

# Report Back on Facilities Management – Custodial Services

**Date:** May 25, 2023

**To:** General Government Committee

**From:** Deputy City Manager, Corporate Services

**Wards:** All

## SUMMARY

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This report provides supplementary details on Corporate Real Estate Management's (CREM) custodial services, including the current cleaning approach under the ModernTO program, historical and current staffing information, and the use of contracted cleaning services, as directed during the May 2023 City Council meeting for the Deputy City Manager, Corporate Services to report back on:

- a. the cleaning approach for the Return to Work under ModernTO's desk and space sharing plan which takes post -pandemic requirements into consideration;
- b. whether recommendations 10 and 11 of Item 2012.GM12.21 remain in force or whether they need to be reconfirmed by City Council;
- c. a breakdown of the cleaners and supervisors hired by Corporate Real Estate Management between 2012 and 2023 including whether they are part-time or full-time; and
- d. a yearly breakdown of the number of Corporate Real Estate Management operated buildings for which the cleaning is sub-contracted from 2012 to 2023.

## RECOMMENDATIONS

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The Deputy City Manager, Corporate Services recommends that:

1. City Council receive this report for information.

## FINANCIAL IMPACT

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There are no financial implications as a result of adopting this report.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as identified in the Financial Impact Section.

## DECISION HISTORY

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At its meeting on May 10<sup>th</sup>, 2023, City Council adopted with amendments Item GG3.16 "Report Back on Facilities Management Services" which reported back on a directive for the City Manager and Deputy City Manager, Corporate Services to immediately pause the reduction in service levels at City Hall, Metro Hall and all Civic Centers to review the impact of service hour changes, and provided direction for staff to report back to the May 30, 2023 Government General Committee on the Return to Work cleaning approach under ModernTO, whether recommendation 10 and 11 of Item 2012.GM12.21 remain in force and details on staff hired and City buildings serviced by sub-contractors between 2012 and 2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.GG3.16>

At its meeting on March 29, 2023, City Council considered the March 2<sup>nd</sup> letter from Councillor Paula Fletcher. It adopted its recommendations without amendment under GG2.27 "Determining Impact of Service Hours Changes at City Hall, Metro Hall and Civic Center," putting forth a recommendation for action that City Council direct the City Manager and Deputy City Manager, Corporate Services to immediately pause any reduction in service levels at City Hall, Metro Hall and all Civic Centers to review the impact of service hour changes and report findings to the April 20, 2023 meeting of the General Government Committee.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.GG2.27>

At its meeting on January 24, 2023, the Budget Committee adopted Item BU3.1 "2023 Capital and Operating Budgets," which included 2023 capital and operating budget notes for Corporate Real Estate Management that identified key areas for service reductions to be implemented for alignment with the 2023 Budget.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.BU3.1>

On June 29, 2021, the General Government and Licensing Committee adopted Item GL24.17 "Cost Comparison of Custodial Services at City Buildings" which outlined the comparison of the costs for custodial services work being carried out by contracted custodial service providers and custodial services done internally, as directed by GL13.6.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.GL24.17>

On April 26, 2021, the General Government and Licensing Committee adopted Item GL22.12 “Award of Negotiated Request for Proposal Ariba Document Number 2625552649 to Various Suppliers for the Provision of Custodial Services at Various City of Toronto Locations” authorizing the negotiation and entering into separate legal agreements for custodial services for various City locations with Waterford Services, Evripos Janitorial Services Limited, Kleenway Building Maintenance Services Inc. and Kleenway Building Maintenance Services Inc.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.GL22.12>

On June 2, 2020, the General Government and Licensing Committee adopted Item GL13.6 “Award of Negotiated Request for Proposal Ariba Document Number 1960427682 to Kleenway Building Maintenance Services Inc., Impact Cleaning Services Ltd. and ICS Clean Inc. for the Provision of Custodial Services at Various City of Toronto Locations” authorizing the negotiation and entering into separate legal agreements for custodial services for various City locations with Kleenway Building Maintenance Services Inc., Impact Cleaning Services Ltd. and ICS Clean Inc.

<https://secure.toronto.ca/council/agenda-item.do?item=2020.GL13.6>

On December 13, 2016, City Council adopted Item GM16.10 “Award of Request for Proposal No. 0203-16-0091 to TBM Service Group Inc., for Custodial Services for Various City Divisions” authorizing the negotiation and entering into a legal agreement for custodial services for various City Divisions with TBM Service Group Inc.

