facilities represent and draw attention to any matter that warrants special consideration. Appropriate professional and/or legal advice should be sought where any aspect cannot be adequately defined.

The actions and decisions that are necessary to initiate the project should be identified. The following should be considered:

- present the motivation for the refurbished or new facilities;
- define the problem or challenge that the refurbished or new facilities are expected to address;
- define the benefits or value expected to be realized by the refurbished or new facilities;
- identify the business activities that are expected to take place within the facilities;
- assemble lessons learned from previous refurbishment or new-build projects, including validated case studies and other reliable, documented sources;
- establish users' and other key stakeholders' needs;
- identify the range of potential security issues that are applicable to the demand organization's business activities, facilities and users;
- initiate a risk register and log risk events together with a preliminary assessment of their probability of occurrence and potential impact;
- identify the performance benchmarks for the type of facility for use in establishing targets and the processes for measuring performance;
- establish the required project outputs and targets for the functional and operational performance of the facilities from the identified needs;
- establish the targets for energy use, CO₂ emissions, water consumption, waste reduction, reuse and recycling, capital cost, operational cost, functionality and effectiveness, and any other performance targets or parameters;
- define the competences, skills and experience that the project team requires to deliver the refurbished or new facilities;
- define the competences, skills and experience required of the FM organization to contribute to project initiation and, subsequently, to provide input to briefing and feedback on the emerging design;
- identify existing policies that are relevant to the design, construction, commissioning and operation of the facilities (e.g. internal design standards, construction standards and FM standards);
- determine a holistic approach to the security of business activities, people, place, processes and technology;
- prepare a project management schedule to show the relationship between the stages in the project, major activities and key milestones;
- establish procedure for controlling change during design, construction and commissioning;
- establish an initial view of capital expenditure;
- establish the approach to life cycle cost assessment;
- establish an initial view of operational expenditure, covering operations, maintenance, replacements, energy use, water consumption, waste disposal and other expected costs;
- determine the requirements and arrangements for the delivery of project information for FM purposes;
- identify the approach to be taken to post-occupancy evaluation;
- describe the FM management system.

5.1.2.4 Serviced workspace

For some demand organizations facing a shortage of space or requirement for greater flexibility, serviced workspaces (or workplaces) can provide a temporary solution or a longer-term opportunity to relocate business activities and the people necessary to support them. Such workspaces can also support business continuity and disaster recovery following an incident. The FM organization should be aware of these possibilities when preparing and updating the business continuity and disaster recovery plans (see [4.4.2](#)).

5.1.3 Sustainable space provision

The functional and operational requirements of users and other stakeholders should be aligned with space that is affordable, taking into account environmental factors and long-term operational costs (e.g. energy use, water consumption and maintenance). A balance has to be struck between the space that the demand organization needs and what can be afforded into the future. Allowance for growth and/or reduction in the use of space, its phasing and cost into the future should be incorporated in the assessment of sustainable space provision.

Facilities that match the needs of the demand organization and which can accommodate controlled change are likely to balance efficiency and cost. The degree of flexibility and adaptability of the space within the facilities and the uses to which it can be put have a bearing on the FM organization's ability to manage the space requirements and the costs likely to be generated. The incorporation of features to support different activities at different times has the potential to improve utilization but is likely to attract additional costs with respect to fit-out and furnishings that can be adapted for this purpose. Efficient use of space has limits and attempts to go beyond them can have a detrimental effect on user efficiency and well-being (see [5.1.2.2.3](#)).

Facility services, especially maintenance, can sometimes impact negatively on the beneficial and economical use of space. The nature, extent and frequency of maintenance and its effect on the use of space should be assessed (e.g. space for accommodating temporary works and required for storing spare parts, tools and equipment) to determine an approach to service delivery that minimizes disruption to normal operations.

5.2 Maturity of FM

5.2.1 General

Understanding where the FM organization stands in regard to its capabilities is necessary for the development of a strategy for FM that is able to support tactical and operational plans. In much the same way that the maturity of the demand organization needs to be understood (see [4.2.6](#)), so does the maturity of the FM organization together with its plans for continual improvement.

The five-level capability maturity model should be used to understand the maturity of FM (see [4.2.6](#)).

The FM organization's intentions for developing its capabilities should be made explicit so that a timeline for managing change can be prepared or at least anticipated. This timeline should be used to inform the FM strategy. Consideration should be given to the time frame over which change and progression to a new level of capability is intended to take place and the implications of that in terms of resources and competence development.

