

Cork City Council

Quality Assurance Report for 2016

To Be Submitted to the National Oversight Audit Committee in Compliance with
the Public Spending Code

National Oversight and Audit Commission,
NOAC Secretariat,
Custom House,
Dublin 1.

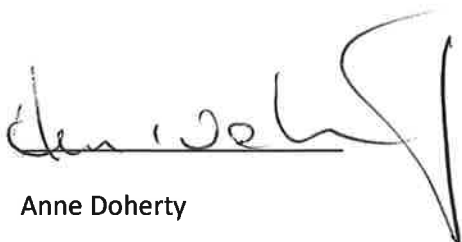
31st May 2017

Dear Sir / Madam,

Re: Certification of Public Spending Code, Quality Assurance Report for Cork City Council 2016

This Quality Assurance Report reflects Cork City Council's assessment of compliance with the Public Spending Code. It is based on the best financial, organisational and performance related information available across the various areas of responsibility.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Anne Doherty', with a long, sweeping flourish extending to the right.

Anne Doherty

Chief Executive, Cork City Council

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1. Introduction

Cork City Council has completed this Quality Assurance (QA) Report as part of its on-going compliance with the Public Spending Code (PSC).

The Quality Assurance procedure aims to gauge the extent to which Cork City Council is meeting the obligations set out in the Public Spending Code. The Public Spending Code ensures that the State achieves value for money in the use of all public funds.

The Quality Assurance Process contains five steps:

- 1. Drawing up Inventories of all projects/programmes at different stages of the Project Life Cycle** (appraisal, planning/design, implementation, post implementation). The three sections are expenditure being considered, expenditure being incurred and expenditure that has recently ended and the inventory includes all capital projects/programmes above €0.5m and all current expenditure as per the annual budget process above €0.5m.
- 2. Publish summary information on website of all procurements in excess of €10m, whether new, in progress or completed.**
- 3. Checklists to be completed in respect of the different stages.** These checklists allow the Council to self-assess their compliance with the code in respect of the checklists which are provided through the PSC document.
- 4. Carry out a more in-depth check on a small number of selected objects / programmes.** A number of projects or programmes are selected to be reviewed more intensively. This includes a review of all projects from ex-post to ex-ante.
- 5. Complete a short report for the Department of Public Expenditure and Reform** which includes the inventory of all projects, the website reference for the publication of procurements above €10m, the completed checklists, the Council's judgement on the adequacy of processes given the findings from the in-depth checks and proposals to remedy any discovered inadequacies.

This report fulfils the fifth requirement of the QA Process for Cork City Council for 2016. Certain projects and programmes included in the project inventory predate Circular 13/13 but were subject to prevailing guidance covering public expenditure prior to that, e.g. the Appraisal and Management of Capital Expenditure Guidelines 2005.

2. Expenditure Analysis

2.1 Inventory of Projects/Programmes

This section details the inventory drawn up by Cork City Council in accordance with the guidance on the Quality Assurance process. The inventory lists all of the Council's projects and programmes at various stages of the project life cycle which amount to more than €0.5m. This inventory is divided between current and capital projects and between three stages:

- A) Expenditure being considered
- B) Expenditure being incurred
- C) Expenditure that has recently ended

Details of the capital projects and revenue programmes included in the inventory for 2016 are set out in Appendix 1. Expenditure included under the Council's revenue programmes has been included in the same heading format as the 2016 adopted Budget approved by the Elected Members of the Council.

Summary of Project / Programme Inventory 2016

Programme Group	Expenditure being considered			Expenditure being incurred			Expenditure recently ended			Total € millions
	> €0.5m	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects	
Housing & Building	€.56m	€.	€131.24m	€44.26m	€.	€76.15m	€.	€.	€1.39m	€253.59m
Road Transportation and Safety	€.	€.	€39.85m	€23.08m	€.	€13.3m	€.	€.	€8.m	€84.22m
Water Services	€.	€.	€7.24m	€10.31m	€.	€.	€.	€.	€.	€17.55m
Development Management	€.	€.	€1.6m	€8.85m	€.	€24.24m	€.	€.	€.	€34.69m
Environmental Services	€.67m	€.	€7.61m	€29.15m	€.	€17.67m	€.	€.	€.	€55.1m
Recreation and Amenity	€.5m	€.	€.	€21.03m	€.	€.	€.	€.	€.	€21.53m
Miscellaneous Services	€.	€.	€.	€2.21m	€.	€.5m	€.	€.	€.	€2.71m
Total	€1.73m	€.	€187.54m	€138.88m	€.	€131.86m	€.	€.	€9.39m	€469.4m
No of Projects / Programmes	3	0	33	36	0	34	0	0	4	110

2.2 Published Summary of Procurements

As part of the Quality Assurance process Cork City Council has published summary information on our website of all procurements in excess of €10m. Listed below is the link to this publication page and an illustration of its location. Two procurements over this value has been undertaken in prior years which still remains valid although no contract has been awarded to date under either. While other projects have a capital value of greater than €10 million no individual procurement has exceeded this amount.

Link to Procurement Publications:

<http://www.corkcity.ie/services/finance/procurementover10million/>

3. Assessment of Compliance

3.1 Checklist Completion: Approach Taken and Results

The third step in the Quality Assurance process involves completing a set of checklists covering all expenditure. The high level checks in Step 3 of the QA process are based on self-assessment by each of the Directorates and Departments within Cork City Council, in respect of guidelines set out in the Public Spending Code. There are seven checklists in total:

Checklist 1: General Obligations Not Specific to Individual Projects/Programmes

Checklist 2: Capital Projects or Capital Grant Schemes Being Considered

Checklist 3: Current Expenditure Being Considered

Checklist 4: Capital Expenditure Being Incurred

Checklist 5: Current Expenditure Being Incurred

Checklist 6: Capital Expenditure Completed

Checklist 7: Current Expenditure Completed

(a) In addition to the self-assessed scoring, the majority of answers are accompanied by explanatory comments. Each question in the checklist is judged using the following scoring mechanism:

- I. Scope for significant improvements = a score of 1
- II. Compliant but with some improvement necessary = a score of 2
- III. Broadly compliant = a score of 3

Checklist 1 – To be completed in respect of general obligations not specific to individual projects/programmes

General Obligations not specific to individual projects/ programmes	Self-Assessed Compliance Rating: 1 - 3	Discussion/Action Required
1.1 Does the local authority ensure, on an on-going basis, that appropriate people within the authority and its agencies are aware of the requirements of the Public Spending Code (incl. through training)?	3	Procedures for obtaining a Capital Budget mirror the PSC
1.2 Has training on the Public Spending Code been provided to relevant staff within the authority?	3	Relevant staff attended formal training in 2016
1.3 Has the Public Spending Code been adapted for the type of project/programme that your local authority is responsible for? i.e., have adapted sectoral guidelines been developed?	3	Yes
1.4 Has the local authority in its role as Sanctioning Authority satisfied itself that agencies that it funds comply with the Public Spending Code?	N/A	No Funding provided by CCC in that Capacity
1.5 Have recommendations from previous QA reports (incl. spot checks) been disseminated, where appropriate, within the local authority and to agencies?	3	Yes
1.6 Have recommendations from previous QA reports been acted upon?	2	New procedures and template documents provided to aid implementation
1.7 Has an annual Public Spending Code QA report been certified by the local authority's Chief Executive, submitted to NOAC and published on the authority's website?	3	Yes
1.8 Was the required sample of projects/programmes subjected to in-depth checking as per step 4 of the QAP?	3	Yes
1.9 Is there a process in place to plan for ex post evaluations/Post Project Reviews? Ex-post evaluation is conducted after a certain period has passed since the completion of a target project with emphasis on the effectiveness and sustainability of the project.	1	A template document has been drawn up to facilitate Post Project Reviews
1.10 How many formal Post Project Review evaluations have been completed in the year under review? Have they been issued promptly to the relevant stakeholders / published in a timely manner?		No Post Project Reviews were completed in 2016
1.11 Is there a process to follow up on the recommendations of previous evaluations/Post project reviews?	1	No defined process is in place.
1.12 How have the recommendations of previous evaluations / post project reviews informed resource allocation decisions?	2	Resource allocation decisions has been informed informally

Checklist 2 – To be completed in respect of capital projects/programmes & capital grant schemes that were under consideration in the past year

Capital Expenditure being Considered – Appraisal and Approval	Self-Assessed Compliance Rating: 1 - 3	Comment/Action Required
2.1 Was a preliminary appraisal undertaken for all projects > €5m?	3	Yes
2.2 Was an appropriate appraisal method used in respect of capital projects or capital programmes/grant schemes?	3	Yes but the Appraisal process had not commenced for all local projects under consideration
2.3 Was a CBA/CEA completed for all projects exceeding €20m?	N/A	
2.4 Was the appraisal process commenced at an early stage to facilitate decision making? (i.e. prior to the decision)	3	Appraisal is required internally before any decision is made to allocate funding
2.5 Was an Approval in Principle granted by the Sanctioning Authority for all projects before they entered the planning and design phase (e.g. procurement)?	3	Yes
2.6 If a CBA/CEA was required was it submitted to the relevant Department for their views?	N/a	
2.7 Were the NDFA consulted for projects costing more than €20m?	N/a	
2.8 Were all projects that went forward for tender in line with the Approval in Principle and, if not, was the detailed appraisal revisited and a fresh Approval in Principle granted?	2	Generally in line but some improvements necessary
2.9 Was approval granted to proceed to tender?	3	Yes
2.10 Were procurement rules complied with?	3	Yes
2.11 Were State Aid rules checked for all supports?	3	Yes where relevant
2.12 Were the tenders received in line with the Approval in Principle in terms of cost and what is expected to be delivered?	3	Yes
2.13 Were performance indicators specified for each project/programme that will allow for a robust evaluation at a later date?	2	Room for improvement in specifying and measure against KPIs
2.14 Have steps been put in place to gather performance indicator data?	2	

Checklist 3 – To be completed in respect of new current expenditure under consideration in the past year

