Fife Council

Place Directorate

Facilities Management Services Annual Service Report Year 2025/26

Introduction

This report reflects the performance of Facilities Management Services (FMS) for 2026. It covers the period April 2025 to June 2026, highlighting our delivery, progress, change and improvement plans for 2026-7.

We have considered our performance in relation to the council's policy priorities set out in the Plan for Fife; key indicators; financial and workforce pressures and how we compare in relation to other similar services in other Scottish councils, through the Local Government Benchmarking Framework.

Individual service indicators and results are published online in advance of this annual review to facilitate scrutiny and feedback.

These are available at **www.fife.gov.uk/councilperformance**

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Service overview

FMS is a very large and most diverse frontline services, responsible for delivering a variety of soft FM and other essential services across Fife.

We collaborate with other Council services, partners and stakeholders to provide responsive, effective services. We focus on continuous improvement and invest in our employees to ensure they have the training, skills and knowledge required to fulfil their duties confidently.

FMS plays an essential role in supporting the Council's strategic objectives, especially Community Wealth Building, climate change and poverty reduction. It continues to adapt workforce challenges, minimise financial pressures and meet increasing demand. This is done by improving operational efficiency, service redesign and using key data.

The service is structured into three divisions:

- Hospitality: nursery, primary and secondary school meals; commercial and client catering; and Café Inc. Supports Health and wellbeing (healthy eating), climate goals and poverty reduction.
- Janitorial and Cleaning Services provide daily frontline support across the school estate and a range of Council buildings. It provides safe, clean and operational environments for building users e.g. pupils through routine cleaning, janitorial support, minor maintenance, compliance checks, emergency response, Industrial cleaning and School Crossing Patrol provision. The work is physically demanding and highly visible - with service quality directly affecting pupils, staff, and other building users.
- Business Development and Support Services: reception, caretaking and compliance across corporate buildings and depots; catering and cleaning services across eight residential Social care homes, including the Meals on Wheels service; and FMS support including: coordination of workforce development, training, recruitment, performance management, contract and supplier management, and health and safety compliance.

Service Vision:

To deliver cost-effective, high-quality frontline services that positively contribute to supporting the Council's services and objectives for the better wellbeing of Fife's communities.

Demand & delivery overview

Service delivery is geographically spread across Fife and involves

high-volume, time-critical transactions each day. The table below outlines the scale of key services, associated metrics and current pressures.

Hospitality (Catering), Nutrition & Poverty Reduction

Demand Highlights

- 5 million meals delivered annually across 119 nurseries, 132 primary schools, 18 secondary schools and 6 special schools and pupil support settings.
- 218,000 Meals on Wheels meals delivered annually to approximately 600 customers across Fife.
- 220,000 meals provided annually across 8 Residential Care Homes for senior citizens. 153,239 Café Inc. meals delivered to children and families during school holiday periods.
- Increasing demand associated with Universal Free School Meals, healthy eating, poverty reduction and support for vulnerable individuals and families.
- Increasing volume and complexity of special dietary requirements and allergen management referrals.

Delivery Pressures

- Ever increasing food and supply cost inflation places significant pressure on operating budgets.
- Lower school meal uptake within secondary schools continues to present service and health and well-being challenges.
- Climate change commitments
- Forthcoming preparation for Good Food Nation plans which will influence menu development, procurement, equipment and budget requirements
- Ongoing replacement of ageing kitchen equipment and infrastructure.
- Balancing affordability while continuing to deliver high-quality nutritional services.

Frontline Facilities, Cleaning & Janitorial Services

Demand Highlights

- Daily cleaning across Fife schools, offices, community buildings and specialist settings.
- Janitorial support provided across 163 schools.
- 125 School Crossing Patrol locations supporting pupil safety.
- 28 public conveniences requiring cleaning, maintenance and operational support.
- Industrial Cleaning teams providing specialist services (e.g. graffiti removal) across multiple Council service locations.
- Compliance activities including Legionella flushing, fire alarm testing, site security, asbestos awareness and contractor management.

Delivery Pressures

- High levels of sickness absence and workforce resilience challenges.
- Recruitment and retention difficulties across frontline service areas.
- Workforce physical demands including lifting, manual handling, cleaning and site-based duties.
- Maintaining service standards across a large geographical area
- Managing staff cover arrangements and operational resilience across single-person sites.
- Balancing customer expectations within available resources.

Partnership, Community & Commercial Services

Demand Highlights

- Commercial catering services delivered across seven venues including leisure centres, staff restaurants and community facilities.
- Ongoing partnership working with Fife Sports and Leisure Trust, Carnegie Trust, Communities and Neighbourhoods, Housing Services and Health & Social Care Partnership.
- Continued support for community wellbeing, social inclusion and local service provision through facilities such as Glen Pavilion and Lochore Meadows.
- Increasing collaboration with partner organisations to support Council priorities and service delivery objectives.

Delivery Pressures

- Trading deficits within some commercial catering operations.
- Increasing cost inflation for labour and consumables
- Maintaining financially sustainable operating models while preserving community benefits.
- Historical partnership arrangements and service delivery models.
- Balancing commercial performance with community and customer expectations.

Workforce, Sustainability & Continuous Improvement

Demand Highlights

- Workforce of 2,113 employees (1,145 FTE) supporting service delivery across all communities in Fife.
- Continued requirement for induction, compliance, health and safety and mandatory training across a large and dispersed workforce.
- Increasing demands for workforce development, business intelligence, performance management and service improvement activity.
- Corporate objectives including Climate Change, Community Wealth Building and sustainable service delivery.