5.2.2 Current competences

The competence levels of people and service providers in regard to FM should have been determined as part of the resources audit (see [5.1.2.2.5](#)). Any gap between current levels and those required to manage the facilities and facility services should be identified and a plan prepared for closing this competence gap. The FM organization should consider consulting representative bodies in the FM industry to ensure that its competence development plan is in line with accepted practices and ethical codes of conduct.

New facility services can involve competences that are unavailable within the FM organization. It is important to ensure they are available when actions and decisions are necessary rather than suffer a delay.

5.2.3 Targets for improvement

The needs of the demand organization might have identified specific targets for improvement. The practical arrangements for incorporating them in the FM requirements should be determined together with the expected levels of performance and basis for their measurement (see [Clause 7](#)).

5.3 Briefing for refurbished or new facilities

The actions and decisions that are necessary to prepare a brief to guide the design and construction of refurbished or new facilities should be identified. The following should be considered, as a minimum:

- summarize the relevant lessons learned from experience of previous projects and how they relate to the proposed facilities;
- define the project's organization and governance, supported by an organization chart to show the positions and relationships between the demand organization, FM organization and other stakeholders to reflect the anticipated procurement arrangement for design, construction and commissioning work where known;
- identify the current use and capacity of the location and any features likely to impact on the decision to extend, modify or develop, as appropriate;
- identify constraints in existing public utilities and other forms of infrastructure;
- prepare a statement on the general design and how it addresses the project objectives, functional and operational requirements, and performance outputs and targets;
- determine the environmental performance outputs for the facilities;
- prepare the basis for evaluating the functionality and effectiveness of the facilities, considering such features as inclusiveness, comfort, safety, security, utility, usability, durability, maintainability and adaptability;
- define the scope and boundary limits of the project;
- prepare a schedule of the named zones and named systems comprising the proposed facilities;
- prepare a plan for measuring operational performance;
- identify a method for assessing construction waste that can be used when reviewing design proposals;
- define the methodology for life cycle cost assessment;
- update the risk register;
- update the project management schedule, including contingency;
- prepare an estimate of capital cost, including contingency;
- determine how project information is transferred from the project to the asset management system or equivalent;
- identify the need for any temporary transfer of people or equipment and the means by which this should be accomplished;
- prepare an estimate of operational expenditure, covering operations, maintenance, replacements, energy use, water consumption, waste disposal and other expected costs;

- prepare an environmental management plan.

NOTE ISO 14005 provides advice on the integration and use of environmental performance evaluation techniques. ISO 26000 provides guidance on how businesses and organizations can operate in a socially responsible way. ISO 14044 provides guidelines for life cycle assessment.

5.4 Stakeholders

5.4.1 General

Internal and external stakeholders should be identified. A stakeholder impact assessment should be considered to determine how the interests and needs of stakeholders might impact the use of the facilities and facility services. The assessment should reveal the nature, extent and relative importance of those interests and needs. Prioritization should be made explicit to encourage transparency through the rank ordering of needs and their associated FM requirements.

The extent to which this information can be communicated with third parties should be agreed in advance. A communication plan can be prepared for this purpose, in which case the FM organization should be aware of the requirement to safeguard personally identifiable information, particularly when responding to requests for information under legislation.

Stakeholders should be involved in discussion about the arrangements for FM in general and facility services in particular to an extent that is determined by the outcome of the stakeholder impact assessment. Stakeholders should be involved in specifying facility services if their needs are to be adequately addressed.

5.4.2 Facility users

The users of the facilities constitute a key stakeholder group and include occupants, visitors, service personnel and external customers among others. Account should be taken of audits and other reviews of the facilities from the perspective of users (e.g. post-occupancy evaluation). Close engagement of users on the part of the FM organization, typically through group representation, can help to ensure that FM requirements satisfy needs, thereby promoting efficiency and cost effectiveness in the use of the facilities. Refurbished or new facilities create change at the operational level directly affecting users' interests. Early involvement of all affected stakeholders is necessary to enable views and concerns to be properly addressed.

Users can be involved in identifying their needs through, for example, questionnaire-based surveys that should incorporate post-occupancy evaluations. Users can also contribute to the drafting of service specifications and service levels, ensuring that the basis for the delivery of facility services reflects their needs. These considerations apply equally to prospective service providers, as another key stakeholder group, since they are also users of the facilities and might have specific requirements (e.g. space for their materials, tools and equipment).

User input and any changes to defined needs should be controlled once service specifications and service levels have been agreed. A procedure should be defined for this purpose (see [Clause 4](#)).