Current Expenditure being Considered – Appraisal and Approval	Self-Assessed Compliance Rating: 1 - 3	Comment/Action Required
3.1 Were objectives clearly set out?	3	Set out in the Service Delivery Plan & Budget Process
3.2 Are objectives measurable in quantitative terms?	2	Service Level Indicators in Place
3.3 Was a business case, incorporating financial and economic appraisal, prepared for new current expenditure?	2	Considered as part of Statutory Budgetary Process
3.4 Was an appropriate appraisal method used?	2	Appraised versus competing priorities in Budgetary Process
3.5 Was an economic appraisal completed for all projects exceeding €20m or an annual spend of €5m over 4 years?	N/A	
3.6 Did the business case include a section on piloting?	N/A	
3.7 Were pilots undertaken for new current spending proposals involving total expenditure of at least €20m over the proposed duration of the programme and a minimum annual expenditure of €5m?	N/A	
3.8 Have the methodology and data collection requirements for the pilot been agreed at the outset of the scheme?	N/A	
3.9 Was the pilot formally evaluated and submitted for approval to the relevant Department?	N/A	
3.10 Has an assessment of likely demand for the new scheme/scheme extension been estimated based on empirical evidence?	N/A	
3.11 Was the required approval granted?	Yes	Under Annual Budget Process
3.12 Has a sunset clause (as defined in section B06, 4.2 of the Public Spending Code) been set?	N/A	
3.13 If outsourcing was involved were procurement rules complied with?	N/A	
3.14 Were performance indicators specified for each new current expenditure proposal or expansion of existing current expenditure programme which will allow for a robust evaluation at a later date?	2	Expansion of existing expenditure has been relatively minor
3.15 Have steps been put in place to gather performance indicator data?	2	Mainly under existing Service Level Indicators

Checklist 4 – To be completed in respect of capital projects/programmes & capital grants schemes incurring expenditure in the year under review

Incurring Capital Expenditure	Self-Assessed Compliance Rating: 1 - 3	Comment/Action Required
4.1 Was a contract signed and was it in line with the Approval in Principle?	3	
4.2 Did management boards/steering committees meet regularly as agreed?	3	Yes
4.3 Were programme co-ordinators appointed to co-ordinate implementation?	3	Yes but in some cases no formal appointments were made
4.4 Were project managers, responsible for delivery, appointed and were the project managers at a suitably senior level for the scale of the project?	3	Yes Project Mangers appointed appropriate to scale of project
4.5 Were monitoring reports prepared regularly, showing implementation against plan, budget, timescales and quality?	2	Formal reporting as described could be improved upon
4.6 Did projects/programmes/grant schemes keep within their financial budget and time schedule?	2	Scope changes and contractual issues resulted in financial / time implications
4.7 Did budgets have to be adjusted?	2	Yes
4.8 Were decisions on changes to budgets / time schedules made promptly?	2	Not in all cases
4.9 Did circumstances ever warrant questioning the viability of the project/programme/grant scheme and the business case incl. CBA/CEA? (exceeding budget, lack of progress, changes in the environment, new evidence, etc.)	3	Yes, viability of one project was reconsidered due to funding issues
4.10 If circumstances did warrant questioning the viability of a project/programme/grant scheme, was the project subjected to adequate examination?	3	Yes
4.11 If costs increased was approval received from the Sanctioning Authority?	3	Yes as required
4.12 Were any projects/programmes/grant schemes terminated because of deviations from the plan, the budget or because circumstances in the environment changed the need for the investment?		No

Checklist 5 – To be completed in respect of current expenditure programmes incurring expenditure in the year under review

Incurring Current Expenditure	Self-Assessed Compliance Rating: 1 -3	Comment/Action Required
5.1 Are there clear objectives for all areas of current expenditure?	3	Yes. Spending Programme Defined as part of the Annual Budget process
5.2 Are outputs well defined?	2	National KPIs are in place for Local Government
5.3 Are outputs quantified on a regular basis?	2	Service Level Indicators (KPIs) are established each year for specific services
5.4 Is there a method for monitoring efficiency on an on-going basis?	2	Annual reporting on Service Level indicators
5.5 Are outcomes well defined?	2	Well defined for certain Programmes, more subjective for others
5.6 Are outcomes quantified on a regular basis?	2	Yes for major Programmes
5.7 Are unit costings compiled for performance monitoring?	2	For certain services
5.8 Are other data compiled to monitor performance?	2	Yes for internal reporting purposes
5.9 Is there a method for monitoring effectiveness on an on-going basis?	1	Only for certain programmes
5.10 Has the organisation engaged in any other 'evaluation proofing' ¹ of programmes/projects?	1	Limited

¹ Evaluation proofing involves checking to see if the required data is being collected so that when the time comes a programme/project can be subjected to a robust evaluation. If the data is not being collected, then a plan should be put in place to collect the appropriate indicators to allow for the completion of a robust evaluation down the line.

Checklist 6 – To be completed in respect of capital projects/programmes & capital grant schemes discontinued and/or evaluated during the year under review

Capital Expenditure Recently Completed	Self-Assessed Compliance Rating: 1 - 3	Comment/Action Required
6.1 How many post project reviews were completed in the year under review?		None
6.2 Was a post project review completed for all projects/programmes exceeding €20m?	N/A	
6.3 Was a post project review completed for all capital grant schemes where the scheme both (1) had an annual value in excess of €30m and (2) where scheme duration was five years or more?	N/A	
6.4 Aside from projects over €20m and grant schemes over €30m, was the requirement to review 5% (Value) of all other projects adhered to?	2	
6.5 If sufficient time has not elapsed to allow for a proper assessment, has a post project review been scheduled for a future date?	2	
6.6 Were lessons learned from post-project reviews disseminated within the Sponsoring Agency and to the Sanctioning Authority? (Or other relevant bodies)	2	Not formally
6.7 Were changes made to practices in light of lessons learned from post-project reviews?	2	Changes were made but at local levels only
6.8 Were project reviews carried out by staffing resources independent of project implementation?	1	Generally no

Checklist 7 – To be completed in respect of current expenditure programmes that reached the end of their planned timeframe during the year or were discontinued

Current Expenditure that (i) reached the end of its planned timeframe or (ii) was discontinued	Self-Assessed Compliance Rating: 1 - 3	Comment/Action Required
7.1 Were reviews carried out of current expenditure programmes that matured during the year or were discontinued?	N/A	No such programmes in 2016
7.2 Did those reviews reach conclusions on whether the programmes were efficient?	N/A	No such programmes in 2016
7.3 Did those reviews reach conclusions on whether the programmes were effective?	N/A	No such programmes in 2016
7.4 Have the conclusions reached been taken into account in related areas of expenditure?	N/A	No such programmes in 2016
7.5 Were any programmes discontinued following a review of a current expenditure programme?	N/A	No such programmes in 2016
7.6 Were reviews carried out by staffing resources independent of project implementation?	N/A	No such programmes in 2016
7.7 Were changes made to the organisation's practices in light of lessons learned from reviews?	N/A	No such programmes in 2016

3.2 Main Issues Arising from Checklist Assessment

The completed checklists show the extent to which Cork City Council believes that it complies with the Public Spending Code. They show the result of a self assessment exercise completed by the various Directorates and Departments of the Council. Overall, the checklists show a good level of compliance with the Code.

Checklist 1 shows that Cork City Council is meeting the requirements of the code and Quality Assurance reporting. In 2016 external training has been provided to the Council staff on the Public Spending Code and how it must be applied to all capital projects and revenue programmes. While the Council has a standard operating procedure that includes the requirement to carry out post project reviews, no reviews have been completed during the year for projects with recently ended expenditure in 2016. During the year four capital projects ended, one Housing related and three Roads related projects.

Capital projects under consideration in 2016 showed a good level of compliance with the code, however not all projects had an appropriate level of appraisal completed by year end. Identifying appropriate performance indicators and gathering the data to measure and support subsequent evaluation is proving challenging for project owners.

For capital projects incurring expenditure in 2016 the checklist indicates that project structures and monitoring procedures were put in place and that changes in circumstances were being dealt with. Projects did however overrun their financial budgets and time schedules resulting in an adjustment of original budgets in some cases.

For Current Expenditure programmes covered under checklist 3, 5 and 7 there were no new programmes and only three extended programmes under consideration for 2017 which were subsequently approved and included in the 2017 Budget. The programmes included in the Project Inventory under Expenditure Being Incurred are in respect of programmes that had expenditure greater than €0.5m in 2016. This expenditure was approved in 2016 during the annual statutory budget setting process covering the year 2017.

3.3 In-Depth Checks

The Council's Internal Audit function carried out the in-depth checks required under Step 4 of the Quality Assurance process. For 2016 two projects / programmes were selected, one from a Current Expenditure programme with Expenditure being Incurred and a Capital Project also under Expenditure Being Incurred on the Project Inventory. The In-Depth Checks included covering a total of 0.92% of overall capital project/ programme costs. A more detailed breakdown of the % covered is provided in the detailed audit reports.

Details of the checks are as follows:

In Depth Checks 2016	€ millions
Revenue Programme - Expenditure being Incurred	
Kinsale Road Landfill Operation and Recycling Operation	2.12
Capital Project - Expenditure being Incurred	
Blackrock Harbour and Village Project	2.20
Total Value of In-depth Reviews	4.32
Total Project Inventory 2016	469.4
% Reviewed	0.92%

Revenue Programme - Expenditure being Incurred

Programme Selected: Kinsale Road Landfill Operation and Recycling Operation

For the purpose of the in-depth checks requirement, Internal Audit chose a sample of one current expenditure programme representing 1% of overall current expenditure being incurred. Overall, the current expenditure programme under review – Kinsale Road Landfill Operation and Recycling Operation is well managed and it is reasonable to conclude that Cork City Council is in compliance with the Public Spending Code. Cork City Council operated a municipal waste landfill Site at Kinsale Road from early 1960's to 2009 when the facility closed to landfill waste. Since ceasing landfill operations, the objective of the facility is to comply with Waste Management Regulations (Historic Site), to generate power from landfill gas combustion, provide facilities for household waste, recycling and WEEE collection, and to operate the Cork City Council Civic Amenity Site – Tramore Valley Park. Management of the facility have expressed an understanding of the requirement to actively monitor against plans, expectations and budgets and to ensure value for money is obtained where required.