Delivery Pressures

- Workforce ageing and succession planning challenges.
- Recruitment, retention and training requirements across frontline service areas.
- Sickness absence and workforce wellbeing.
- Need to improve the use of management information, business intelligence and performance data.
- Responding to climate commitments alongside operational and financial pressures.
- Delivering continuous improvement whilst maintaining day-to-day frontline operations.

Our people

FACILITIES MANAGEMENT – 2025/2026

Workforce Profile, including headcount

- 2113 headcount, 1145.29 FTE. Represents 11.5% of Fife Council's headcount.
- 10.1% are full time, 98.4% permanent and 76.8% female.

Workforce age

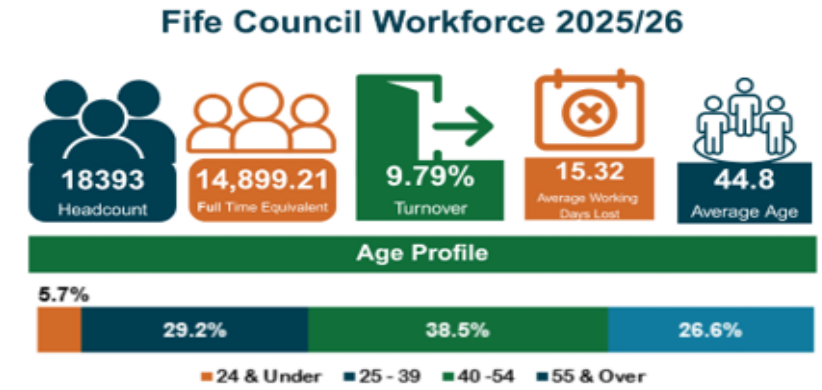
- Average workforce age is 48.1, lower than 48.7 in 2024/5. This is above the Fife Council average age of 44.8.
- Average age of leavers is 51.9 and new starts 39.2.
- 4.50% of the workforce is aged 24 and under, comparable to 4.51% in 2024/5.

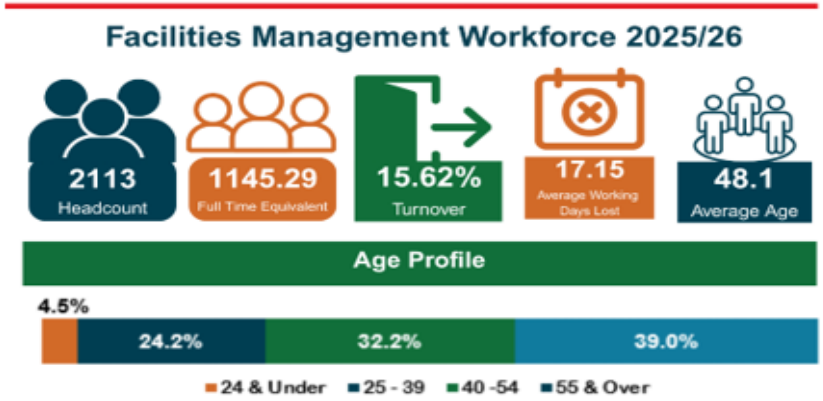
Workforce Turnover

- Turnover rate is 15.62%, higher than 14.38% in 2024/25.
- 58.2% of leavers were aged 55 and over. The top reported leaver reason was personal reasons.

Working days lost (WDL) per FTE

- Average WDL to sickness absence was 17.15, this is higher than 16.08 in 2024/25.
- Short term absences account for 3.87 working days lost and 13.28 for longer term absences (over 28 calendar days)





People Plan Priorities

- Strengthen recruitment processes to attract a diverse and sustainable workforce.
- Enhance workforce capability and leadership development, ensuring resilience and continuity of service.
- Improve staff wellbeing and performance, reducing absence and supporting a more engaged workforce

Footnote:
The headcount figure noted in the above table does not include those 241 employees on casual contracts There are 439 employees who have more than one or multiple contracts within FMS. Overall, this equates to 2793 positions across FMS.

Our People *(continued)*

Key points

- Average WDL per FTE are slightly higher than the previous year, however both years show an improvement since 2022/23
- Whilst overall employee absence levels are improving (albeit slowly), ongoing sickness related absences continue to presents operational and service delivery challenges.
- Long term absences (absences over 30 days) are largely due to musculoskeletal and back pain related issues, followed by stress (non-work related). Some of these absences might be attributed to the physical duties of the roles that include regular lifting, bending and prolonged periods of standing.
- To mitigate these risks and support our staff, mandatory Manual Handling Training (MHT) continues to be provided to all employees, with all new employees receiving this during their induction training. An additional 660 staff have received MHT since last year's report.
- FMS in conjunction with the corporate Attendance Support Unit, continues to closely manage and monitor absences, including applying the support tools available, such as referrals to Occupational Health, 'Time for Thriving', physiotherapy etc. Over the reporting report, 60 Capability Hearings have been held, with the majority of the outcomes being dismissed due to capability ill health or permanent ill health retirement.
- Committee should note that to comply with Food Safety Regulations and Food Standards Agency guidance, catering staff that have experienced vomiting (and some gastric) illnesses must be excluded from work for at least 48 hours before they return to work. This "artificially" increases absence totals for this type of absence.