<https://secure.toronto.ca/council/agenda-item.do?item=2016.GM16.10>

At its meeting on July 12, 2016, the Audit Committee adopted Item AU6.10 “Audit of City Cleaning Services - Part 2: Maximizing Value from Cleaning Contracts” which included recommendations to strengthen the procurement, management, and administration of cleaning contracts.

<https://secure.toronto.ca/council/agenda-item.do?item=2016.AU6.10>

At its meeting on July 4, 2016, the Audit Committee adopted Item AU6.9 “Audit of City Cleaning Services - Part 1: Opportunities to Control Costs, Improve Productivity and Enhance Quality of Cleaning Services” which included recommendations in three key areas, including standardizing cleaning routines and monitoring performance.

<https://secure.toronto.ca/council/agenda-item.do?item=2016.AU6.9>

On May 11, 2015, the Government Management Committee adopted Item GM4.15 “Award of Request for Proposals No. 0203-15-0050 and No. 0203-14-0211 for Custodial Services” authorizing the negotiation and entering into separate legal agreements for custodial services at various City locations with 2033253 Ontario Inc. (o/a Magic Maintenance), TBM Service Group Inc. and Kleenway Building Maintenance Services Inc.

<https://secure.toronto.ca/council/agenda-item.do?item=2015.GM4.15>

At its meeting on April 10, 2012, City Council adopted Item GM12.21 “Council-Directed Follow Up to Community Development Committee Item CD10.2 - the Social Impact of Lower Wage Jobs” which included recommendations related to the approval of cleaning

contracts through the Government Management Committee and prohibiting the use of subcontracting for cleaning contracts.

<https://secure.toronto.ca/council/agenda-item.do?item=2012.GM12.21>

## COMMENTS

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### ***Cleaning Approach under ModernTO***

ModernTO – Workplace Modernization Program is a Council-approved approach to modernize work environments for a changing workforce, rationalize the City's office footprint, and achieve long-term cost savings. As a result of the Workplace Modernization Program, eight existing City-owned properties are to be unlocked and re-purposed to achieve new city building objectives, including affordable housing, City services, and other City priorities. As ModernTO will reduce the overall office footprint by approximately one million square feet, the City introduced the Council-approved hybrid work model which will enable a combination of remote and onsite work that includes co-working spaces with a desk and space sharing plan in City buildings. The hybrid work model provides staff the flexibility to choose a work environment most suitable to the circumstances at hand.

The cleaning approach for ModernTO spaces applies the baseline cleaning standards, delivered across all City buildings and is supplemented by the operational requirements of desk-sharing and increased co-working spaces. Table 1 summarizes the current baseline cleaning routines or tasks for office spaces at City facilities where CREM custodial services are supplied, while Table 2 provides a sample cleaning routine for ModernTO co-working spaces. These standards apply to both in-house and contracted custodial staff (i.e., there is no distinction).

In addition, since the onset of the COVID-19 pandemic, and to supplement the cleaning services the City delivers, CREM provides workstation disinfection kits that may be used by staff at any time to clean individual workspaces as frequently as they may prefer.

*Table 1: Summary of baseline cleaning routine or tasks for office spaces<sup>1</sup>*

| No. | Routine or Task   |
|-----|---|
| 1.  | Vacuum all carpets  |
| 2.  | Dust all horizontal and vertical surfaces   |
| 3.  | Disinfect and clean all high touchpoint areas (doors, door handles, glass, elevator buttons, safety railings, etc.) |
| 4.  | Clean, disinfect and restock all washrooms  |
| 5.  | Sweep and mop stairs  |
| 6.  | Check all dispensers are stocked (hand soap and hand sanitizer)   |
| 7.  | Use a dry and wet mop to clean all hard surface floors  |
| 8.  | Remove and collect all garbage, recycling, and organics   |
| 9.  | Spot wipe visible stains (does not include personal desks and spaces)   |
| 10. | Clean kitchenettes  |

|  |  |
|--|--|
|  | <ul style="list-style-type: none"> <li>• Wipe and disinfect counters, tables and cupboard doors</li> <li>• Wipe exterior of refrigerator/microwave (interior upon request)</li> <li>• Scrub sinks</li> <li>• Remove all garbage, recycling and organics</li> </ul> |
|--|--|

<sup>1</sup> Detailed cleaning routine can be found in Attachment 1

*Table 2: Sample cleaning routines for ModernTO co-working spaces*

| <b>Routine, Task or Area</b>              | <b>Details*</b>   |
|---|---|
| <b>Example 1 – Overall Floor Cleaning</b> | Staff focus on high traffic areas daily, including washrooms and kitchens. Low traffic areas are cleaned once per week.                           |
| <b>Example 2 - Vacuuming</b>              | Vacuum high traffic areas such as hallways and main entrance areas daily and low traffic areas such as meeting rooms and open space once per week |
| <b>Example 3 - Dusting</b>                | Dust low surfaces daily and dust high surfaces such as cubicles, partitions, radiators, fire cabinets and windowsills once per week               |
| <b>Example 4- Desks</b>                   | Wipe down desks and meeting room tables in assigned areas daily.  |

\* All areas of a typical floor will be covered in a week.