While Internal Audit are satisfied that the current expenditure programme under review is suitably managed, a number of observations were made with regards to Cork City Council's practices and methodologies for evaluating, monitoring and assessing current expenditure. A summary of recommendations are as follows;

- Management should consider the Public Spending Code guidelines B06. Appraisal and Planning Appraising Current Expenditure as best practice guidelines for new programme current expenditure (see page 83 for obligations for new current expenditure)
- Logic Model Mapping should be considered for all current expenditure programmes over €0.5m. This Programme Logic Model (PLM) is a standard evaluation tool which defines the objectives, inputs, activities, outputs and impacts of a programme or project.
- Review and enhancement of departmental/ section performance indicators on a regular basis to provide relevant management information.
- Prepare an annual and multi annual VFM & Policy Reviews (VFMPRs) schedule and conduct reviews accordingly. This would provide a review of strategic programmes over a prescribed period as outlined in the Public Spending Code guidelines.

Capital Project - Expenditure being Incurred

Capital Project Selected: Blackrock Harbour and Village Project

For the purpose of the in-depth checks requirement, Internal Audit chose a sample of one smaller scale capital expenditure project representing 1% of overall capital expenditure being incurred. In line with public spending code requirements, over a 3 year period, Internal Audit has reviewed on average 10% of capital projects incorporating all stages of the project life cycle and every scale of project. Previous years we have reviewed larger scale project and all life cycles.

Overall, the capital expenditure project under review – Blackrock Village Project is well managed and it is reasonable to conclude that Cork City Council is in compliance with the Public Spending

Code. The main aim of the project is to promote the regeneration of the centre of Blackrock Village through the development and improvement of Blackrock Harbour and surrounding environs. For the purpose of this in-depth review, we examined Phase 1 of a multi-phased project.

While Internal Audit are satisfied that the capital expenditure project under review is suitably managed, a number of observations were made with regards to Cork City Council's practices and methodologies for appraising, monitoring and reviewing capital expenditure. A summary of recommendations are as follows;

- Management should update the current Standard Operating Procedures for the Appraisal and Management of Projects which is in line with the requirements of the 2005 Department of Finance Guidelines on Appraisal and Management of Capital Expenditure Proposals in the Public Sector to reflect the Public Spending Code.
- A detailed implementation plan/ programme of works should be included in the project brief or a project execution plan in line with the SOP should be completed. It is recommended that a detailed project brief be completed for the whole life of the project rather than on a phase by phase basis.
- Formal monitoring reports should be prepared, showing implementation against plan, timescales and quality for all capital projects.
- Ensure that post project reviews are undertaken within a reasonable timeframe and that in the case of multi-phased projects a post project review should be completed after each phase rather than over the lifetime of the project.

4. Next Steps: Quality Assurance Process

Since last year's report a number of actions have been taken to improve weaknesses identified in that report. Project Managers are now required to complete the quality assurance checklists for each capital project they undertake, as part of the ongoing project documentation. The checklists are required to be completed as the project progresses to ensure all aspects of compliance are considered and appropriate action taken. A template for post project reviews has been explained to project owners and reissued to facilitate the formal dissemination of lessons learnt. The need for close financial management and the timely anticipation of overruns and pre approval of same has been stressed in presentations addressed to project owners.

In relation to the 2016 Project Inventory many projects predate the above actions and still display some of the weaknesses covered in the 2015 report. Over time as projects currently under consideration move to the next phase the benefits will be seen.

The In-depth Checks carried out by internal audit found that the programme and project selected were well managed and concluded that they were in compliance with the Public Spending Code. Nonetheless a number of observations and recommendations were made. These recommendations and the inadequacies identified in completing the checklists will be actioned in 2017

5. Conclusion

The inventory outlined in this report lists the capital expenditure that is being considered, being incurred, and that has recently ended. Cork City Council has published details of all procurements in excess of €10 million on its website. The checklists completed by the organisation show a satisfactory level of compliance with the Public Spending Code. The in-depth checks carried out on a selection of programmes revealed no major issues which would cast doubt on the Council's compliance with the Code. However the Quality Assurance Process has identified areas where the Council can improve both at a broad level in implementing the Code and in specific areas across all three expenditure categories.

Appendix 1

Inventory of Projects and Programmes above €0.5m

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current	Capital				> €0.5m			> €0.5m		
	> €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name			€0.5 - €5m	€5 - €20m	€20m plus						
CORK CITY COUNCIL											
Housing & Building	€.56m	€.m	€7.37m	€22.3m	€101.57m	€44.26m	€.m	€76.15m	€.m	€.m	€1.39m
SCAVANGE, SHUTTER, DEMO, D. RE											€1.39m
CAS - GALTAN PROPERTIES 12/13								€1.33m			
CORK NORTH WEST REGENERATION (CNWR) PROJECT								€12.49m			
PHASE 1A DESIGN (CNWR)								€3.95m			
PHASE 1B DEVT. (PROJECT 4-7) CNWR								€6.1m			
CNWQR PH. 2A (DECANT/ENABLING)								€1.02m			
CNWQR PH 2A DESIGN & CONSTRUCT								€10.22m			
SOCIAL & COMMUNITY (CNWR)			€.9m								
FABRIC UPGRADE								€5.8m			
DEANROCK CONSTRUCTION				€15.8m							
REFURB DEANROCK-TOGHER								€1.19m			
28/29 DUBLIN STREET								€.78m			
SPRING LANE UPGRADE WORKS								€.64m			
3 INFILL UNITS CHURCHFIELD PL								€.54m			

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current	Capital				> €0.5m			> €0.5m		
	> €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name			€0.5 - €5m	€5 - €20m	€20m plus						
27 WASHINGTON ST& 5/6 JAMES ST								€0.61m			
REVOLVING FUND VACANT HOUSING. REPAIRS								€0.62m			
BLACKPOOL VILLAGE GREEN LANE								€0.94m			
50 UNITS BOYCES STREET								€11.5m			
GALTAN 19/20 COVE STREET								€0.86m			
67/68 ST. JOHN'S WELL			€1.24m								
HOUSING VOIDS PROGRAMME 2016								€6m			
ARD BHAILE GLENAMOY LAWN ENERG								€0.81m			
40 UNITS GERALD GRIFFIN ST								€10.76m			
SOCIAL HOUSING ACQUISITIONS					€38.82m						
SOCIAL HOUSING STRATEGY PROJECTS					€62.76m						
Respond St. Vincents Convent			€4.45m								
Respond Thomas Davis St				€6.5m							
TRAVELLER ACCOMMODATION UNIT			€0.78m								
A01 MAINT/IMP LA HOUSING UNITS						€15.14m					
A02 HOUSING ASSESS, ALLOC & TRANSFER						€0.76m					
A03 HOUSING RENT & TENANT PURC ADM						€1.02m					
A04 HOUSING COMM DEVELOP SUPPORT						€5.88m					
A05 ADMIN OF HOMELESS SERVICE						€6.13m					
A06 SUPPORT TO HOUSING CAPITAL PRO						€2.22m					
A07 RAS PROGRAMME	€0.56m					€9.57m					

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current	Capital				> €0.5m			> €0.5m		
	> €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name			€0.5 - €5m	€5 - €20m	€20m plus						
A08 HOUSING LOANS						€1.17m					
A09 HOUSING GRANTS						€2.38m					
Road Transportation and Safety	€.m	€.m	€26.42m	€13.43m	€.m	€23.08m	€.m	€13.3m	€.m	€.m	€8.m
CURRAHEEN BRIDGE			€.7m								
MCCURTAIN ST PUBLIC TRANSPORT IMPROVEMENTS			€4.5m								
CITY CENTRE PUBLIC TRANSPORT IMPROVEMENTS								€4.8m			
HARLEY STREET BRIDGE			€3.5m								
BLACKROCK HARBOUR REMEDIATION								€2.2m			
PARNELL PLACE IMPROVEMENT SCHEME											€2.8m
CYCLE ROUTE UCC TO CITY CENTRE											€2.5m
HOLLYHILL ACCESS ROAD											€2.7m
BARRACK ST RENEWAL PHASE II								€1.3m			
KENT STATION TO CITY CENTRE PHASE 2								€3.2m			
BALLYVOLANE TO CITY CENTRE CYCLE								€.65m			
SKEHARD RD-CHURCH RD JUNCTION								€.5m			
MAHON POINT BUS GATE & WALKWAY								€.65m			
BESSBORO RD JUNCTION TO ST.MICHAELS DRIVE			€3.8m								
BOREENMANNA RD TO CHURCHYARD LANE			€1.6m								
CAR PARKS REFURBISHMENT			€2.1m								
DEPOTS Upgrade			€.75m								

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current	Capital				> €0.5m			> €0.5m		
	> €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name			€0.5 - €5m	€5 - €20m	€20m plus						
CLONTARF BRIDGE REHABILITATION CONTRACT			€2.1m								
Curraheen Bridge Renewal			€0.65m								
City Gate to Mahon Point Bus Gate			€0.74m								
Bessboro Road Junction to St Michael's Drive			€3.84m								
Borreenmanna Rd to Churchyard Lane			€1.63m								
NTA Projects				€13.43m							
REFURB-PUBLIC LIGHTING			€0.51m								
B01 NP ROAD - MAINTENANCE & IMPROVEMENT						€0.56m					
B04 LOCAL ROAD - MAIN&IMPROVE						€8.34m					
B05 PUBLIC LIGHTING						€2.59m					
B06 TRAFFIC MANAGEMENT IMPROVE						€4.71m					
B08 ROAD SAFETY PROMO/EDUCATION						€0.81m					
B09 CAR PARKING						€4.89m					
B10 SUPPORT TO ROADS CAPITAL PROG						€1.17m					
Water Services	€0.m	€0.m	€1.24m	€6.m	€0.m	€10.31m	€0.m	€0.m	€0.m	€0.m	€0.m
Flood Defence & Public Realm (Morrison's Island)				€6.m							
IRISH WATER CAPITAL OFFICE			€0.64m								
MONAHAN ROAD DRAINAGE PROJECT			€0.6m								
C01 WATER SUPPLY						€6.15m					
C02 WASTE WATER TREATMENT						€4.16m					