Our budget

Business Area	Budget 25/26 £m	Provisional Outturn 25/26 £m	Variance 25/26 £m
Facilities Management	48.397	47.921	(0.476)
Total Net Expenditure	48.397	47.921	(0.476)
	Budget 25/26 £m	**Provisional Expenditure / (Income) 25/26 £m**	**Variance Overspend/ (Underspend) 25/26 £m**
Staff Costs	45.937	46.072	0.134
Property Costs	4.376	4.312	(0.064)
Transport Costs	0.639	0.979	0.340
Supplies and Services	12.698	12.344	(0.354)
Third Party Payments	0.021	0.000	(0.021)
Support Services Charges	0.172	0.258	0.085
Total Expenditure	63.844	63.964	0.121
Internal Income	(8.589)	(8.865)	(0.276)
External Income	(6.857)	(7.178)	(0.321)
Total Income	(15.446)	(16.043)	(0.597)
Net Expenditure	48.397	47.921	(0.476)

The main variances include:

The largest overspend (£340k) is due to increased transport and vehicle hire costs.

Supplies and Services - The underspend is mainly due to the underutilisation of the Scottish Government funding for Test of Change programme in Secondary schools. The uptake of this programme has been considerably lower than anticipated.

Internal Income

The increased income relates to Cleaning & Janitorial Services and Meals on Wheels. In both areas the demand has been higher therefore increasing the income for these services.

Key point

FMS had an underspend of £0.476m which largely relates to additional money received from Scottish Government to support the roll-out of free school meals and the uptake being lower than anticipated.

Our risks

Key corporate and service-specific risks are tracked and managed, with control measures in place. The table below highlights current service-specific risk and ongoing mitigation actions to minimise risk impact. Progress against these will be reported next year.

Risk	Mitigating Action
Workforce Challenges	• Continued investment in our various in-house trainee/development programmes i.e. Trainee Cooks – Trainee • Assistant Cooks – Trainee Coordinator – Team Manager Taster • Development of FMS 'People Plan'
Health & Safety	• Regular programme of quarterly Health and Safety (H & S) Consultation Forum' meetings with Trade Unions • Review and appropriate actions taken from monthly H&S reports from H&S Advisor • Review of FMS CookSafe (food safety management system) and update including House Rules for all FMS kitchens
ICT Failure	• Business Continuity Plans in place and would be implemented in such an event

Risk	Mitigating Action
Asset Replacement	• Fleet Replacement programme • School Kitchen Equipment replacement programme
Climate Change	• Lower-carbon emitting catering equipment (i.e. gas to electric replacement)
Increased Material and Labour Costs	• Annual monitoring of financial procedures across each site • Dedicated 'Business Improvement Coordinator' will be recruited by December 2025, to increase the use of management information and performance data.

Performance assessment – Priorities & Progress

Introduction - service delivery context and challenges

During 2025/26, FMS faced several major operational pressures. These included:

- School catering division facing increased demand due to the increase in Special Dietary Requirements both in volume and complexity
- Low school meals uptake in High School
- The global concern of Climate change (and related Council directives) gas to electric equipment and preparations for Good Food Nation requirements.
- An ageing workforce created succession planning pressures, with skills and training gaps emerging as experienced staff left the service.
- Commercial catering units, in partnership with Fife Sports and Leisure Trust, continued to face trading deficits.
- Inflationary pressures significantly impacted food and supply costs, with even small increases resulting in substantial aggregate costs (e.g. a one penny increase in meal cost equates to approximately £50,000).
- The Janitorial & Cleaning division faced high levels of sickness absence than pre-covid era, while recruitment and retention remained challenging across the service.

In response to those managerial challenges, FMS implemented several improvements including:

- remodelling janitorial roles
- expanding training and induction programmes,
- implementing digital payment systems in schools and digital Special Dietary Forms for parents
- investing in climate-friendly equipment upgrades and work with procurement and local producers
- Wellbeing initiatives to improve attendance.
- Improved training and support to help with employee retention.

Performance assessment – Priorities & Progress (continued)

Priorities & progress

The major challenges identified above, along with other priorities shared with Committee in 2024/25. These included:

- Promote healthier eating habits for pupils and support for poverty reduction
- Continue to review and improve janitorial and cleaning services
- Support other Directorates' policy aims and deliverables
- Review services and trading arrangements with allied partners
- Develop new recruitment and training solutions.

A progress overview for each priority is summarised in the following pages:

Performance assessment – Priorities & Progress (continued)

Priority 1
Promote healthier eating habits for pupils and support for poverty reduction

- Increase uptake of UFSM to 75%
- Stakeholder consultation on school meals
- Using Business Intelligence, we'll track free school meal uptake to support budgeting and enable swift, targeted action by managers to tackle child poverty in Fife
- Increase procurement of local and regional foodstuffs to support Climate change and Community Wealth buildings goals.
- Reduce staff absence to 12 WDL per FTE

Progress

Progress was made during 2025/26 in strengthening engagement with pupils, parents and carers, improving understanding of customer needs and supporting future increases in school meal uptake.

The service continued to support wider Council priorities relating to poverty reduction, health and wellbeing, Community Wealth Building and sustainable food procurement.

Extensive consultation activity was undertaken throughout the year, including engagement with pupils across Fife schools and a large-scale parent and carer consultation which generated over 3,000 responses. This has strengthened the evidence base available to inform future menu development, service improvements and customer engagement activity.