5.4.3 Level of specification

The FM organization might find that it is specifying FM requirements for the first time. In such cases, there is the chance it might unknowingly specify a higher level of requirement than is necessary and, as a result, tenders for externally sourced services might prove to be higher than estimated. Discussion with prospective service providers might reveal over-specification, which can be corrected without sacrificing quality or performance, or compromising health, safety, security and the environment.

5.5 Accessibility, inclusiveness and equalities

No individual or group of people should be disadvantaged in their use of the facilities. Legislation exists in many jurisdictions to ensure there is no discrimination with respect to, for example, age, disability,

gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Access audits can be beneficial; however, their usefulness can be limited unless undertaken within the context of a more strategic perspective of access, inclusion and equality. The FM organization should consider the merits of proactive advice in addition to reactive problem solving to establish a clear and unambiguous position on the treatment of people on an inclusive and equal basis.

5.6 Functional requirements

The FM organization should determine if it has all the information and data necessary for defining the FM requirements for the facilities before outlining the scope, specifications and performance required of facility services. Any lack of information and data can be addressed by revisiting earlier actions and decisions or by requesting such information in a proposal where facility services are to be sourced externally. Incomplete information and data could make subsequent comparison of service providers' tenders or proposals difficult.

NOTE ISO 41012 provides guidance on the requirements for a service and SLA.

5.7 Scope of services

5.7.1 General

The scope of facility services can relate to a single service or a diverse range of services delivered in multiples (i.e. bundled) or as a complete service (i.e. total facility management). The extent of facility services required for the facilities should be outlined, with each service separately identified and delineated. The broad expectations of users should be summarized for each service. A statement that represents the entire scope of services to be provided should be prepared, documented and kept up to date. This should include a definition of the scope of each service, including relationships and interfaces with other services such as shared responsibilities and resources, as well as contingency arrangements, assumptions and exclusions. Account should be taken of any service requirements or hazardous operations that might warrant special consideration.

A distinction should be drawn between services that are related to the facilities in the physical or technical sense (e.g. cleaning and maintenance) and those that are related to the business activities of the demand organization (e.g. reception and reprographics).

5.7.2 Technical services

Typical of the range of technical services necessary for the safe, effective and cost-efficient use of facilities are security, cleaning, waste management, building maintenance, building services maintenance, property management, contract management, human capital management, health, safety and the environment, and information and communication technology (see ISO 41012).

The nature, size and location of the facilities has a bearing on the mix of services required. Other services might be added to this group by the demand organization (e.g. vehicle fleet management, power generation and power distribution).

5.7.3 Business support

The FM organization should define the services to support the business activities, for example, reception, helpdesk, workplace management, reprographics, mail and courier services, goods received, office supplies, meeting and conference services, catering, vending, travel services, business continuity management and management of change (see ISO 41012).

The nature, size and location of the facilities has a bearing on the mix of services required. Other services might be added to this group by the demand organization (e.g. workwear, laundry, accounting and paralegal services).

5.7.4 Integrator model

A developed form of the target operating model (see [Clause 4](#)) is known as the “integrator model”, where a single service provider coordinates and controls the inputs of several specialist service providers, which might fall outside the current definition of FM. Under this arrangement, the demand organization is expecting to benefit from the service provider’s experience and innovation, which might not be possible under a traditional, commercial relationship. An example of this type of arrangement would be where the integrator combines a helpdesk with IT services, performance measurement and audit functions.

The appropriateness of the integrator model should be determined. Where the model is to be adopted, details of the arrangements should be outlined.

NOTE ISO 41012 provides guidance on various arrangements for the sourcing of facility services.

5.8 Service specifications

For each facility service, a specification should be prepared in terms that make clear the outcomes required from the delivery of that service. Wherever practicable, it is important to avoid stating FM requirements in a way that restricts the service provider’s ability to select the most efficient and effective approach, while having regard to the requirement to achieve user satisfaction and best value for money.

Service specifications should be provided for service providers and detail the following, as a minimum:

- internal guidelines and specifications relating to the demand organization’s policies;
- external guidelines and specifications covering compliance with relevant legislation, health and safety regulations, International Standards, industry standards and manufacturers’ recommendations;
- procedures with which the service provider has to comply in order to achieve the required technical levels;
- quality and performance metrics.

Service specifications should be drafted so that changes in requirements can be accommodated without invalidating the agreement or contract covering the service.

For the purpose of formulating the FM strategy (see [Clause 6](#)), it is sufficient at this point to understand the extent to which facility services have been adequately specified or if further work is required before confirming service specifications.

NOTE ISO 41012 provides guidance on sourcing and the specification of services.