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current	Capital				> €0.5m			> €0.5m		
	> €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name			€0.5 - €5m	€5 - €20m	€20m plus						
Development Management	€.m	€.m	€.m	€1.6m	€.m	€8.85m	€.m	€24.24m	€.m	€.m	€.m
BOOLE HOUSE REDEVELOPMENT								€.61m			
STAPLETON HOUSE								€.88m			
8&9 PARNELL PLACE								€1.25m			
WAYFINDING				€.6m							
ENGLISH MARKET ROOF REPAIRS				€1.m							
EVENTS CENTRE								€21.5m			
D01 FORWARD PLANNING						€1.31m					
D02 DEVELOPMENT MANAGEMENT						€2.06m					
D03 ENFORCEMENT						€.65m					
D05 TOURISM DEVELOPMENT&PROMOTION						€.7m					
D06 COMMUNITY&ENTERPRISE FUNCTION						€1.54m					
D09 ECONOMIC DEVELOPMENT&PROMOTION						€2.59m					
Environmental Services	€.67m	€.m	€7.61m	€.m	€.m	€29.15m	€.m	€17.67m	€.m	€.m	€.m
DEVELOPMENT OF MARINA PARK								€5.3m			
LANDFILL VOID SPACE CONTRACT 9								€10.02m			
ELECTRICITY GEN. AT KINSALE RD								€1.25m			
MONAHAN RD ENVIRON ENHANCEMENT								€1.1m			
St Finbarr's Cemetery Columbarium Wall			€1.08m								
Bells Field			€1.51m								
Blackrock Harbour Park			€1.6m								

Local Authority	Expenditure being considered					Expenditure being incurred			Expenditure recently ended		
	Current > €0.5m	Capital Grant Schemes > €0.5m	Capital Projects			> €0.5m			> €0.5m		
			€0.5 - €5m	€5 - €20m	€20m plus	Current Expenditure	Capital Grant Schemes	Capital Projects	Current Expenditure	Capital Grant Schemes	Capital Projects
Local Authority Name											
Mahony's Ave Pk			€0.75m								
North West Pk (Kilmore Rd)			€1.58m								
Bishop Lucey Park			€1.1m								
E01 LANDFILL OPERATION & AFTERCARE						€2.12m					
E02 RECOVERY&RECYC FACILITIES OPS						€1.21m					
E06 STREET CLEANING						€7.22m					
E09 MAINTENANCE OF BURIAL GROUNDS						€1.26m					
E10 SAFETY OF STRUCTURES & PLACES						€0.67m					
E11 OPERATION OF FIRE SERVICE	€0.67m					€15.08m					
E12 FIRE PREVENTION						€1.59m					
Recreation and Amenity	€0.5m	€0.0m	€0.0m	€0.0m	€0.0m	€21.03m	€0.0m	€0.0m	€0.0m	€0.0m	€0.0m
F01 LEISURE FACILITIES OPERATIONS						€1.22m					
F02 OP OF LIBRARY&ARCHIVE SERVICE						€7.05m					
F03 OUTDOOR LEISURE AREA OPERATION	€0.5m					€8.97m					
F04 COMM,SPORT&REC DEVELOPMENT						€1.27m					
F05 OPERATION OF ARTS PROGRAMME						€2.51m					
Miscellaneous Services	€0.0m	€0.0m	€0.0m	€0.0m	€0.0m	€2.21m	€0.0m	€0.5m	€0.0m	€0.0m	€0.0m
BPI CRM INITIATIVE								€0.5m			
H05 OP OF MORGUE&CORONER EXP						€0.85m					
H09 LOCAL REPRES/CIVIC LEADERSHIP						€1.36m					
Total	€1.73m	€0.0m	€42.64m	€43.33m	€101.57m	€138.88m	€0.0m	€131.86m	€0.0m	€0.0m	€9.39m

Appendix 2
In-Depth Checks Detailed Reports 2016

Quality Assurance – In Depth Check

Section A: Introduction

This introductory section details the headline information on the programme or project in question.

Programme or Project Information	
Name	Kinsale Road Landfill Operation and Recycling Operations
Detail	Incurring current expenditure in order to comply with the requirements associated with the Waste Licence Regulations for a historic landfill site and reporting to the Environmental Protection Agency (EPA).
Responsible Body	Cork City Council
Current Status	Current Expenditure Being Incurred.
Start Date	Early 1960's
End Date	As this is current expenditure, there is no envisaged end date (EPA requirements for a minimum of 30 years post closure – circa 2039)
Overall Cost	€1,781,969 ² (2016)

² Total cost is for current expenditure incurred in 2016 €1.312m plus budgeted support costs of €469k. Inventory is prepared in line with budget mapping and includes a loan charge of €500k – actual current expenditure reviewed is made up of codes across **E01 Landfill Operation & Aftercare** €2,116,300, **E02 Recovery & Recycling Facilities Operations** €1,214,100 (as per inventory)

Project Description

Waste landfill ceased at the Kinsale Road facility in mid 2009. Following cessation of waste disposal, landfills continue to pose an environmental risk and as such require proper closure, restoration and aftercare to minimise environmental impact. Landfills that are subject to high standards of closure, restoration and aftercare have the potential to provide amenity value, e.g. through the development of sports pitches or areas of nature conservation which is the case for Cork City Council. Significant investment was required to fund the closure and restoration of the landfill and it is important that adequate future financial provision is made for its aftercare.

Kinsale Road site occupies an area of 70 hectares which includes the existing Park and Ride Area which is located west of the main landfill and the South City Link Road. In accordance with the Tramore Valley Park Masterplan 2012, a public park will continue to operate on the site in to the future. In accordance with the EPA licence, a decommissioning programme has resulted in the provision of an engineered cap to 35 hectares of the site. The capping of this area and other works commenced in December 2013 and was completed in Q2 2015 – capital works expenditure.

The closed landfill is subject to a very strict Environmental Protection Agency (EPA) licence which requires the Council to deal with the various emissions arising from the 3 million tonnes land filled over the past 50 years. This includes the ongoing management, environmental monitoring and maintenance of the facility (leachate treatment, gas collection, landfill monitoring etc.) in accordance with all conditions of the EPA licence. The Central Laboratory located at the former landfill site is charged with statutory monitoring of drinking water, surface water, air quality, noise quality etc, throughout the city as well as providing expertise for ensuring Kinsale Road Landfill site's EPA licence conditions are complied with.

Even though the landfill site is now closed it will continue to emit gas and leachate (water that has passed through the landfill) for approximately 20 years since closure on a reducing scale. The EPA licence conditions require the Council to extract, collect and treat landfill gas generated on site from the decomposing waste. Cork City Council, as an energy consumer, has an obligation to reduce its energy consumption by 33% by the year 2020. Consequently, landfill gas is collected on site and used for the generation of electricity which is fed into the national grid. This aims to offset the electricity units generated against its energy reduction obligations. The project is a collaboration between Cork City Council, The Department of Communications, Energy and Natural Resources (who are providing ongoing support for the sale of electricity under the REFIT scheme), and the energy supplier. It is envisioned that the electricity generated meets the requirements of 500 houses on an ongoing basis until 2021. Collection and treatment of landfill gas is operated by a third party contractor procured through e-tenders. All plant and equipment in relation to generating output is leased.

The site also operates Recycling collection points and WEEE collection points in line with WEEE Ireland & European Recycling Platform (ERP) Compliance Schemes.

Section B - Step 1: Logic Model Mapping

As part of this In-Depth Check, Internal Audit have completed a Programme Logic Model (PLM) for the Kinsale Road Historic Landfill Operation and Recycling Operations. A PLM is a standard evaluation tool and further information on their nature is available in the [Public Spending Code](#).

Objectives	Inputs	Activities	Outputs	Outcomes
<p>Current expenditure being incurred for Waste & Recycling Operations and Landfill Aftercare.</p> <p>To comply with Waste Management Regulations/ EPA Licence W0012-03 & to fulfil reporting requirements.</p> <p>To generate power from landfill gas combustion (500 MW output).</p> <p>To develop a natural process to treat leachate.</p> <p>To provide facilities for household waste, recycling and WEEE drop off.</p> <p>To complete outstanding works in Tramore Valley Park.</p> <p>To operate the Tramore Valley park.</p>	<p>Revenue Funding of €1,646,800.</p> <p>External Consultants, Contractors and Specialist Contractors.</p> <p>Staff Resources from Cork City Council.</p> <p>Plant, laboratories and site office.</p> <p>Leased plant & machinery for generation of power.</p>	<p>Monitor and reporting of leachate and gas emissions. Sample testing and screening.</p> <p>Comply with EPA Licences requirements.</p> <p>Procurement of services/ plant & machinery.</p> <p>Supervision of contractors.</p> <p>Collection, flaring and power production from landfill gas.</p> <p>Programme management in line with operational plan.</p> <p>Collection point for household refuse and coordination of removal.</p> <p>Recycling and WEEE collection point and coordination of removal.</p>	<p>Management of the closed landfill site.</p> <p>Testing and sampling.</p> <p>Reporting obligations to the EPA.</p> <p>Conversion of landfill gas to electricity.</p> <p>Income generated from gate fees and generation of power from landfill gas.</p>	<p>Compliance with the Waste Management Act and subsequent EPA requirements.</p> <p>Providing facilities for household waste, recycling and WEEE drop off.</p> <p>Management of a public park.</p>

Description of Programme Logic Model

Objectives: The objectives of the Kinsale Road Landfill Operation and Recycling Operations is to comply with waste management regulations (mainly adhering to closed landfill sites) and compliance with conditions as set out in waste licence W0012-03. Furthermore, the objectives of the former landfill site are to collect, flare and produce power (engine/turbine) from landfill gas. In line with operational plans, there is an objective to develop a natural treatment system to treat leachate (water that has passed through the landfill). Despite closing the site to landfill, the objective of the civic amenity site is to operate a service of accepting household waste (income generated through gate fees), free recycling drop off point and free WEEE (waste electrical and electronic equipment) collection. All collected waste and recyclables are disposed of by third party contractors off site. In line with the Tramore Valley Masterplan, the objective is to develop a functional multi-use amenity site and park which will in turn generate an income. Income target for 2016 for the park operations is €225k. As per the 2016 operational plan, the objective is to complete outstanding works in the Tramore Valley Park.

Inputs: The primary input to the running of the former landfill was current revenue funding of €1.6 million which was provided for by Cork City Council. The budget for 2016 includes the following costs; staff resources, loan charges on capital works, EPA monitoring, mechanical and electrical plant, and miscellaneous costs. Staff resources primarily relate to technical staff and ground employees. However, there are administrative resources within the Directorate of Environment and Recreation who provide support to the on-site staff. Third party contractors manage the day to day operation of the landfill gas infrastructure and the management of the electricity generation plant, and they provide a full time technician. Plant and machinery for producing electricity (electricity generator) is leased for a specified timeframe.