Progress was also made in supporting Community Wealth Building objectives through continued partnership working with Food4Fife, Procurement, Economic Development and local suppliers. The service continued to promote locally sourced produce and strengthen local supply chains whilst supporting climate and sustainability ambitions.

Whilst school meal uptake remains below longer-term ambitions in some areas, High School uptake improved and has established stronger foundations for future improvement. This will be done via enhanced consultation, improved management information and continued engagement with stakeholders.

- School meal uptake in 2024/25 was recorded at **51.99% for Primary Schools** and **32.08% for High Schools**. Within Primary Schools, uptake was higher for Universal Free School Meals in P1–P5 at **61.45%**

- 356 pupils from 23 schools took part in menu feedback activities, as part of a wider consultation project involving visits to 31 schools and engagement with 440 pupils.

Performance assessment – Priorities & Progress (continued)

- Between October 2025 and March 2026, the Hospitality Service undertook a large-scale parent and carer consultation on school meals. A total of **3,095 responses** were received through the Council's Citizen Space platform.

- Hospitality continued to increase opportunities for local food procurement through partnership working with Food4Fife, Procurement, Economic Development and local suppliers. The service promoted Fife-grown produce through the "I'm From Fife" initiative, supported Ground to Plate projects in schools, undertook supplier engagement activity to strengthen local supply chains and contributed to Community Wealth Building objectives. Council reporting indicates approximately £5.3 million of annual food spend is placed directly with Fife suppliers, with a further £2 million supporting Fife produce through wider supply chains.

Areas for Improvement

During 2026/27, the service will:

- Increase engagement with parents through attendance at parents' evenings, school events and community activities.
- Improve communication about school meals, menu development and nutritional standards.
- Use Parent survey findings to address common misconceptions and improve awareness of the quality, variety and value of school meal provision.
- Continue pupil consultation
- Continue to align service delivery with emerging Good Food Nation priorities and local food system objectives.
- Ensure resources are deployed efficiently and performance is effectively managed. This will include using better quality data to inform management decisions.
- Continue targeted work to increase school meals uptake.

Performance assessment – Priorities & Progress (continued)

Relevant KPI details

Alignment to FM104 – Primary School Meal Uptake (%)
Alignment to FM105 – Secondary School Meal Uptake (%)
Alignment to Community Wealth Building and Climate Change Objectives
Tackling Poverty and Inequality, Health and Wellbeing, supporting climate change and sustainability.

Performance assessment – Priorities & Progress (continued)

Areas for Improvement

Whilst engagement activity, stakeholder consultation and use of customer insight have improved, school meal uptake remains below the service's longer-term ambition in some areas. Continued focus is therefore required to increase participation, improve understanding of school meal provision and maximise the contribution school meals make towards poverty reduction, health and wellbeing outcomes.

During 2026/27, the service will:

- increase engagement with parents through attendance at parents' evenings, school events and community activities
- improve communication about school meals, menu development and nutritional standards
- use parent survey findings to address common misconceptions and improve awareness of the quality, variety and value of school meal provision
- continue pupil consultation activity across a greater proportion of schools
- continue to align service delivery with emerging Good Food Nation priorities and local food system objectives
- use management information and performance data to support evidence-based decision making
- continue targeted activity to increase school meal uptake.

Performance assessment – Priorities & Progress (continued)

Priority 2
Continue to review and improve janitorial and cleaning services

- Implement new operating model for Janitorial and Cleaning service
- Reduce staff absence to 12 WDL per FTE
- Review the impact of allocated Attendance Support Unit (ASU) case officer(s) on reducing medium and long-term absences
- Roll out mandatory e-learning modules, or alternatives for non-desk-based staff.

Progress

Progress was made during 2025/26 in supporting wider Council priorities and delivering integrated services through partnership working across multiple Directorates and partner organisations.

Facilities Management Services continued to play an important enabling role in supporting Education, Communities and Neighbourhoods, HSCP, Housing, NHS Fife, Justice Services and Fife Sports and Leisure Trust. Through these partnerships the service contributed to a range of outcomes relating to health and wellbeing, poverty reduction, employability, community support and service delivery.

Meals on Wheels, Café Inc., care home catering, school meals and specialist cleaning activity continued to support vulnerable individuals and communities across Fife. During the year opportunities were also explored to strengthen partnership working with Housing Services, Justice Services and NHS partners.

These activities demonstrate the service's wider contribution beyond day-to-day operational delivery and its role in supporting Council-wide objectives and partnership outcomes."

Progress has been made in reviewing and improving Janitorial and Cleaning Services, although implementation remains ongoing. The service has developed and issued updated role profiles for Lead Janitors, Assistant Janitors and Minor Maintenance Janitors, with briefing meetings held to explain the revised operating model and support arrangements. The approach has focused on avoiding compulsory workforce change, reducing excessive line-management spans for Facilities Coordinators, and providing more local support through cluster working.

The service has also progressed the introduction of nine Mobile Area Cleaning Supervisors and strengthened the supervisory support model for Cleaning Services. Recruitment activity for Cleaning Supervisor posts has been refreshed, with clearer messaging on the role as a supported development opportunity.

The largest improvement was in short-term and medium-term absence. Long-term absence continues to require further attention and solutions. ASU provided additional much needed support to resolve medium and long-term absence cases.