5.9 Outputs and targets

5.9.1 General

Outputs and targets for environmental, social and economic performance for both existing and planned facilities should be established. In addition, security measures should focus on the practical steps necessary to reduce the risk of loss, compromise or disclosure of information and data about sensitive aspects of the design, construction or operation of the facilities.

Where refurbished or new facilities are involved, performance outputs and targets should be specific to the project and should be verified in each work stage (see [5.1.2](#)). As far as possible, a quantitative approach should be taken to measuring performance (see [Clause 7](#)).

5.9.2 Environmental performance

The facilities should meet defined performance targets such as those for energy use, CO₂ emissions, water consumption and waste reduction and/or others.

NOTE ISO 14001 provides requirements for an environmental management system. ISO 14005 provides advice on the integration and use of environmental performance evaluation techniques.

5.9.3 Social performance

The facilities should meet functional and operational needs, such as those relating to the overall concept, context, uses, access, visual form, space, internal environment, durability and adaptability. In operation, they should meet users' and other stakeholders' needs, such as inclusiveness, comfort, safety, security, utility, usability, maintainability and impact. Additionally, the facilities should meet the security needs of the demand organization with respect to the preparation, distribution, updating, storage and destruction of information and data.

NOTE ISO 26000 provides guidance on how businesses and organizations can operate in a socially responsible way.

5.9.4 Economic performance

The facilities should meet performance targets for capital cost and operational cost, which should be considered together to enable life cycle costs to be calculated as early as possible. Thereafter, attention should focus on ways in which costs might be reduced without suffering a loss of functionality or effectiveness.

NOTE ISO 14044 provides guidelines for life cycle assessment.

5.10 Service levels

Expected service levels should take account of both qualitative and quantitative standards. Expectations should be practicable and acknowledge the relationship between a service level and the resources that are necessary to achieve it.

Service levels should relate to each requirement meeting a defined need of the core business. Performance measures should be identified and clearly stated for all requirements. These performance measures can be qualitative or quantitative but should be sufficient to indicate that needs and expectations are being met or, if not, able to identify gaps and actions to improve performance (see [Clause 7](#)).

Requirements are embodied in a service level agreement (SLA), which applies irrespective of the source of service (see [5.12](#)), although the emphasis within the SLA can differ (see [5.12.1](#) and [5.12.2](#)). The SLA defines expectations of the services to be delivered and helps in setting budgets (see [Clause 6](#)). It should be a negotiated agreement.

For the purpose of formulating the FM strategy (see [Clause 6](#)), it is sufficient at this point to understand the extent to which service levels have been adequately expressed or if further work is required before confirming service levels.

NOTE ISO 41012 provides detailed guidance on SLAs.

5.11 Service delivery options

There are three options for delivering facility services (see ISO 41012):

- a) all services are provided and distributed by an FM organization within the demand organization (i.e. in-house);

- b) all services are provided on the basis of agreement(s) or contract(s) with one or more external service providers (i.e. outsourcing);
- c) some services are provided by an FM organization within the demand organization and some by external service providers (i.e. co-sourcing).

NOTE Moving services previously outsourced to in-house provision is referred to as “insourcing” (see ISO 41011).

5.12 Sourcing

5.12.1 General

Aligning the structures and delivery of FM and facility services with the demand organization's core business activities is critical to achieving the business objectives. Effective sourcing of FM and facility services is necessary to achieve those objectives. In this regard, certain issues should be addressed before deciding whether a service should be sourced internally or procured from an external provider. They include, but are not limited to, the following considerations (see ISO 41012):

- does the FM organization have the capabilities, people, knowledge, skills, organizational and supervisory structure, tools and equipment to meet the FM requirements from internal sources?
- does the market offer the range of services with the quality specifications that are required to support the business activities?
- does the FM organization currently operate, or have plans to operate, in regions where there is no qualified market to offer the required services?
- is the value of the required services sufficient to justify maintaining an economical competence level and an internal FM organization compared with that available in the market?
- are there special considerations to secure business continuity or specific security measures that can be satisfied only by sourcing the services internally?
- are there principal strategic decisions or considerations of a political, cultural or other nature that are mandatory and/or override conclusions on one or more of the above questions?

5.12.2 Internal service provision

Internal service provision is typically covered by the required service delivery specifications and SLA. For these services, the SLA is the primary means to enable effective communication, document requirements, define the scope of services and their specifications, establish roles and responsibilities, resolve conflicts and provide a basis for measuring performance (see ISO 41012).