Activities: There were a number of key activities carried out on the site which include; Requirement by the Environmental Protection Agency (EPA) to monitor ongoing compliance and to analyse parameters as set out in the conditions of the licence. Additional compliance includes annual and ad hoc returns to the EPA, environmental sampling and testing, miscellaneous inspections/ audits etc. Activities include the ongoing management, environmental monitoring and maintenance of the facility (leachate treatment, gas collection, landfill monitoring etc.). The Central Laboratory located at the former landfill site is charged with statutory monitoring of drinking water, surface water, air quality, noise quality etc, throughout the city as well as providing expertise for ensuring EPA licence conditions are complied with. Operations of the site include procurement and management of third party contractors. Landfill gas is collected and flared on site and is used for the generation of electricity which is fed into the national grid. The amenity site offers a service of accepting household waste (for a fee), a nominal fee recycling drop off point and free WEEE (waste electrical and electronic equipment) collection. Site employees liaise with third party service provider to collect waste and recyclables which are disposed of off-site. The site is an income generating amenity site. At present, a small number of community groups/

enterprises use these facilities (e.g. rugby clubs, BMX club) and it is envisaged that the former landfill will become a functional multi-use park in the near future. The site is managed in accordance with Health and Safety considerations and there is a requirement to report all accidents and near misses.

Outputs: Having carried out the identified activities using the inputs, the outputs of the operations include the ongoing management, environmental monitoring and testing and maintenance of the facility, the generation of power from landfill gas, the operation of a waste and recycling facility and the development and management of an amenity park. There is a requirement to produce Annual Reports and ad hoc reports to the EPA.

Outcomes: The envisaged outcome of the facility is to comply with the Waste Management Act and subsequent EPA requirements. Additionally, the outcome includes a provision of a favourable waste and recycling facility. Furthermore, the outcome is to manage and develop a multi use park for the population of Cork City and County.

Section B - Step 2: Summary Timeline of Project/Programme

The following section tracks the Kinsale Road Landfill Operation and Recycling Operations from inception to conclusion in terms of major project/programme milestones



Early 1960's	Landfill site at Kinsale Road began operations.
1960's to 2009	During this period the landfill site was used to manage and dispose domestic and commercial waste.
15th July 2009	Landfill site at Kinsale Road ceased operations.
May 2011	Awarded EPA Licence W0012-03
Sept 2011	Appointment of Planning Consultants to develop a Master Plan for the site in conjunction with Cork City Council – capital expenditure.
Feb/ Nov 2012	Appointment of Engineering Consultants for capping design (Feb) and invitation to tender – capital expenditure.
Q2 2015	Completion of Capping and other works – capital expenditure.
Mid 2015	Opening of trails and BMX track.
2015/2016	Electricity generated in collaboration with energy supplier

Section B - Step 3: Analysis of Key Documents

The following section reviews the key documentation relating to appraisal, analysis and evaluation for the Kinsale Road Landfill Operation and Recycling Operations.

Project/Programme Key Documents	
Title	Details
Waste Management Act, 1996 to 2008 Waste Management (Certification of Historic Unlicensed Waste Disposal and Recovery Activity) Regulations 2008	In response to the introduction of new legislation and subsequent risk of prosecution from the EPA for non compliance with each and every condition of the Licence issued. Specifically for historic landfill sites to ensure the protection of groundwater against pollution.
Environment Protection Agency (EPA) Licence (Waste Licence Register No: W0012-03) & EPA Reports/ Returns	Licence issued by the EPA for historic site. EPA annual reports as per licence and ad hoc returns as requested.
Southern Region Waste Management Plan 2015-2021	The Southern Regional Waste Management Plan was adopted in May 2015. It sets waste management policy for ten Local Authorities including Cork City Council.
Tramore Valley Park Masterplan	The Masterplan created in 2012 by a third party quantity surveyor and cost construction practice, outlines the plan to develop the capped landfill site as an energy themed multi-use park.
Monthly Management Financial Reports & Operational Monthly Management meeting minutes. Miscellaneous on-going reporting. Traffic Light Report for the Operational Plan 2016 (Environment, Landfill Section)	Key financial senior management reports to monitor budgets both revenue and capital expenditure and outcomes. Monthly management meetings for the division to monitor operations. The operational plan output for the site requires a traffic light report (RAG) which outlines the actions, targets and corresponding status.
Tender documents & Chief Executive Orders	During the period under review - 2016, a mechanical and electrical contract was tendered.

Key Document 1: Waste Management Act

Environmental Protection Agency Act, 1992 and subsequently the Waste Management Act, 1996, the Environmental Protection Agency (EPA) specified criteria for landfill sites. One of the technical documents published in 1999 was guidance on landfill restoration and

aftercare which deals with restoration design, afteruse, soils handling, vegetation establishment and the production of site specific restoration and aftercare management plans. These regulations are the basis of the prescribed licence detailed below.

Key Document 2: EPA Licence W0012-03 and subsequent returns

This licence is for the purpose of permitting Cork City Council to develop and operate a Waste Transfer Station at the Kinsale Road Landfill facility site. This licence restricts the amount of waste to be accepted at the site and it ensures that the activity is controlled to prevent environmental pollution. This licence allows for the continued operation of a Civic Waste Facility, a green waste composting area and the operation of a waste recovery area. It also requires the continuation of utilisation of landfill gas as an energy source from all landfilled areas. The licensee is required to carry out regular environmental monitoring and submit all monitoring results and a range of reports on the operation and management of the facility to the EPA. The licence sets out in detail the conditions under which Cork City Council operates and manages this facility.

Based on a high level review of the outputs, it appears that the Council is fulfilling its obligations under the licence. A number of Annual Reports were observed and through meetings with various key staff and review of the operational plan traffic light report (Red Amber Green - RAG), it appears there is a strong commitment to conditions being met.

Key Document 3: Southern Region Waste Management Plan 2015-2021

The Southern Regional Waste Management Plan was adopted in May 2015. It sets waste management policy for ten Local Authorities (all of the Munster local authorities in addition to those of Carlow, Wexford and Kilkenny). All of these Local Authorities (including Cork City Council) are represented on the steering committee, operations committee and various task groups that have been established by the Southern Regional Waste Management Office. The lead authorities for Waste Management Planning in the Southern Region are the Tipperary and Limerick Local Authorities.

The Plan; which is effective for the 2015-2021 period, sets three main targets:

- i. 1% reduction per annum in quantity of household waste generated per capita over the Plan period.
- ii. Achieve a recycling rate of 50% of managed municipal waste by 2020.
- iii. Reduce to 0% the direct disposal of unprocessed residual waste to landfill from 2020 onwards in favour of higher value pre-treatment process and indigenous recovery practices (anaerobic digestion, composting etc.).

The Plan outlines 60 policy actions which Cork City Council will be required to implement both as a producer of waste and as a regulator. Year 1 – 2016 Annual Report and Performance Indicators were obtained and reviewed, these results were for the region as a whole rather than individual local authorities.

Key Document 4: Tramore Valley Masterplan 2012

Prepared by planning and landscape consultants, the master plan is an integrated park plan for some 70 hectares within a locally accessible catchment of over 40,000 urban residents, with provision for a connecting cycle-cum-pedestrian bridge over the N40 as part of a more extensive network of pedestrian and cycle-paths, was published in 2012 and adopted by both City and County Councils in 2013. When completed, the resultant amenity will be the largest public park in the city and environs. The plan outlines the development of an energy themed multi-use amenity park including walking and cycle routes, mountain bike trails, nature trail, multipurpose open spaces, multi-use indoor amenity/ commercial centre, caravan park, pitch and putt, playing pitches, adventure play areas, feature ponds, reed beds, willow farm, biomass terraced landscape, PV solar farm, wind turbines, energy processing and recycling facilities, together with substantial infrastructural works and extensive landscaping.

Development of the amenity is a capital project which is not within scope for the purpose of this in-depth review. However, the plan outlines the current position of the former landfill/ civic amenity site and the future requirements for revenue expenditure. There have been considerable delays in officially opening the site due to lack of appropriate funding. However, as mentioned earlier, there are a small number of consumers already using the facilities, which is managed by the Directorate.

Key Document 5: Ongoing Reports

For the purpose of this review, we examined a number of reports and documents related to the facilities on-going delivery and management. Included in the review are the following documents;

- Environment & Recreation Directorate Monthly Financial Summary (FR01): These monthly reports are a requirement to provide a summary of key financial revenue accounts, details of revenue income & expenditure, sub directorates year to date performance, an outline of the key issues during the period and a summary of capital projects to date. As outlined in the Public Spending Code guidelines, monitoring of expenditure is required to ensure that milestones are being met and expenditure is within budget. If adverse developments occur such as potential cost overruns or delays the progress report should include recommendations to address the situation, including where warranted the option of project/scheme termination – these reports detail instances of overrun and recommendations for remediation. These monthly reports are prepared by the Finance Manager and approved by the Director of Service.
- Monthly Management Meetings Minutes: These meetings monitor the operational effectiveness of the Directorate as a whole on an ongoing basis. All meeting minutes were reviewed and include details of the Kinsale Road Landfill Operation and Recycling Operations.

- Monthly Budget Code Reviews: These reviews are conducted by the Senior Executive Engineer responsible for the operations of the facility. These monthly reviews monitor actual current expenditure against budget for each code. Analysis includes month on month spend against budget; graphical representation and explanations for over/under spend. This is the main method of compiling unit costs for performance monitoring. All consideration of revenue expenditure is carried out as part of the statutory Budget process as set out in the Local Government Act 2001 (as amended).
- Quarterly Operational Plan Update: This traffic light report (RAG report) is the main method for monitoring operational effectiveness on an ongoing basis. There are clear objectives outlined for the environment, landfill section current expenditure which are clearly linked to Cork City Council Corporate Plan 2015-2019. The report provides a summary of the actions, targets and their status for the quarter.

There are no further specific performance indicators available other than financial management and required EPA testing to monitoring efficiency on an ongoing basis or to quantify outputs.

Key Document 6: Tender Documents

For the purpose of assessing value for money, we reviewed tender documents, subsequent assessment and approvals for the management of the operational services of landfill gas and electricity generation plant. We observed the invitation to tender on e-tenders.ie and subsequent documentation; we reviewed the tender assessment report which was compiled by a panel consisting of an independent member and the subsequent Chief Executive's order (previously known as a Manager's Order) signed by the Director of Service. While our review was limited to the above documents, we can conclude that based on the documents reviewed it appears that value for money was achieved in procuring third party contractors.