Performance assessment – Priorities & Progress (continued)

Work has also progressed on training and support for non-desk-based staff. Planned sessions for Cleaning Supervisors include equipment use, Oracle expectations and sickness absence recording. Further in-person training is being developed for janitorial staff covering areas such as CCTV, asbestos awareness, Legionella, ladder safety and minor maintenance tasks. This recognises that e-learning is not always suitable for frontline staff who have limited access to digital systems during their working day.

The service has also progressed work on service standards and operational clarity. Service Level Agreements have been developed and adopted for key areas, including Janitorial Services and Community Services cleaning. These documents help clarify service expectations, task boundaries, compliance responsibilities and escalation routes for clients and service users.

Overall, reasonable progress has been made against this priority. The operating model has moved forward, supervisory support has been strengthened, and absence levels show modest improvement. However, implementation remains complex and requires continued engagement with staff, managers, HR, Trade Unions and client services during 2026/27.

Areas for Improvement

During 2026/27, the service will:

- Continue implementation of the janitorial cluster working model and review the impact on workload, resilience and line-management arrangements.
- Continue development of the area model for Cleaning Supervisors to improve local support, supervision and consistency of standards.
- Maintain focus on reducing sickness absence, particularly long-term and very long-term absence.
- Review the impact of ASU support and use learning to strengthen absence management practice.
- Continue to provide practical alternatives to e-learning for non-desk-based staff where digital access is limited.
- Strengthen induction, refresher training and role-specific training for janitorial and cleaning staff.
- Finalise and embed relevant Service Level Agreements to support clear service expectations and accountability.
- Use performance data, quality monitoring and absence trends to support evidence-based decision making.
- Customer feedback – develop feedback mechanisms from clients to improve cleaning and janitorial services.

Performance assessment – Priorities & Progress (continued)

Relevant KPI details

Alignment to employee absence indicators, including working days lost per FTE.

Alignment to workforce indicators covering turnover, recruitment, training completion and staffing resilience.

Alignment to operational performance measures for Cleaning and Janitorial Services, including service standards, quality monitoring and client feedback where available.

This priority also supports wider service improvement activity linked to workforce planning, health and safety, compliance, service resilience and value for money.

Performance assessment – Priorities & Progress (continued)

Priority 3
Support other Directorates' policy aims and deliverables

- Review and support Meals on Wheels Service and Café Inc. as needed by HSCP and Communities and Neighbourhoods.
- Explore how FMS might further support Housing.

Progress

- **Cleaning and Janitorial Services** continued to support wider Directorate priorities during 2025/26 through daily operational support to schools, community buildings and other Council premises. Janitorial staff provided an important link between Facilities Management, Education, Building Services, contractors and school leadership teams, helping to maintain safe, accessible and operational buildings. Industrial Cleaning also supported other services through specialist cleaning activity, including work linked to housing, public conveniences and emergency operational requirements.
- **Café Inc** In 2025/26 we provided153,239 meals, with FMS staff supporting at 17 locations, for young people and their carers over the summer, autumn and easter holidays. The collaboration continues to ensure that targeted poorer communities are fed during school holidays.
- **FSLT Cafés** We continue to operate the cafés at Carnegie and Michael Woods, while working with FSLT on future. Discussions will continue to consider all options and address the current trading deficit.
- **Glen Pavilion** The Glen Pavilion café continues to provide a valued community facility, supporting local visitors and promoting social inclusion. The service contributes to the sustainability and attractiveness of this important community venue. Discussions will continue to consider options and address the current trading deficit coming from the reduced demand for large function events (e.g. weddings, conferences).
- **Lochore Meadows** Hospitality provides the delivery of café services at this venue. This enhances the visitor experience and supports tourism, recreation and wellbeing priorities. We will continue to work with Communities and Neighbourhoods service to align the service with the needs of customers.

  Education Hospitality plays a key role in supporting Education Directorate priorities through the delivery of nutritious school meals, promotion of healthy eating, support for child poverty reduction and contributions to improved educational outcomes and wellbeing. This year's priority will be working together on Breakfast provision, Deposit Return Scheme (DRS) and Single Cup Tax introductions as well working toward Good Food Nation objectives.

Performance assessment – Priorities & Progress (continued)

- **Justice Services** A new partnership with Justice Services is being developed to create opportunities for skills development, employability and rehabilitation. The proposed café at Town House Kirkcaldy project aims will provide learning experience for individuals and wider community benefits.
- **NHS Fife / Public Health** we work with our partners in relation to Food4Fife Partnership and receive advice particularly around healthy weight, nutrition, special diets food and health improvement work linked to school meals.

Relevant KPI details

None

Areas for Improvement

- Industrial cleaning team – strengthen links with Roads and Transportation to explore providing services such as bus shelter cleaning and minor maintenance and road sign cleaning.
- Supporting Good Food Nation planning, building on the work we have done in the past three years.
- Continue working with Procurement on local and regional suppliers and products.

Performance assessment – Priorities & Progress (continued)

Areas for Improvement Whilst strong partnership arrangements are already in place across a range of services, there remain opportunities to further strengthen collaboration, maximise social value and increase FMS contribution to wider Council priorities and community outcomes. During 2026/27, the service will: • strengthen links with Place Directorate's Roads and Transportation Division to explore opportunities for Industrial Cleaning services to support bus shelter cleaning, road sign cleaning and minor maintenance • continue supporting development of Good Food Nation priorities and objectives • continue working with Procurement and partner organisations to increase opportunities for local and regional suppliers and products • identify further opportunities to support Housing Services, Justice Services and community partners • continue to explore opportunities for FMS might contribute to wider Council objectives through collaborative working and integrated service delivery.	