5.12.3 External service provision

The decision to use external service providers normally requires an agreement or contract. The legal relationship can vary, and appropriate professional advice should be sought where there is insufficient understanding of the implications of either relationships or contracts. Wherever the responsibility for the procurement of facility services rests, it requires competence in FM procurement. Alternatively, the procurement function can be performed by a finance or purchasing and supply organization (see [Clause 6](#)) with support from professional advisors or contractors (e.g. managing agent or managing contractor respectively) (see ISO 41012).

The contracting of external services and supplies necessitates a procurement strategy. This can be incorporated within the FM strategy or exist separately. A procurement strategy defines the broad approach to contracting with service providers and suppliers and recognizes that conditions prevailing in the market are subject to change. In the same way that requirements in facility services are specific to the needs of the demand organization, the nature of the market is specific to a location or region. Both are likely to change over time, and so it is a matter of matching the current and likely future

requirements for services and supplies with their availability in the market. [Clause 6](#) considers the requirement for a procurement plan.

5.13 Innovations in service delivery

The FM organization should be aware of innovations in technology and changes in working methods in terms of their effects upon, or potential to affect, the delivery of facility services and the people involved. The use of novel devices for services such as cleaning, waste disposal, portage, catering and inspection can offer productivity and other benefits but can also have health, safety, security, environmental, social, legal and commercial implications. Example innovations introduced into facilities, or operated in connection with them, are unmanned aerial vehicles (i.e. drones) for inspections and security operations, autonomous guided vehicles (AGVs) for delivering pharmaceuticals in hospitals and floor cleaning, wearable and mobile technology, and 3D printing of spare parts.

The provision of such devices by the FM organization or service providers should be investigated to determine their suitability for the facilities. A risk assessment should be undertaken in all cases (see [4.4](#)). The FM organization should consider the practical implications of managing innovation and transformation in service delivery against the anticipated benefits before reaching a decision on whether or not to introduce or encourage such innovations.

NOTE ISO 37500 provides guidance on outsourcing, including the formation of an “innovation and transformation committee”, which might be a joint arrangement between the FM organization, as procurer, and service provider(s).

5.14 Market audit

Understanding how the market for services is developing and the trends that might emerge provides the FM organization with insights into potential innovations and opportunities, as well as highlighting possible threats to plans. An awareness of the state of the market for services means that an opinion can be formed as to whether or not a preferred service delivery option is appropriate.

The FM organization should consider testing the market at intervals to determine the extent to which current service delivery matches that available, including the cost of services. Frequent attempts to test the market can prove counterproductive and should be avoided. Testing the market too frequently can suggest a lack of commitment to existing service providers. Whereas, longer periods can result in missed opportunities to secure better value for money.

The FM organization should inform prospective service providers of the reason for seeking technical or cost information. Inappropriate use of the market occurs when service providers are given the impression that they are being considered, or might be considered, for inclusion in a select list of tenderers when, instead, it is no more than a means for obtaining a free cost estimate.

5.15 Verification and feedback

The FM organization should consider if it has defined the FM requirements sufficiently to be able to incorporate them into a formal FM strategy document (see [Clause 6](#)). An important step before progressing to the drafting of this document is to ensure that requirements are likely to satisfy the defined needs of the demand organization and achieve its business objectives.

[Annex C](#) gives a summary of the requirements that the FM organization should consider before formalizing the FM strategy document.

6 Formulating the FM strategy

6.1 Compiling the strategy

The FM organization should prepare and maintain a formal document that summarizes the demand organization's needs against which FM requirements for its facilities are sufficiently detailed to enable

FM policy to be defined and FM operations to be planned, resourced and implemented safely, efficiently and cost-effectively. Successful implementation of this resultant FM strategy is dependent on the ease with which needs can be verified and the clarity with which FM requirements are expressed.

The FM strategy should take account of the demand organization's preferences for documenting its core business strategy, objectives and needs. Review and updating of the FM strategy should coincide with review of the core business strategy (see [Clause 8](#)). The FM strategy can form a part of the core business strategy or, if not, should be referenced from within it to ensure alignment between FM and facility services, and the core business activities.

6.2 Format and content

The format of the FM strategy should allow the demand organization's needs to be stated and the FM requirements that most closely satisfy them to be set alongside. Commentary in plain language should be used to explain any gap or other shortcoming between the demand organization's needs and FM requirements and how it is intended to be resolved. A tabular format, as opposed to a narrative, is suitable for presentational purposes since it allows content to be more easily structured and verified.

An example format with sample content is given in [Annex D](#).

The FM strategy should summarize rather than provide in detail all the needs and FM requirements, cross-referencing supporting documentation, where applicable, with particulars of where these can be found.