Section B - Step 4: Data Audit

The following section details the data audit that was carried out for the Kinsale Road Landfill Operation and Recycling Operations. It evaluates whether appropriate data is available for the future evaluation of the project/programme.

Data Required	Use	Availability
Level of emissions e.g. Noise, Dust, Water pollutants etc.	Assess emissions in accordance with EPA Licence.	Yes, testing analysis available and annual report provided to EPA
Level of landfill gas collected and converted	Assess levels of gas available for conversion to electricity.	Yes, data available (third party contractor in place on site & ESB Networks)
Tonnage of waste/ recycling/ WEEE collected at recycling centre/Civic Amenity Site	To determine the level of future income/ need for further development of waste/ recycling services and to quantify outputs.	Yes, data available from the EPA, Cork City Council and third party contractors
Community / customer surveys undertaken	To assess public's perception of a local authority civic amenity centre and park to quantify outcomes.	Survey carried out in 2014 to find out the local authority area where the customers to the civic amenity site. No public satisfaction surveys completed.
Performance Indicators	To monitor efficiency on an ongoing basis and to quantify outputs	The data is available. However, it is a matter of utilising this data to provide sufficient management information.

Data Availability and Proposed Next Steps

Quantifying the impact of the facility from an environmental perspective is straightforward due to the conditions imposed by the EPA licence. The EPA monitoring regime assesses the effects of the leachate on groundwater and surface waters by a quarterly monitoring of eleven wells, six surface water sites and four leachate sites. Emissions from the gas burner are tested by an outside agency and the supply of gas is automatically monitored. Air quality is monitored in the surrounding area for odours and PM10 by an outside agency. A noise survey is taken annually. Industrial sludges are sampled and sent for toxicity testing. The gas wells on the perimeter of the site are also monitored. Quarterly and annual reports are compiled and sent to the EPA. The 2014 & 2015 Annual reports have been reviewed (as 2016 is not due for completion until June 2017). These detailed reports analyse the required

data as set out in the appendix of the licence. Based on a limited review and technical understanding of the requirements, it appears that the facility provides the required technical information.

Data relating to Landfill Gas output is required to monitor the levels of gas available for generation to electricity which is an output of the facility. This information is readily available and can be quantified.

Data relating to waste disposal and recycling facilities is required for operational reasons and should be used to determine efficiencies.

To quantify the impact of the facility from a public amenity position is difficult. It may be beneficial to assess public's perception of the local authority recycling scheme, waste facility and multi-use Park and to quantify outcomes. A survey was carried out in 2014 to determine what local authority area the customers were coming from – this could be used as a baseline for changes in use.

Given the level of data and information available, the programme could be subjected to a full evaluation at a later date.

Section B - Step 5: Key Evaluation Questions

The following section looks at the key evaluation questions for Kinsale Road Landfill Operation and Recycling Operations, based on the findings from the previous sections of this report.

Does the delivery of the project/programme comply with the standards set out in the Public Spending Code? (Appraisal Stage, Implementation Stage and Post-Implementation Stage)

Since the facility and operations predates such standards as set out in the Public Spending Code, there were no definitive appraisal documents to reference; however, objectives are clearly defined within the Cork City Council Strategic Plan 2015 to 2019. It is not common for current expenditure programmes within Cork City Council to have Logic Model Mapping in place, therefore it is recommended that going forward this mapping should be considered for all current expenditure programmes over €0.5m.

The in-depth check has demonstrated that the broad principles of the public spending code guidelines for on-going management of current expenditure were adhered to. There was evidence of continuous and timely financial and operational monitoring against plans, expectations and budgets at all levels of management. The Environmental Protection Agency requires rigorous reporting on an annual basis to ensure that the facility is in compliance with waste regulations. There may be room to improve monitoring and assessing changes in the broader environment in line with PSC expectations. However, there were no instances of mismanagement of costs or significant programme overruns identified during the review. Management have a good understanding of achieving value for money through procurement.

The main areas for improvement relates to development of performance indicators for better decision making and appraisal of value for money. For current expenditure, performance indicators should be developed, as well as a means of gathering the data to support performance indicator measurement. These performance indicators should then be used as part of the monitoring and management of the current expenditure programmes.

The Public Spending Code guidelines outline the requirement for new current expenditure programmes to be subject to a periodic review of current expenditure in line with VFM & Policy Reviews (VFMPRs). For this particular programme, staff conduct traffic light (RAG) reports to assess progress against objectives set out in the strategic plan. However, the process is not formalised, nor is there a policy within the Council to conduct period reviews for all current expenditure programmes. It would be beneficial to ensure that each Directorate prepare an annual and multi annual VFMPR schedule which would provide for review of strategic programmes over a prescribed period as outlined in the Public Spending Code guidelines.

Is the necessary data and information available such that the project/programme can be subjected to a full evaluation at a later date?

Given the level of data and information available both from a financial and operational perspective, the programme could be subjected to a full evaluation at a later date. It may be beneficial for management to determine enhanced performance indicators based on the data available to quantify outcomes and facilitate decision making.

A survey was carried out in 2014 to determine what local authority area (Cork City and Cork County) the customers were coming from – this could be used as a baseline for changes in use.

What improvements are recommended such that future processes and management are enhanced?

Overall, the current expenditure programme under review ‘Kinsale Road Landfill Operation and Recycling Operation’ is well managed and it is reasonable to conclude that Cork City Council’s is in compliance with the Public Spending Code. To ensure that future processes and management of current expenditure programmes over €0.5m are enhanced, Internal Audit has made the following recommendations for the organisation as a whole;

- Management should consider the Public Spending Code guidelines B06 (Appraisal and Planning Appraising Current Expenditure) as best practice guidelines for new programme current expenditure (see page 83 for obligations for new current expenditure).
- Logic Model Mapping should be considered for all current expenditure programmes over €0.5m. This Programme Logic Model (PLM) is a standard evaluation tool which defines the objectives, inputs, activities, outputs and impacts of a programme or project.
- Review and enhancement of departmental/ section performance indicators on a regular basis to provide relevant management information.
- Prepare an annual and multi annual VFM & Policy Reviews (VFMPRs) schedule and conduct reviews accordingly. This would provide a review of strategic programmes over a prescribed period as outlined in the Public Spending Code guidelines.

Section: In-Depth Check Summary

The following section presents a summary of the findings of this In-Depth Check on the Kinsale Road Landfill Operation and Recycling Operation

Summary of In-Depth Check

For the purpose of the in-depth checks requirement, Internal Audit chose a sample of one current expenditure programme representing 1% of overall current expenditure being incurred. Overall, the current expenditure programme under review 'Kinsale Road Landfill Operation and Recycling Operation' is well managed and it is reasonable to conclude that Cork City Council's is in compliance with the Public Spending Code. Cork City Council operated a municipal waste landfill Site at Kinsale Road from early 1960's to 2009 when the facility closed to landfill waste. Since ceasing landfill operations, the objective of the facility is to comply with Waste Management Regulations (Historic Site), to generate power from landfill gas combustion, provide facilities for household waste, recycling and WEEE collection, and to operate the Cork City Council multi-use park – Tramore Valley Park. Management of the facility have expressed an understanding of the requirement to actively monitoring against plans, expectations and budgets and to ensure value for money is obtained where required.

While Internal Audit are satisfied that the current expenditure programme under review is suitably managed, a number of observations were made with regards to Cork City Council's practices and methodologies for evaluating, monitoring and assessing current expenditure. A summary of recommendations are as follows;

- Management should consider the Public Spending Code guidelines B06 (Appraisal and Planning Appraising Current Expenditure) as best practice guidelines for new programme current expenditure (see page 83 for obligations for new current expenditure)
- Logic Model Mapping should be considered for all current expenditure programmes over €0.5m. This Programme Logic Model (PLM) is a standard evaluation tool which defines the objectives, inputs, activities, outputs and impacts of a programme or project.
- Review and enhancement of departmental/ section performance indicators on an adhoc basis to provide relevant management information.
- Prepare an annual and multi annual VFM & Policy Reviews (VFMPRs) schedule and conduct reviews accordingly. This would provide a review of strategic programmes over a prescribed period as outlined in the Public Spending Code guidelines.

Quality Assurance – In Depth Check

Section A: Introduction

This introductory section details the headline information on the programme or project in question.

Programme or Project Information	
Name	Blackrock Harbour and Village Project
Detail	Capital investment programme to redevelop and improve of the public realm in Blackrock Village and Harbour – Phase project spanning various directorates within Cork City Council. For the purpose of review the scope relates to Roads & Transportation managed phase – remediation of Blackrock Harbour.
Responsible Body	Cork City Council
Current Status	Capital Expenditure Being Incurred.
Start Date	Area Plan proposed 2006, Roads & Transportation enabling works began in 2011, phase 2 is currently underway
End Date	Currently under construction – phase 2 expected end date June 2017
Overall Cost	€2.2 million (2016 budget expenditure)

Project Description

The main aim of the project is to promote the regeneration of the centre of Blackrock Village through the development and improvement of Blackrock Harbour and new Blackrock Park as a focal point for the centre of the village.

The City Council commissioned a number of detailed studies to inform the development and improvement of the village. These included: A Study to investigate the reconfiguration of Blackrock Harbour (commissioned by Cork City Council and prepared by external consultants) in 1998 and a strategy for the development and improvement of Blackrock Village and harbour in 2003 (commissioned by Cork City Council and prepared by external consultants). A redevelopment proposal incorporating key design concepts was outlined in a non-statutory development brief prepared by the Planning Department in 2002. This included securing the conservation of the Ursuline Convent and its setting and establishing stronger connections to the Village. Permission was granted for the redevelopment of the Ursuline lands for residential purposes in March 2004. Utilising the aforementioned studies and briefs the Blackrock Village Area Action Plan was developed. The plan was prepared according to the following process; February to September 2005, the Blackrock Village Area Action Plan Working Group (various directorates within Cork City Council) explored preliminary issues and a draft plan was prepared by the Planning Policy Section. This followed a full public consultation process from October 2005 to March 2006, with the final plan being amended to reflect the aspirations of the community, preserving and enhancing the village and its setting. Cork City Council adopted the Blackrock Village Area Action Plan at its Council meeting on the 10th April 2006. This plan is a non-statutory 'corporate plan' and its purpose is to amplify the objectives set out in the various Cork City Development Plans.