Priority 4
Review services and trading arrangements with allied partners

- FSLT - review service viability at Michael Woods, Duloch and Carnegie Leisure Centres
- Carnegie Trust (Glen Pavilion).

Progress

Hospitality continued to work with FSLT to review the viability of catering services at Michael Woods, Duloch and Carnegie Leisure Centres. Michael Woods achieved a £4,005 surplus, while Duloch (£31,505 deficit) and Carnegie (£34,568 deficit) remained financially challenging. Service improvements included menu and labour changes, enhanced management support and planning for digital tills to improve performance monitoring and inform future service decisions.

Subsequent discussions with FSLT resulted in agreement to withdraw cafeteria services at Duloch in December 2025 due to continuing losses and FSLT's future plans for the café space

The Glen Pavilion continued to provide a valued community venue during 2025/26. Improvements included refurbishment of the Peacock Café and customer facilities, review of food offers and pricing, and development of a more flexible events and wedding package offer. The venue maintained a stable events programme and strong café performance whilst progressing operational, licensing and future development plans with the Carnegie Trust.

Areas for Improvement

Continue to identify opportunities to reduce operating costs and improve value for money whilst maintaining an appropriate service offer.

Continue to work with the Carnegie Trust to improve the long-term sustainability of the Glen Pavilion through enhanced marketing, increased event and wedding bookings, investment in customer facilities and technology, and implementation of development and operational improvement plans.

Relevant KPI details

None

Performance assessment – Priorities & Progress (continued)

Priority 5
Develop new recruitment and training solutions

- Improve service effectiveness and productivity by minimising staff absence
- Continue rollout of REHIS Elementary Food Hygiene training for new food handlers
- Expand training delivery through e-learning modules or other suitable delivery methodologies.

Progress

Significant progress was made during 2025/26 in strengthening workforce capability, compliance, leadership development and service resilience through an expanded programme of training and workforce development activity.

The service continued to invest significantly in workforce development to support safe service delivery, improve compliance and strengthen long-term organisational resilience. A comprehensive induction programme was delivered for new employees alongside substantial investment in Manual Handling, Food Hygiene, First Aid and role-specific operational training.

Additional workforce development activity focused on supervisory capability, leadership development, wellbeing and succession planning. Development opportunities were provided for frontline supervisors, managers, janitorial staff, cleaning staff and School Crossing Patrol employees.

These activities have strengthened workforce capability, improved compliance arrangements and supported the development of future leaders within the service. They have also helped create more sustainable development pathways for employees and contributed to improved workforce resilience.

Whilst workforce capability has improved, recruitment, retention and attendance challenges remain significant and continued investment in workforce development will remain important during 2026/27."

- 572 new employees attended Induction Training.
- 660 employees received Manual Handling Training.
- 329 employees received REHIS' (Royal Environmental Health Institute Scotland) Elementary Food Hygiene Training, with a further 29 employees achieving the certificate for REHIS Intermediate Food Hygiene.
- 36 employees received a new in-house First Aid at Work training.
- Approximately 100 FMS staff qualified in COPC training
- In August 2025, three in-person training sessions were delivered for janitors, receptionists and caretaking staff. The sessions focused on health and wellbeing issues, with input from Andy's Man Club. It also included training on fire safety compliance checks. 170 frontline staff attended these sessions.

Performance assessment – Priorities & Progress (continued)

- School crossing patrol training – 100 janitors and crossing officers have undergone training.
- Two online sessions were completed for Cleaning Supervisors with 102 in attendance. The agenda covered My Money Matters, child protection, equipment and repairs, signing in and out and working contracted hours, the Mobile Area Cleaning Supervisor role, absence management, cleaning frequencies, development opportunities and communication.

Supervisor Development / Upskilling A frontline supervisor development programme was piloted and developed. Training focused on productivity, attendance management, wellbeing, performance management and supervisory skills.

First Line Manager Development FMS staff participated in the Council's First Line Manager Programme to strengthen management and leadership capability.

Muller Scholarship program for Catering

British Institute for Cleaning Science (BICS) Scholarship program

Areas for Improvement

Development of a Kitchen Cleaning Handbook

Provide video-based training for Kitchen staff

Development of training materials for employees with additional support needs.

Relevant KPI details

FM313 – Catering Staff Qualified to Essential Food Hygiene Level
FM312 - COPC
FM314 – Manual handling training

Performance assessment – Priorities & Progress (continued)

Areas for Improvement Whilst workforce capability has improved through significant investment in training and development, continued focus is required to support workforce resilience, succession planning and accessible learning opportunities across a large and geographically dispersed workforce. During 2026/27, the service will: • develop a Kitchen Cleaning Handbook to support operational consistency and training • expand the use of visual learning materials and video-based training resources for kitchen staff • develop training materials and learning approaches that better support employees with additional support need • continue implementation of supervisor and frontline manager development activity • explore alternative training delivery methods where e-learning is not practical or accessible for frontline employees • continue to develop learning and development pathways that support workforce resilience, retention and succession planning.	

Performance assessment – operational delivery

Overview of progress

All results against key indicators can be found in Appendix 1 and online at www.fife.gov.uk/councilperformance to facilitate feedback and scrutiny.