## **Prohibition on subcontracting in cleaning contracts remains in force**

On April 10<sup>th</sup>, 2012, City Council adopted Item GM12.21 “Council-Directed Follow Up to Community Development Committee Item CD10.2 - the Social Impact of Lower Wage Jobs” which included recommendations related to the approval of cleaning contracts through the Government Management Committee and prohibiting the use of subcontracting for cleaning contracts. Specifically:

Recommendation 10: City Council direct that prior to the awarding of any further cleaning contracts, the Deputy City Manager and Chief Financial Officer bring the results of the call for proposals to the Government Management Committee for approval.

Recommendation 11: City Council direct that subcontracting in cleaning contracts is not permitted unless there are extenuating circumstances, and the subcontracting has been approved by City Council.

These recommendations remain in force. Since 2012, all cleaning contracts awards have been brought forward to the Government Management Committee or General Government and Licensing Committee for approval. Please refer to the decision history in this report.

The subcontracting of cleaning contracts is strictly prohibited and considered to be a breach of contract without expressly requesting and receiving written consent from the City. The City has not provided consent nor has the City received a request from contractors to subcontract any part of the contracts in place. Between 2012 and 2023,

the City's Fair Wage Office confirms that no subcontracting violations were identified in cleaning contracts.

### **Summary of Cleaners and Supervisors hired by CREM between 2012 and 2023**

Delivery of cleaning services to City buildings requires both full-time and part-time cleaning staff, whose job titles are Heavy Duty Cleaners (HDCs), which includes a combination of in-house and contracted cleaning services. Both full-time and part-time staff perform assigned duties to support the operational requirements of the City, with the part-time staff providing crucial support for organizational flexibility, particularly when the operating requirements fluctuate due to client needs. Part-time staff also help CREM address staffing fluctuations that arise from accommodations, planned time off (such as vacation, parental leave) and significant unplanned staff time off and absenteeism (such as sick days, personal days). Part-time HDCs also support additional maintenance work required on a periodic basis (such as window cleaning, strip and wax services).

Prior to 2019, the City delivered its cleaning services as part of the (former) Facilities Management Division (now CREM). Between 2012 and 2015 a dedicated custodial team was responsible for cleaning services, although between 2016 and 2019, this approach shifted and custodial was integrated within facilities operations, without a dedicated team. In 2019, the formation of the new division, CREM, resulted in a change in leadership with a City Council mandate to manage the City's real estate services using a City-wide service delivery model. Upon review of custodial services, the new leadership recognized an imbalance in the proportion of full-time to part-time cleaning staff within the custodial portfolio. Following an organizational assessment that included a complete analysis and reconfiguration of Facilities Management, custodial services was identified as a core service and changes were made to establish a dedicated unit that could be scaled to support the progression towards a City-wide real estate service delivery model.

Between 2020 and 2022, CREM supported the City's COVID-19 response, however beginning in 2022, it refocused its efforts on continuing organizational realignment. CREM consolidated its custodial staff under a single unit as part of work standardization and is embarking on restoring the balance of full-time and part-time staff. Currently the Custodial Services unit is managed by one Custodial Manager and five Custodial Supervisors. A breakdown of active staffing levels in 2012 and 2023 can be found in Table 3.

*Table 3: Breakdown of the active staffing levels between 2012 and 2023 of custodial staff and custodial supervisors/managers*

| <b>Year</b> | <b>Number of full-time custodial staff</b> | <b>Number of part-time custodial staff</b> | <b>Total number of custodial staff</b> | <b>Total number of custodial supervisors</b> |
|-------------|--|--|--|--|
| 2023        | 53   | 169  | 222                                    | 5  |
| 2012        | 120  | 103  | 223                                    | 9  |

As previously mentioned, part-time staff provide crucial support for organizational flexibility to meet operating requirements that fluctuate and fluctuating staffing levels. Historically and at present, the City faces challenges with absenteeism in the custodial portfolio and the organizational flexibility provided through part-time staff remains essential to meet the City's operational requirements due to these fluctuations. In early May 2023 City Council adopted the recommendation to restore the cleaning hours of part-time custodial staff impacted by work standardization while continuing to implement and maintain the work standardization approach that aligns with the City's operational requirements and the 2023 approved budget. CREM is committed to working collaboratively with Local 79 to address staffing impacts within the custodial services portfolio and identify opportunities for full-time positions as it reviews its custodial services delivery model.