6.3 Budgetary requirements

The cost of implementing the FM strategy should be estimated to provide a basis for setting budgets. Cost estimates should be prepared from first principles, wherever possible, to avoid errors and omissions being introduced from previous estimates or budgets. Zero-based budgeting should be considered as part of this approach.

The FM organization should take account of the resources for procuring and managing both FM and facility services and the sources of funding. Care is necessary to avoid underestimating the true cost of FM and facility services. Direct costs, such as those relating to agreements or contracts for facility services and supplies, are easy to establish since the actual cost often equates to the value of a purchase order, quotation or the internally estimated cost of people, materials and equipment. Indirect costs, such as those covering supervision and management, might be harder to ascertain especially when resources are shared across facilities or contracts. Where large or complex service delivery arrangements are involved, budgets should reflect the additional resourcing and cost involved in coordination and control. It is important that all costs are estimated as accurately as possible so that a complete picture of the cost of FM and facility services is established. Subsequent budgetary control can help to improve the accuracy of cost estimating, which is also assisted by benchmarking.

The FM organization should ensure that sufficient budgets can be appropriated as and when necessary to meet the cost of service delivery, spanning financial years and any arrangements involving transition (see [6.4](#)) that might incur additional expenditure. Consideration should be given to multi-year budgets and life cycle costing for delivering an appropriate level of service over defined business planning horizons. Depending on accounting practices and financial controls, it might be necessary to seek separate approval for budgets to cover direct costs and indirect costs. The FM organization should clarify the purpose of each budgetary heading to be used so that expenditure is entered against the approved budget to which it relates. Correct posting and reporting of expenditure ensure that the demand organization is informed of the true cost of its FM and facility services, as well as providing valuable data for benchmarking.

NOTE EN 15221-7 provides guidance on benchmarking.

Severance or termination costs can arise in the course of a transition from one mode of service delivery to another (see [6.4](#)) and should also be included in cost estimates and budgets.

6.4 Procurement

The procurement of FM and facility services should be regarded as a distinct function within the FM organization that has to be covered by a designated role. This can form part of the demand organization's established purchasing and supply processes and procedures, which should be examined to determine whether or not arrangements covering facility services are included and, if so, how these apply. It is necessary to clarify this matter before initiating procurement.

Purchasing and supply professionals can be a valuable source of expertise on procurement processes and procedures, especially from a governance perspective. Procurement in the public sector can be subject to legislation and specific conditions regarding prequalification, tendering, evaluation and contract award. In these cases, professional and/or legal advice should be sought.

The FM organization should identify all roles that are connected with the procurement of FM and facility services and determine their nature and the relationship between them, including those covered by established purchasing and supply processes and procedures. A responsibility assignment matrix should be used for this purpose.

In the absence of a defined procurement process, the FM organization should consider adopting the following stages for the procurement of FM and facility services:

- a) establish needs (see [Clause 4](#));
- b) prepare or update the procurement plan;
- c) issue requests for information and pre-qualify service providers;
- d) issue tender invitations and/or request proposals;
- e) evaluate tenders and/or proposals;
- f) formalize agreements/contracts;
- g) mobilize service delivery;
- h) deliver services;
- i) manage and administer contracts;
- j) evaluate performance (see [Clause 7](#)).

A procurement plan should be prepared and take the form of a schedule in which stages, planned activities and their resources, decision gates and milestones are shown. A schedule can take the form of a chart. Resources cover people, materials, tools, equipment and budgets. Milestones signify commencements, completions, deadlines and other noteworthy events.

The procurement plan should complement existing processes and procedures and align with the demand organization's governance and assurance requirements to identify:

- stages and decision gates in the procurement process;
- criteria for decision-making;
- tasks within stages and their sequence;
- sources of information and data to be used in tasks;
- individuals and external organizations to be involved in tasks and their roles;
- other stakeholders who might be involved;
- resources required to support the tasks;
- deliverables at each stage and the form they should take;

— tendering process and procedures to be adopted.

The procurement of facility services might involve the replacement of an existing arrangement with another or a move from in-house to outsourcing and the reverse. The transition from one mode of service delivery to another requires additional attention because new service(s) have to be phased in while the existing service(s) have to be phased out. Under these circumstances, it is essential to avoid any loss of service as this could disrupt normal operations.

NOTE ISO 41012 provides detailed guidance on sourcing and FM agreements. ISO 37500 provides guidance on outsourcing, including transition.

Where transfer of employment from the FM organization to one or more service providers is anticipated under a move to outsourcing or in a change to outsourcing, the FM organization should identify the tasks involved with their likely timescale and incorporate them in the plan for transition. The management of the tasks involved should be taken into account. This can be a complex area and professional and/or legal advice should be sought.