FMS has largely made reasonable progress in most of the nine priorities set out last year. Especially pleasing was the good progress made in the following priorities:

- School Meals (Increasing high school meals take-up)
- Training & Development of staff
- Data & Business Intelligence (officer now appointed)
- Supporting the Council's Climate Change ambition
- Industrial Cleaning Team – SLA with Housing
- Cleaning - SLA with Communities
- Janitorial - Introduction of 3 new role profiles and formal meeting to set out vision and introduce profiles.
- Public conveniences- 3 public conveniences and relevant budget transferred to FCCT
- Introduction of SCPO training handbook.

These improvements and progress positively contributed to the Councils' wider ambitions (but not limited to) of health and wellbeing (of children), better targeting of resources, improving services for stakeholders, Climate change improvement, and caring for our employees.

Investments made in training and development and business intelligence will result in long-term benefits such as improved productivity by staff and improved decision-making especially the planning and deployment of resources.

Cleaning and Janitorial Services progress has focused on strengthening operational resilience, improving role clarity and developing more consistent support arrangements across dispersed frontline teams. This included development of janitorial role profiles, progress with cluster working, development of the area model for Cleaning Supervisors, refreshed Service Level Agreements and practical training sessions for frontline staff. These changes are intended to improve consistency, reduce single-point dependency, support absence management and provide clearer expectations for schools and client services.

However, some complex and wicked challenges from the nine priorities remain despite some important steps already taken:

- Improving employees' work attendance. Employee cost is our largest subjective budget, and higher absence will result in higher staff cover costs.
- Improving meal take up in primary schools: universal free school meal and P6 & P7.
- Catering support to Duloch, Michael Woods and Carnegie Leisure Centres is still of financial concern, not least the trading deficits in FSLT centres.
- Introducing client/ stakeholder feedback mechanisms for Cleaning and Janitorial services.

In addition to the above key priorities, there have been other notable achievements and progress which demonstrates FMS desire to improve: These include:

- FMS staff represented Fife Council at Clarence House, London, meeting Queen Camilla to celebrate 25 years of the National Association of Care Catering Meals on Wheels Week
- Presented at APSE and Assist FM, Cleaning with Class group – Cleaning and Janitorial services in Fife
- Developed a training and induction book for School Crossing patrol Officers.
- Developed and rolled out a Handbook for janitors, detailing day to day tasks.
- Supported the Caledonia High stakeholder group
- Presentation on the role of our Industrial cleaning team to trainee Environmental Health officers
- Arranged 3 in person sessions for janitors to come together to hear from Andy's man Club, the Corporate Wellbeing Team, My Money Matters and The Fire Safety Officer.
- Two half day training sessions for cleaning supervisors, covering cleaning productivity and staff wellbeing with My Money Matters as guest presenters
- Attended half day deaf awareness course to support Fife residents attending emergency centres
- Participation in the Councils PPP schools hand back project board
- Coordinators and Area Cleaning Supervisors received specialist advice on calculating cleaning requirements and cleaning productivity.

FMS 18 long-standing key performance indicators can be summarised as:

- 10 KPI show long term improvement

  6 KPI show a long-term downward trend. In some of these the baseline (target) may need to be reset.
- 2 warning status key indicators that will be investigated by officers.

Where KPI are not improving - these are largely contained with current priorities (for example staff absence).

All results for key indicators can be found in Appendix 1 and online at Council plans and performance | Fife Council to facilitate feedback and scrutiny.

Our year ahead

Priorities for 2026/27

FMS is a key contributor to Council meeting its strategic aims and objectives, including particular focus on Climate Change, Community wealth building, and tackling poverty. Over the next year, FMS will build on the performance and progress outlined in this report and focus on priority areas for change and improvement that respond to operational challenges, support strategic objectives and address five key areas for development:

1.Reduce impact of poverty and improve Healthy eating outcomes Improve participation in school meal provision. Maximise FMS contribution towards reducing poverty, improving health and wellbeing and supporting local communities (including Council staff)	**Key areas of focus will include:** • continue to promote the take-up of paid, universal and elective free school meals. Especially understand why universal free school meal take up is low. • improve School meals engagement with pupils, parents and carers • use Business Intelligence and performance information to support targeted interventions and evidence-based decision making • continue to increase opportunities for local and regional food procurement • support Good Food Nation objectives and local food system priorities. • support low-income FMS staff to maximise additional income and benefit opportunities. • support Justice services in providing experience, training and development opportunities.
2. Improve Service delivery Deliver more resilient, consistent and customer-focused frontline services that meet the needs of communities, customers and partners.	**Key areas of focus will include:** • continue implementation of the Janitorial Cluster Working Model • further develop the Area Cleaning Supervisor Model • strengthen quality assurance arrangements and service standards

	• develop customer and stakeholder feedback arrangements • review and refresh service level agreements where appropriate • improve the sustainability and effectiveness of frontline operational services • review fleet requirements and support operational efficiency improvements.
3. Improving Workforce Development and support Improving overall service performance, value for money and Staff wellbeing to shape the FMS workforce so that it meets business need, affordability and necessary skills requirements.	**Key areas of focus will include:** • implement training and development programmes for frontline managers and supervisors • continue to strengthen workforce capability across all service areas • promote employee health and wellbeing e.g. improve staff attendance and support low-income FMS staff to maximise additional income and benefit opportunities. • expand accessible and flexible learning opportunities for frontline employees. • consider the potential impact of equal value assessment on FMS workforce • ensuring all staff and managers receive the mandatory, skills, knowledge to successfully complete their work activities. This will include (but not limited to) mandatory food hygiene training, moving and handling, mandatory council courses.
4. Performance development by intelligent use of key data KPI are essential management and operational proxy indicators for monitoring service performance, resource inputs and usage, and value for money assessments. They are helpful in the future orientation for service changes. Refreshing our KPI will aid managers and supervisors to be ready for potential impacts (service and	**Key areas of focus will include:** • develop performance dashboards and reporting arrangements • improve the use of Business Intelligence and management information • review and refresh KPI • strengthen performance monitoring and benchmarking • continue to support Climate Change and Community Wealth Building objectives