### **City Buildings Serviced by Cleaning Contractors between 2012 and 2023**

City buildings serviced by contracted cleaning services range, as buildings are decommissioned, or temporary space is needed meet seasonal or short-term operational requirements. Table 4 below presents the average number of City buildings serviced by cleaning contractors based on procurement documents issued in those years. Detailed information prior to 2016 has not been located as of yet, however staff expect that the total number of buildings from 2012 to 2016 are similar to 2016. While minor the fluctuations are observed year over years as sites used for City services come on and offline based on client needs, the average number of buildings has remained steady. For comparison, 110 City buildings are serviced by in-house cleaning services.

*Table 4: Number of City Buildings Serviced by Contracted Cleaning Services in 2016, 2020 and 2023*

| <b>Year</b> | <b>Number of City Buildings<br/>(contracted cleaning<br/>services)</b> | <b>Comments</b>  |
|-------------|--|--|
| 2023        | 101  | Current active buildings for standard cleaning services. Additional buildings are related to support COVID-19 pandemic response. |
| 2020        | 95   | Included in Request for Proposal issued in 2020. Some buildings from prior contract no longer required custodial services.       |
| 2016        | 107  | Included in Request for Proposal issued in 2016.   |

### **Conclusion**

As detailed in the report, the City's approach to cleaning services meets the unique operational requirements of the City, including the ModernTO spaces. City Council direction regarding a prohibition on subcontracting in cleaning services remains in force. Finally, as CREM reviews its custodial service delivery model, CREM is committed to working collaboratively with Local 79 to address staffing impacts within the custodial services portfolio and identify opportunities for full-time positions.

## **CONTACT**

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## **SIGNATURE**

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Josie Scioli  
Deputy City Manager, Corporate Services

## **ATTACHMENTS**

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Attachment 1 – Sample Cleaning Routine

## Attachment 1 – Sample Cleaning Routine

### DUTY LISTS

DING: EMS Call Centre  
CLEANER  
DAYS OF WORK: 5  
– 2:30PM

POSITION: FT DAY SHIFT

SHIFT: Mon-Fri 6:00AM

FULL TIME CLEANER #3 AREA OF RESPONSIBILITY: SECOND FLOOR NORTH AND 2<sup>ND</sup> FLOOR SOUTH

#### Break Times

Break 8:00AM – 8:15AM

Lunch 11:00AM – 11:30AM

Break 1:30pm – 1:45pm

#### SAFETY CONSIDERATIONS – REFER to SAFE JOB PROCEDURE in H&S Binder:

| Head/Neck/Face Skin<br>stress/Violence            | Chest/Torso         | Lower extremities/Leg/knees | Mental |
|---|---------------------|-----------------------------|--------|
| Shoulder/Upper Extremity<br>Environmental Factors | Lower back/mid back | Feet/Toes/Ankle             |        |

- **WASHROOMS (x5)**
  - Refill all paper and soap dispensers
  - Dry mop floors
  - Toilets and urinals to be clean and sanitized
    - Clean mirrors, counters, sinks and fixtures
    - Dust toilet partitions daily, dispensers & vents weekly
    - Clean all stainless steel surfaces
    - Collect Garbage
    - Wipe off washroom stall doors
    - Wet mop Floors daily - Remove wet floor signs when dry
    - **Yearly** – Strip & wax floors
- **CHANGE ROOMS/LOCKER ROOMS X3**
  - Refill all paper and soap dispensers
  - Dry mop floors
  - Toilets and urinals to be clean and sanitized
  - Clean mirrors, counters, sinks and fixtures
  - Dust toilet partitions daily
  - Dust Lockers & vents weekly
  - Clean all stainless steel surfaces
  - Dust locker room tops
  - Collect Garbage
    - Wet mop Floors daily - Remove wet floor signs when dry\
    - **Weekly** Disinfect & clean showers
- **KITCHEN/LUNCHROOM/ (x3)**
  - Wipe down counter and clean sinks and fixtures
  - Refill all paper dispensers, check and refill soap dispensers
  - Dust mop Floor
    - Clean inside and out of microwaves
    - Clean table tops, wipe chairs,
    - Dust and wipe outside and top of fridges
    - Clean Fire extinguishers
    - Collect Garbage
    - Wet mop Floors daily - Remove wet floor signs when dry
    - **Yearly** – Strip & wax floors
- **OFFICE AREAS**
  - **Weekly** Dusting of top of cubicles, partitions, radiators, Fire extinguishers, baseboards, computers, window sills, shelves & etc....