The objective of the plan is to build on Blackrock's unique character as an urban village centre and enhance its potential for increased levels of business, recreation and leisure activity. The project aims to improve the public realm and create a safe, open and attractive pedestrian space. A public park, including playground and walking trails, will be created. A wide pedestrian plaza will be created to the harbour front and all footpaths and carriageways will be repaved. Traffic calming measures will be installed to promote appropriate vehicle speeds. Traffic and parking lanes will be rationalised and new street furniture, lighting will be provided.

Since the plan was adopted, funding became restricted and this ultimately delayed the project. The project is in the process of being delivered in phases as finance become available. Enabling works began 2011; a simple assessment project appraisal was completed for the harbour remediation at that time. Total capital expenditure for the period 2011 to 2016 was €1.68 million of which €1.275m was spent in 2016. For the indepth check, Internal Audit have reviewed Phase 1 – 2016 capital expenditure however for the purpose of identifying strategy, we will take a look at plans that precede these works.

Section B - Step 1: Logic Model Mapping

As part of this In-Depth Check, Internal Audit have completed a Programme Logic Model (PLM) for the Blackrock Harbour and Village Project. A PLM is a standard evaluation tool and further information on their nature is available in the [Public Spending Code](#).

Objectives	Inputs	Activities	Outputs	Outcomes
<p>To create an attractive and unique environment in the City – public realm.</p> <p>To improve the level of recreational visitors – public realm.</p> <p>To improve the level of commercial activity – development.</p> <p>To improve transportation facilities – access and movement.</p>	<p>Revenue contributions from Cork City Council – totalling €1.5m to date</p> <p>Grant funding: Department of Agriculture, Food and the Marine - €112.5k (2011) National Transport Authority - €700k (Dec 2016)</p> <p>Additionally, the project requires Cork City Council employee resources but these are not quantified.</p>	<p>Development of the Blackrock Village Area Plan.</p> <p>Preliminary design.</p> <p>Part 8 consultation and submission.</p> <p>Detailed design.</p> <p>Public procurement.</p> <p>Management of project – financial and contract.</p> <p>Project close out.</p>	<p>Reconstruction of roads, footpaths and associated works.</p> <p>Replacement of 200m quay walls.</p> <p>Dredging of Blackrock Harbour.</p> <p>Repaving of Blackrock Harbour.</p> <p>Creation of 150m boardwalk with seating.</p> <p>New public lighting.</p> <p>Provision of car parking.</p> <p>Landscaping and tree planting.</p>	<p>Enhanced public space in an historic and underutilised area of Cork City.</p> <p>Reinforces identity of Blackrock village as an urban village centre.</p> <p>Enhances profile of area for recreation, tourism and commercial activities.</p> <p>Improvement of access and movement to the village.</p>

Description of Programme Logic Model

Objectives: The objectives of the Blackrock Harbour and Village Project are to enhance the potential of Blackrock Village, building upon the positive characteristics of the village core to deliver a high quality urban environment around which new development can evolve. The following are the key objectives of the strategy: to enhance Blackrock Harbour to make it an attractive focal point for the area by the improvement of the harbour itself, the creation of a new pedestrian Harbour Square with new development along its edges, to create of a number of good public spaces that provide the physical structure for development and improvement, development of adjacent sites capable of providing local services, such as shops and cafes. Additionally the aim is to create an improved access and movement strategy to link the village with the wider area.

Inputs: The primary input to the programme was the revenue contributions of €1.5 million to date which was provided for by Cork City Council. Additionally there have been two grants received, firstly from the Department of Agriculture, Food and the Marine - €112.5k in 2012. Secondly, in December 2016, Cork City Council received funding of €700k from the National Transport Authority. The Blackrock Harbour & Village Renewal Project was designed and project managed by Cork City Council's own staff within the Roads Design & Construction Division. Work of this nature is regularly carried out by external Engineering Consultants at a typical cost of 15% of the construction contract value. Cork City Council internally design and manage certain projects of this nature for a number of organisational reasons such as; better management of risk, retention of expertise and capability which can also be used to better manage Consultants on other projects and better control of costs.

Activities: There were a number of key activities carried out through the project, firstly commissioning of studies to the support the development of the Blackrock Village Area Action Plan. Secondly, preparation of preliminary designs for the regeneration of the area for Part 8 Consultation with key stakeholders. Thirdly, on approval of the Part 8 Consultation and Submissions by the Council, the detailed design was finalised. Finally, capital works were tendered and assessed and project management of the contract took place.

Outputs: Having carried out the identified activities using the inputs, the outputs of the project are for the development of Blackrock Village and Harbour. Capital works include; reconstruction of roads, footpaths and associated works, dredging and excavating of the harbour, the construction of new harbour walls and boardwalk, pavement resurfacing, new road markings and traffic signs, new public lighting, provision of car parking spaces and landscaping and tree planting.

Outcomes: The envisaged outcome of the project is the regeneration of the centre of Blackrock Village in order to reinforce it's identity as an urban village centre. To enhance public space in an historic and underutilised area of Cork City, to maximise accessibility to

high quality areas of active and passive open space for residents and visitors to the area. Finally, to improve access and movement to the village.

Section B - Step 2: Summary Timeline of Project/Programme

The following section tracks the Blackrock Harbour and Village Project from inception to conclusion in terms of major project/programme milestones



Section B - Step 3: Analysis of Key Documents

The following section reviews the key documentation relating to appraisal, analysis and evaluation for the Blackrock Harbour and Village Project.

Project/Programme Key Documents	
Title	Details
Blackrock Village Area Action Plan	Plan adopted by Council in April 2006 which outlines the strategy for the area.
Grant Letter of Offer – Department of Agriculture, Food and the Marine & the National Transport Authority	Letter of Offers accompanying grant funding for capital works.
Project Authorisation Form & Single Appraisal Document (Project Briefs)	Authorisation Form from Chief Executive and Director of Service for projects over €0.5m. Appraisal document required for projects under €0.5m. These are basically project briefs which identify the need for the project, the objectives and possible risks.
Chief Executive Reports to Council, Monthly Management Reports, Minutes and Project Management Documents	Key financial senior management reports to monitor capital spend. Regular meetings with contractors to monitor works completed. Claims and Payments management.
Tender documents & Chief Executive Orders	For the purpose of the review, assessed Tender Documents and subsequent approvals for expenditure incurred in 2016
Post-Project Review	The project is not yet completed therefore no project review is available.

Key Document 1: Blackrock Village Area Action Plan (2006)

Cork City Council adopted the **Blackrock Village Area Action Plan** at its Council meeting on the 10th April 2006. This followed commissioned studies by external consultants and a full public consultation process, with the final plan being amended to reflect the aspirations of the community, preserving and enhancing the village and its setting.

The *Area Action Plan* was prepared to provide a strategy for improving the centre of Blackrock village. The main objectives included;

- Blackrock Harbour - the improvement of the harbour and its setting and the and development of adjacent sites capable of providing much-needed local services, such as shops and cafes, as well as waterside dwellings;
- Blackrock Park – a new public park for the village to the front of the former Ursuline building, including the provision of an improved community centre;
- Blackrock Harbour to Blackrock Castle Walkway – along the edge of the water forming part of the Banks of the Lee walkway.

This non corporate plan supported by various papers and feasibility studies provides a detailed analysis of the needs of the area and sets out the strategy for maximising the potential of Blackrock Village. The strategy considers the planning and urban design issues under the following headings; public realm, access and movement and finally development strategy. The plan also provides a detailed action plan for each strategy which outlines the estimated costs, timescale and responsibility areas (includes stakeholders within the Council, other public bodies and private developers). This plan makes reference to appraisals and assessments however these were not evaluated during the in-depth review. It was envisioned that works were to commence in 2007 however due to funding constraints the majority of capital works did not commence until 2016. The plan is intended to be implemented by various directorates from Roads & Transportation, Environment & Recreation and Strategic Planning and Economic Development as a result it is important that a project brief is completed for each phase undertaken.

Key Document 2: Grant Letters of Offers

A grant of €112.5k was received from the Department of Agriculture, Food and the Marine in 2012 for remediation works to Blackrock Harbour. The letter of offer outlines various reporting conditions such as an update on the progress of and spend on the approved project.

A grant of €700k was received from the National Transport Authority for the Blackrock Road & Convent Road Widening. The letter of offer states that Cork City Council is required to undertake the project in line with the NTA's Project Management Guidelines and they are required to submit a monthly report in respect of the funded project, covering progress, expenditure, timelines and significant issues.

Key Document 3: Project Authorisation Form & Simple Appraisal Form

The Project Authorisation Form (PAF) is a standard form in use within Cork City Council for projects over €0.5m. The form requires a project description, project justification, work scope, schedule summary, details of construction regulations (S.I504 of 2016), nominated team which includes a project manager at a suitably senior level for the scale of the project,

required man-hours and a high level value for money of the project (includes outlining the needs that the project addresses, the objectives, details of alternative options, key constraints, and identified risks.) This form (project brief) for phase 1 was signed off by the Project Manger, Senior Engineer, Director of Service and Chief Executive in January 2014. This brief does not offer any alternatives to the project. The Simple Appraisal Document is similar however it is for projects under €0.5m, requires less detailed information and was signed off by the Director of Service in July 2011 for enabling works.

Both documents appear largely in line with the Public Spending Code (PSC) and, more specifically, with compliance with the Department of Finances 'Guidelines for Appraisal and Management of Capital Expenditure Proposals in the Public Sector' however recent appraisal guidance from the Department of Public Expenditure and Reform requires that the project brief includes a programme for completion of works. It would be best practice to include the project deliverables to ensure that outcomes are quantified.

Additionally, we would recommend that a detailed project brief be completed for the whole life of the project rather than on a phase by phase basis.