resource changes) arising from the Councill's medium-term budget constraints. This improves decision making	• improve commercial and financial sustainability across service areas.
5. Climate Change and Community wealth building Continue climate change mitigations in line with corporate objectives and future resource constraints.	**Key areas of focus will include:** • continue to review fleet requirements and optimise fleet usage • phase out old equipment to minimise energy intake and atmospheric pollutants • maximise community wealth building opportunities by reviewing local procurement activities and current spend. • review fleet need, usage and replacing older vehicle in line with the Fleet service's proposed plans and financial strategy.

Reference links

None

Appendix 1 – Key indicators

Appendix 1 – Key indicators

Key **KPI Status:** ✔ OK ▲ Warning ● Alert O Data only ? Unknown **Trend:** ↑ Improving ■ No change ↓ Getting worse

Customer

Performance Indicator	2021/22	2022/23	2023/24	2024/25	2025/26	Target	Status	Trend
Stage 1 Complaints actioned < 5 days	81%	84%	93%	86%	83%	90%	●	↑
Stage 2 Complaints actioned < 20 days	100%	0%	100%	67%	100%	85%	✔	↑

Resources

Performance Indicator	2021/22	2022/23	2023/24	2024/25	2025/26	Target	Status	Trend
Average Working days Lost (WDL) per FTE	15.88	16.61	15.69	16.08	17.15	17	●	↓
Average Long Term WDL per FTE	13.16	12.66	11.36	12.31	13.28	12.2	●	↓

Workforce who are Female (%)	78.10%	78.10%	77.20%	76.40%	76.80%	No target	○	↓
Workforce who are Full-time (%)	12.60%	13.10%	13.10%	11.20%	11.50%	No target	○	↓
Permanent Employees (%)	96.90%	97.80%	98.50%	98.10%	98.40%	No target	○	↑
Employee Turnover	Data not available	Data not available	14.99%	14.38%	15.62%	10%	●	↓
Employees aged 24 and under (%)	2.20%	2.80%	2.80%	4.40%	4.50%	No target	○	↑
Employees aged 25 to 39 (%)	Data not available	19.29%	20.96%	22.40%	22.43%	No target	○	↑
Employees aged 40 to 54 (%)	Data not available	34.13%	31.64%	31.42%	32.23%	No target	○	↓
Employees aged 55 and over (%)	46.10%	43.80%	44.60%	42.10%	39.00%	No target	○	↓

Service Operations

Performance Indicator	2021/22	2022/23	2023/24	2024/25	2025/26	Target	Status	Trend
Primary School Free Meal Uptake (%)	68%	82.80%	68.30%	74.00%	61.45% note 1	Target to be reassessed	●	↓
Secondary School Free Meal Uptake (%)	29.50%	31.90%	39.20%	35.40%	32.08% note 2	Target to be reassessed	●	↑

Average number of MOW delivered per day	705	632	606	618	584	No target	○	↓
Primary School Meal Uptake (%)	58.80%	68%	48.36%	52.00%	51.99% note 3	Target to be reassessed	●	↓
Secondary School Meal Uptake (%)	28.10%	25.70%	29%	33%	29% note 4	37%	●	↓
Food Cost per Meal (Primary Schools) (£)	£0.80	£0.79	£1.15	£1.27	£1.22	£1.27	✔	↑
Food cost per Meal (Secondary Schools) (£)	£1.26	£1.34	£1.65	£1.80	£1.72	£1.80	✔	↑

Review and refinement of suggested KPI will be completed by April 2027. The following are explanation notes to supplement the above KPI table.

Note 1. There are 2 types of free school meals (FSM) – Universal (p1 -p5) and registered (criteria based on assessment of parental income) Between 2024 and 2025, the primary school roll reduced by 661 pupils. Over the same period, the number of pupils entitled to a Universal Free School Meal (P1-P5) reduced by 589. Other factors may include manual data being input incorrectly, pupil attendance, packed lunches, and eating-at-home patterns. Officers will examine further.
Note 2. The access to FSM eligibility is wholly reliant on parents to submit their information. Perhaps a better measure may be the number of pupils taking meals and compare with the number of successful FSM assessments. Officers will consider further and be mindful of any statutory data needs.
Note 3. P1-P5 pupils are eligible for universal free school meals (UFSM). P6 & P7 are a combination of assessed school meals and paid meals. There is merit to consider developing KPI that separately describe UFSM, P6-P7 FSM, P6 & P7 meal take up.
Note 4. The indicator converts sales (£) to estimated meals using the £2.60 meal price. This is misleading. As fictious example, each pupil in 1,500 place school purchases £1.50 of goods. This converts into 865 meals - whereas 1,500 pupils were served. A better KPI might be to cite the number of transactions compared to the school roll. So, in the example, there is a 100% take-up under the proposed KPI whereas under the old methodology suggests a 57% take-up. FMS may consider pupils' mean spend and morning and lunchtime transactions.