When pre-qualifying external service providers, account should be taken of the extent to which they self-deliver services in order to identify excessive or undesirable sub-contracting.

6.5 Communication and feedback

The approval of the FM strategy should be a matter for the top management of the demand organization and should not be delegated to a lower level of accountability or responsibility. Affected stakeholders should be invited to comment upon the strategy and to suggest improvements, as well as highlight any errors or omissions. A realistic period should be allowed for this purpose so that due consideration can be given by stakeholders after which their comments should receive appropriate attention before finalization, approval and implementation of the FM strategy.

6.6 Implementation plan

Once the FM strategy has been approved by the demand organization's top management, the FM organization is in a position to prepare the FM policy and plans in readiness for start-up, termination or transition. The FM organization should consider an implementation plan that incorporates the key elements of procurement, mobilization, training and induction, communication, performance management, review and lessons learned among others.

The implementation plan should include a schedule with milestones and details of the FM organization's risk management as it relates to the facilities (see [4.4](#)). A risk assessment should be undertaken to identify risk events (i.e. threats and opportunities) and to determine the most appropriate risk treatment with particular attention paid to facility services that are outsourced and the impacts that service delivery in general might have on core business activities.

Operational plans for FM should be implemented through a process that is capable of managing change. A procedure (see [Clause 4](#)) should be adopted for this purpose with guidance sought, where appropriate, from the demand organization's internal function for managing human capital (see [Clause 4](#)).

The successful management of facility services and their contracts, where outsourced, depends on adherence to key practices, including those associated with mobilization and demobilization (see ISO 41012).

7 Managing performance

7.1 Monitoring and control of performance

Successful FM, including delivery of facility services, depends on performance that achieves predefined service levels and does so consistently. The FM organization should make clear its intentions for dealing with situations where performance falls below an acceptable level, including the imposition of penalties for poor performance. Incentives for achieving higher levels of performance than those specified should

be considered where advantageous. Care should be taken to ensure that any incentive does not lead to unintended consequences. The FM organization should state the terms of any sharing of cost savings or other gains which a service provider might achieve.

7.2 Performance indicators

Performance indicators should be reported in simple, direct terms that allow progress towards achieving outputs and targets to be easily understood. The FM organization should identify those performance indicators that are regarded as essential to understand performance overall, including any trends that might reveal improving or declining outputs or other features.

Key performance indicators should represent the significant few measures that allow the FM organization and service provider(s) to act quickly and decisively upon any variance in performance. A distinction should be drawn between lagging and leading indicators, where the former are based on performance achieved and the latter can alert the FM organization to a lack of resource deployment prior to commencing, or when ramping up, the delivery of a service or a part of one (see [7.3](#)).

7.3 Performance measurement

Performance measurement and reporting should apply irrespective of the source of service delivery. Responsibility for verifying work performed by service providers should rest with the FM organization, which should have the right under the agreement or contract to require evidence before authorizing payment. Details of performance measurement and reporting should be included in the respective SLA.

7.4 Performance review

In order to encourage safe and effective delivery of services, performance reviews should be convened periodically between the FM organization and each service provider whether external or internal. Reviews offer both parties the opportunity to examine performance, to understand if targets are being met and to determine if performance is following a trend.

Performance reviews should be formally constituted meetings between the parties where outstanding difficulties and disagreements are resolved. Review meetings should provide the forum for considering changes that might be necessary, for example, to raise performance, realize targets and agree incentives. Monthly meetings are likely to be appropriate in most cases, although fortnightly or weekly meetings are advisable in the early stages of a new arrangement or where the scale or complexity of operations requires more frequent review.

7.5 Corrective actions

There is no one solution for an under-performing service provider or FM organization. The extent to which the FM organization or a service provider is falling short on requirements is likely to have a bearing on the time within which the situation can be rectified. Where performance is failing, but not detrimental to operations, it might be sufficient to take steps to replace the service provider at the end of the current agreement or contract or at a specified contractual break point following a performance review. In more serious cases, under-performance on the part of the FM organization or a service provider could expose the demand organization to unacceptable risks or hazards. An impact analysis, undertaken as part of business continuity management (see [4.4.2](#)), can identify potential weaknesses and prevent the consequences or lessen their impact. In the worst case, steps might have to be taken to remove the service provider immediately from the facilities.