Key Document 4: On-going reports

For the purpose of this review we examined a number of reports and documents related to the projects on-going delivery and management. Included in the review are the following documents;

- Chief Executive Reports to Council: Monthly meetings whereby capital expenditure information is provided to the Chief Executive and Head of Finance. A monthly report to the Council is presented which includes details on capital spend.
- Roads & Transportation Monthly Management Reports: Monthly capital expenditure reports are provided to management from Finance. These reports are a download from the Financial Management System and highlight the expenditure year to date, income year to date and capital balance. These reports do not provide any further information.
- Regular meetings with Contractors: Reviewed all minutes of meetings with the project team and external contractors. The minutes outline the project team in attendance for Cork City Council and the third party consultants, programme of works, financial matters etc. Minuted meetings take place every 2 to 3 weeks however ad hoc on site meetings take place more regularly but are not minuted.
- Managing contractor payments and claims: discussed this process with the Senior Resident Engineer and reviewed supporting documentation. Monthly payments valuations are assessed in accordance with the contract and a payment certificate is produced based on the assessment. The claims are controlled and validated using a claims register which ensures that the claims are carried out in accordance with the contract. Valid claims are determined throughout the project and are included in the monthly valuation. Only employer representative determinations are paid and where

the contractor does not agree with the determination it is referred to conciliation in accordance with the contract. It appears that through interview and review of supporting documentation that claims and payments are in accordance with the 'Public Works Contract for Civil Engineering Works Designed by the Employer Document Reference FTS3 v.1.9.27 June 2014'.

There are no detailed implementation plans in place for the project as a whole nor are there specific internal performance indicators available other than financial management to quantify outputs. Project proposals should incorporate formal milestones/ performance indicators for project managers which are reported on periodically. There is a possible link to the PMDS appraisal process which would increase the level of accountability and create an incentive to comply with guidelines.

Key Document 5: Tender Documentation & Chief Executive Orders.

For the purpose of assessing value for money, we reviewed tender documents, subsequent assessment and approvals for the scope of works for Phase 1 Blackrock Harbour & Village Project. We observed the invitation to tender on e-tenders.ie and subsequent documentation. An analysis was carried out on the Comparative Cost of the Tenders as defined in the Instructions to Tenderers, paragraph 9.5m, based on the Lump Sum Price and the rates for labour, material, plant and Delay Cost submitted in the Schedule Part 2 D of the *Public Works Contract Civil Engineering Works Designed by the Employer*. Our review was limited to the above documents however we can conclude that based on the documents reviewed it appears that the most economically advantageous tender succeeded and that value for money was achieved in procuring third party contractors.

During the tender process it was envisaged that additional funding would be secured from Central Government however the grant application was unsuccessful therefore the Council decided to revise the scope by means of a Contractual Change Order so that Phase 1 could be delivered. Reviewed the approved Chief Executive Order.

Key Document 6: Post Project Review

No post project reviews have taken place as Phase 1 was only completed in December 2016. It is important that post project reviews are undertaken within a reasonable timeframe, as per Public Spending Code requirement, to assess whether project objectives have been met and that lessons learned can be applied. This is a multi-phased project dependent on securing funding which can cause considerable delays therefore it recommended that a post project review is completed after each phase rather than over the lifetime of the project.

Section B - Step 4: Data Audit

The following section details the data audit that was carried out for the Blackrock Harbour and Village Project. It evaluates whether appropriate data is available for the future evaluation of the project/programme.

Data Required	Use	Availability
Financial Analysis of Spend to date	To measure inputs against outputs.	Yes, held by Cork City Council
Rates and Licences	Assess whether there is an increase in commercial activities.	Yes, held by Cork City Council
Traffic surveys	To determine access and movement	Possible, subject to cost of surveys.
Public transportation data	To determine access and movement	Possibly held by Bus Éireann
Level of parking availability in the area	Assess outcomes of creating car parking in the area	Yes, held by Cork City Council
Community / customer surveys undertaken	Assess the non tangible, wider benefits/ public realm of the projects	Possible, subject to cost of surveys.

Data Availability and Proposed Next Steps

Due to the nature of the project – to improve the public realm, quantifying the outcome of the project in terms of achieving its objectives is difficult. The majority of data required for audit would rely on subsequent surveys to quantify outcomes. Data such as financial analysis of the project, information on rates and commercial/ boat licences are readily available. Since there was no baseline data collected before the project commenced (apart from Part 8 submissions) it may be difficult to quantify improvement in the community's perception of the area. There will be however a physical change to the area which can be assessed.

Section B - Step 5: Key Evaluation Questions

The following section looks at the key evaluation questions for Blackrock Harbour and Village Project based on the findings from the previous sections of this report.

Does the delivery of the project/programme comply with the standards set out in the Public Spending Code? (Appraisal Stage, Implementation Stage and Post-Implementation Stage)

This in-depth check has demonstrated that the broad principles of the central appraisal and management guidance were adhered to in the on-going management of this project.

In terms of timeline, it would appear that the available documentation was in line with 2005 Department of Finance Guidelines on Appraisal and Management of Capital Expenditure Proposals in the Public Sector whereby appraisals and approval of the work to be carried out before the planning and tendering process.

The project brief outlines the nominated team which includes a project manager at a suitably senior level for the scale of the project, required man-hours and a high level value for money of the project (includes outlining the needs that the project addresses, the objectives, details of alternative options, key constraints, and identified risks.) It was noted that in line with Cork City Council's Standard Operating Procedure, a project execution plan should have been completed which would have provided a more detailed plan.

The contract was approved by means of a Chief Executive Order. Since this is a smaller scale project, there was no requirement for a management board/ steering committee nor was there a requirement for programme coordinators.

There were no specific monitoring reports prepared regularly, showing implementation against plan, timescales and quality however regular meetings took place between the project team and the contractor. Since there was only one contractor in place at the time, it is reasonable to conclude through review of minutes that the project team regularly monitored implementation against plan, timescales and quality. Budgets were monitored through monthly reports and there was no evidence of overruns. Through review of the contractual change order, it appears that decisions to changes budgets and time schedules are completed promptly. There were no evidence of increased cost therefore there was no requirement to notify the sanctioning authority (NRA funding was not granted until December 2016).

Notwithstanding, the good management processes in place for the current project under review, it was observed that there is an opportunity to consider the development and inclusion of performance indicators within the project management structure. There is a

possible link to the PMDS appraisal process which would increase the level of accountability and create an incentive to comply with guidelines.

No post project reviews have taken place as Phase 1 was only completed in December 2016. It is important that post project reviews are undertaken within a reasonable timeframe, as per Public Spending Code requirement, to assess whether project objectives have been met and that lessons learned can be applied. This is a multi-phased project dependent on securing funding which can cause considerable delays therefore it recommended that a post project review is completed after each phase rather than over the lifetime of the project.

Is the necessary data and information available such that the project/programme can be subjected to a full evaluation at a later date?

Due to the nature of the project – to improve the public realm, quantifying the outcome of the project in terms of achieving its objectives is difficult. The majority of data required for audit would rely on subsequent surveys to quantify outcomes. Data such as financial analysis of the project, information on rates and commercial/ boat licences are readily available. Since there was no baseline data collected before the project commenced (apart from Part 8 submissions) it may be difficult to quantify improvement in the community's perception of the area. There will be however a physical change to the area which can be accessed.

What improvements are recommended such that future processes and management are enhanced?

Project briefs and appraisals could be strengthened by including stronger justification for projects and analysis of alternative options. Additionally, it would be beneficial for project briefs to include a programme for completion of works/ project deliverables to ensure that outcomes are easily quantified. A project execution plan (PEP) template is available within Cork City Council's Standard Operating Procedures for the Appraisal and Management of Projects which is in line with the requirements of the 2005 Department of Finance Guidelines on Appraisal and Management of Capital Expenditure Proposals in the Public Sector. This template appears to outline the all required details to satisfy compliance with the public spending code. Additionally, we would recommend that a detailed project brief be completed for the whole life of the project rather than on a phase by phase basis.

As mentioned, there are no detailed implementation plans in place for the project as a whole nor are there specific internal performance indicators available other than financial management to quantify outputs. It was observed that there is an opportunity to consider the development and inclusion of performance indicators within the project management structure. There is a possible link to the PMDS appraisal process which would increase the level of accountability and create an incentive to comply with guidelines.

Furthermore, the process may be enhanced by the requirement to provide regular monitoring reports, showing implementation against plan, budget, timescales and quality.

Cork City Council's Standard Operating Procedures for the Appraisal and Management of Projects which is in line with the requirements of the 2005 Department of Finance Guidelines on Appraisal and Management of Capital Expenditure Proposals in the Public Sector should be updated to include reference to Public Spending Code requirements. This operating procedures should in used by all directorates undertaking capital projects.

It is important that post project reviews are undertaken within a reasonable timeframe, as per Public Spending Code requirement, to assess whether project objectives have been met and that lessons learned can be applied. This is a multi-phased project dependent on securing funding which can cause considerable delays therefore it recommended that a post project review is completed after each phase rather than over the lifetime of the project.

Section: In-Depth Check Summary

The following section presents a summary of the findings of this In-Depth Check on the Blackrock Harbour and Village Project

Summary of In-Depth Check

For the purpose of the in-depth checks requirement, Internal Audit chose a sample of one smaller scale capital expenditure project representing 1% of overall capital expenditure being incurred. In line with public spending code requirements, over a 3 year period, Internal Audit has reviewed on average 10% of capital projects incorporating all stages of the project life cycle and every scale of project. Previous years we have reviewed larger scale project and all life cycles.

Overall, the capital expenditure project under review – Blackrock Village Project is well managed and it is reasonable to conclude that Cork City Council's is in compliance with the Public Spending Code. The main aim of the project is to promote the regeneration of the centre of Blackrock Village through the development and improvement of Blackrock Harbour and surrounding environs. For the purpose of this in-depth review, we examined Phase 1 of a multi-phased project.

While Internal Audit are satisfied that the capital expenditure project under review is suitably managed, a number of observations were made with regards to Cork City Council's practices and methodologies for appraising, monitoring and reviewing capital expenditure. A summary of recommendations are as follows;

- Management should update the current Standard Operating Procedures for the Appraisal and Management of Projects which is in line with the requirements of the 2005 Department of Finance Guidelines on Appraisal and Management of Capital Expenditure Proposals in the Public Sector to reflect the Public Spending Code.
- A detailed implementation plan/ programme of works should be included in the project brief or a project execution plan in line with the SOP should be completed. It is recommended that a detailed project brief be completed for the whole life of the project rather than on a phase by phase basis.
- Formal monitoring reports should be prepared, showing implementation against plan, timescales and quality for all capital projects.
- Ensure that post project reviews are undertaken within a reasonable timeframe and that in the case of multi-phased projects a post project review should be completed after each phase rather than over the lifetime of the project.