- **Daily** Collect Garbage from office areas, Change all soiled bags and wipe any spills daily.
- **Weekly** Vacuum office areas, boardrooms & Common Areas Daily
- **Daily** Clean all glass on doors
- **Daily** Check and clean Boardroom, tidy chairs, wipe tables, dust chairs

**Daily** Sweep & mop stairwells, Clean and Disinfect hand railings - Remove wet floor signs when dry

**Daily** Check hand sanitizer locations and refill when needed

**Daily** Check and clean Boardroom, tidy chairs, wipe tables, dust chairs

## **DAILY CLEANING DUTIES – 2<sup>ND</sup> FLOOR SOUTH BUILDING**

- **WASHROOMS (x2)**
  - Refill all paper and soap dispensers
  - Dry mop floors
  - Toilets and urinals to be clean and sanitized
  - Clean mirrors, counters, sinks and fixtures
  - Dust toilet partitions daily, dispensers & vents weekly
  - Clean all stainless steel surfaces
  - Collect Garbage
  - Wipe off washroom stall doors
  - Wet mop Floors daily - Remove wet floor signs when dry
  - **Yearly** – Strip & wax floors
- **KITCHEN/LUNCHROOM/ (x1)**
  - Wipe down counter and clean sinks and fixtures
  - Refill all paper dispensers, check and refill soap dispensers
  - Dust mop Floor
  - Clean inside and out of microwaves
  - Clean table tops, wipe chairs,
  - Dust and wipe outside and top of fridges
  - Clean Fire extinguishers
  - Collect Garbage
  - Wet mop Floors daily - Remove wet floor signs when dry
  - **Yearly** – Strip & wax floors
- **OFFICE AREAS**
  - **Weekly** Dusting of top of cubicles, partitions, radiators, Fire extinguishers, baseboards, computers, window sills, shelves & etc....
  - **Daily** Collect Garbage from office areas, Change all soiled bags and wipe any spills daily
  - **Weekly** Vacuum office areas, boardrooms & Common Areas Daily
  - **Daily** Clean all glass on doors
  - **Daily** Check and clean Boardroom, tidy chairs, wipe tables, dust chairs

**Daily** Sweep & mop stairwells, Clean and Disinfect hand railings - Remove wet floor signs when dry

**Daily** Check hand sanitizer locations and refill when needed

**Daily** Check and clean Boardroom, tidy chairs, wipe tables, dust chairs

**\*\*\*CHANGE CLEANING CLOTHS AND CLEANING SOLUTION FREQUENTLY AS PER TRAINING\*\*\***

**Complete all assigned requested duties, including special tasks and/or emergency requests by management, report all deficiencies to foreperson.**

### **Equipment Requirements:**

1. Janitor's cart
2. Gloves
3. Ample supply of wet mops, cleaning cloths, Garbage Bags

4. Approved cleaning chemicals
5. Wet floor signs
6. Machines necessary (Ex. Vacuum cleaners, Floor polishers, etc.)

**In Case of Emergencies – Call the following City of Toronto representatives:**

**Claudio Nunes – [Claudio.nunes@toronto.ca](mailto:Claudio.nunes@toronto.ca)**

**IF YOU DISCOVER A FIRE**

- **Follow onsite procedure**

**Chemicals – Material Health and Safety Data Sheets:**

Ensure you are familiar with the locations of the 'SDS' binder for all chemicals or cleaning solutions located on site or in storage.

**Equipment**

Ensure all equipment is in safe operating order. Visually check for damaged wires. Test operate all electro/mechanical equipment daily to ensure such equipment is operating to specification. If any equipment has any operating deficiency, please notify your supervisor immediately.

**Evacuation:**

During evacuation please proceed to the nearest exit. Report to skating rink.

**DO NOT RUN PLEASE WALK**

WAIT FOR INSTRUCTIONS FROM Supervisor – a head count will take place – supervisor will advise security of missing personnel.