7.6 Feedback and lessons learned

A process is incomplete if it omits feedback. The FM organization should ensure that a systematic review of service delivery and service provider performance takes place to understand the extent to which outputs and targets have been met and where improvement in processes and procedures might be necessary. Review should cover the impact of service delivery upon core business activities, user experience and lessons learned.

Users should be consulted to help understand the extent to which service delivery has been maintained, or not, at agreed levels and the requirement for any corrective action. Other affected stakeholders should be involved in this process. An evaluation should be prepared and conducted with users and other affected stakeholders at intervals no greater than annually as part of a post-occupancy evaluation of the facilities (see [Clause 4](#)). Any corrective actions that might be necessary, the steps to be taken and the subsequent outcomes should be documented and placed before the FM organization's top management to determine what action, if any, is necessary immediately and what other arrangements might have to be made to ensure user satisfaction.

NOTE ISO 10004 provides guidelines on defining and implementing processes to monitor and measure customer satisfaction.

8 Improving outcomes

8.1 Applying lessons learned

The Plan-Do-Check-Act (PDCA) model underpins continual improvement and requires that action be taken to improve outcomes where these fall short of requirements. The logging of lessons learned is a fundamental part of this process by identifying where adjustment or change is necessary to the FM strategy. Understanding how such an adjustment or change can be implemented is necessary before there can be any prospect of improvement. This step can mean additional resources to demonstrate the worth of the improvement.

The FM organization should adopt a structured approach to the evaluation of lessons learned against the expected impact of the adjustment or change necessary to the FM strategy to achieve its purpose, which can be considered in terms of:

- productivity, performance or other efficiency gains in core business activities;
- reduced likelihood of disruption to normal operations;
- time, resource or cost optimization in FM and facility services;
- reduced lost time due to injury, sickness or absenteeism;
- raised levels of well-being and a contribution to a better work-life balance for users.

8.2 Reassessing outputs and targets

Re-evaluation of the FM strategy and the extent to which it supports the core business strategy involves periodic reassessment of the appropriateness of outputs and targets for FM and facility services. The FM organization should determine the frequency of such reassessments and the means by which they are accomplished, including the stakeholders to be involved and the guidelines to ensure adequate control over the development of the FM strategy.

8.3 Updating the FM strategy

The results of reassessing outputs and targets relating to FM and facility services should be reflected in updates to the FM strategy, which should be aligned at all times with the core business strategy. The demand organization's top management should approve all updates to the FM strategy.

8.4 Updating the FM policy

The FM policy and associated procedures should be updated once any update to the FM strategy has been approved.

Annex A (informative)

Examples of threats and opportunities

Threats can emerge from a variety of causes, for example:

- inadequately resourced or inexperienced FM function;
- inadequate planning before implementing a change action;
- conflicts of interest;
- fraud or irregularity in the award or management of contracts;
- unclear or imprecise roles, responsibilities and accountabilities;
- misinterpretation of regulations;
- unforeseen new regulations or revisions to existing regulations;
- poor relations between and/or among internal departments or service providers;
- inappropriate conditions of contracts;
- lack of adequate documentation on the facilities;
- inaccurate identification of the cause of a risk and the event itself;
- inadequate definition of the scope of facility services;
- performance failure of service provider;
- lack of centralization and decentralization of services;
- failure to identify all stakeholders involved in, or affected by, FM;
- poorly controlled changes to user needs;
- poorly managed human capital;
- inflexible contracts that are unable to accommodate changes in requirements;
- poor bundling/grouping of facility services to be outsourced;
- absence of shared ownership of outcomes;
- poor cash-flow position of the demand organization and/or service providers;
- sudden increase in non-discretionary costs;
- financial failure of an appointed service provider;
- absence of benchmarks of cost and quality against which to measure value, performance and subsequent improvement;
- lack of education, training and continuing professional development (CPD) in FM.

Opportunities that arise from proactive risk management can mirror threats but also exist independently, for example:

- enhancing organizational capability;
- thorough assessment of user needs and the requirements for facility services;
- clear relationships between internal departments and among service providers;
- proper separation of duties between procurement personnel and internal departments or service providers;
- novel conditions of contract for the provision of facility services;
- modified roles, responsibilities and accountabilities;
- targets for effective teamwork;
- incentivization through explicit rewards;
- shared ownership of outcomes;
- balanced allocation of risk and reward;
- proactive response to users;
- clear and transparent lines of communication;
- awareness of market conditions and requirements;
- health, safety, security and environmental requirements embedded into FM policies;
- due diligence in the monitoring and review of contract performance;
- realistic cash-flow forecasting and budgeting;
- collation of cost and quality benchmarks against which to measure value, performance and subsequent improvements.

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