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DEPARTMENT OF
JUSTICE and EQUALITY
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Dublin 2
Facsuimhir/Fax: (01) 661 5461

Mr. Robert Watt
Secretary General
Department of Public Expenditure & Reform
7-9 Merrion Row
Dublin 2

Re: Public Spending Code Quality Assurance Report 2013 – Vote 21 – Irish Prison Service

Dear Mr Watt

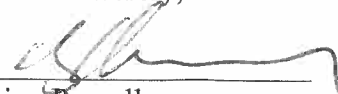
Public Spending Code 2013

I attach the Quality Assurance Report for Vote 21(Irish Prison Service) for the accounting year 2013 as required by the Public Spending Code.

The report indicates that there is positive assurance over the management of capital and current expenditure programmes in the Prison Service. An assurance rating of 3 on a scale of 1- 4 has been agreed by the Evaluation team. This rating is based on a review of the 7 self assessed checklists and an independent review of a sample of capital projects and current programmes. The Irish Prison Service has developed structures and processes over both capital and current expenditure which have been found to be effective. A small number of recommendations have been made and these will be implemented. As the Public Spending Code is relatively new (September 2013), you will appreciate that it will take a period of time to bed down the processes comprehensively.

The report for the Vote 24 (Justice and Equality) is currently being finalised and will be submitted shortly.

Yours sincerely,



Brian Purcell
Accounting Officer

01/08/2014

Public Spending Code

Quality Assurance Report for 2013

Irish Prison Service

Date of submission:
Version:

Certification

The following Quality Assurance report is an assessment of compliance with the Public Spending Code in the Irish Prison Service – Vote 21. It is based on a review of the management of capital projects and /current programme expenditure being considered, underway or completed in 2013. It takes account of financial, organisational and performance information to assess the level of compliance across the various areas of responsibility.

It should be noted that the Spending Code commenced in September 2013 and parts of the code are being applied retrospectively. The provision of training and the application of the Spending Code across all divisions is currently underway and will take a period of time to bed in.



Signature of IPS Director General:

Date: 23/07/2014.



Signature of Accounting Officer:

Date: 1/8/14.

Background

The Public Spending Code, Circular 13/13, follows on from a Government decision of 24 July 2012. The Public Spending Code is designed to ensure that the State gets the best possible value from the resources at its disposal. The Code applies to both Capital and Current expenditure and sets out the processes that should be applied by public service managers at different points of the expenditure lifecycle. It does not examine payroll cost or numbers. The Accounting Officer must complete and publish a signed annual Quality Assurance Report. The report is being completed for the first time for the year 2013.

The Code consolidates updates and replaces instructions in relation to the Value for Money Framework. In addition it includes new conditions and requirements;

- (a) The Accounting Officer must complete and publish a signed annual Quality Assurance Report
- (b) Consistency and comparability in completing Value for Money and Policy Reviews using a "balanced scorecard" with a number of important criteria common to all evaluations.
- (c) New central benchmark values to be applied in appraisals across the public sector.

The Code requires a number of steps to be taken by the Department. These include the following steps:

1. Draw up inventory list of Capital projects and Current expenditure programmes in place where money was spent in 2013 and publish on the Department website. It also includes projects or programmes under consideration or completed in 2013.
2. Publish a summary of all capital or current expenditure procurements with an individual capital or programme value in excess of €2m was tendered in 2013
3. A series of 7 checklists to be completed by the division managing the project/programme. The checklists are based on a sample of projects at different stages of the programme / project lifecycle. Areas reviewed include
 - i. Objectives set an rigorous business case in place
 - ii. Sanctions & Approvals in place from the Department of Justice and the Department of Public Expenditure and Reform
 - iii. Appropriate Appraisals carried out
 - iv. Performance indicators in place
 - v. Procurement rules complied with
 - vi. Effective Governance / Management structures and processes in place
 - vii. Post project reviews undertaken
4. An in-depth spot check to be carried out on a sample of projects by an Evaluation/Audit Unit. (A more detailed examination of many of the areas identified in the checklists).
5. Submit a signed report to DPER.

Executive Summary

Opinion: Overall Quality Assurance Rating - 3 out of 4

Introduction

The Irish Prison Service is responsible for the receipt of all persons held on remand, persons held on immigration related matters and offenders sentenced to terms of imprisonment and for the safe care and secure custody of all of those committed to it by the courts. The Service is responsible for ensuring that convicted persons properly serve sentences imposed on them and that decisions made relating to prisoners in its care do not result in any unnecessary danger/risk to the wider community. The Service is also responsible for engaging with convicted prisoners in a realistic and meaningful way in order to reduce their reoffending and enhance their reintegration back into society, thus contributing to public safety and a reduction in recidivism. The Irish Prison Service deals with male offenders who are 16 years of age or over and female offenders who are 18 years of age or over.

The Prison Service is responsible for the provision of adequate and suitable accommodation for all prisoners in accordance with our national and international obligations. Most of the current programmes of expenditure ongoing in the prison relate to the provision of the infrastructure necessary for the care, training, education and rehabilitation of prisoners so as to aid prisoners' personal development and reduce recidivism.

The Irish Prison Service has a strategy document 2013-2015 in place which it states that over the lifetime of the capital plan, the Prison Service will provide in-cell sanitation in all remaining areas of the prison estate, providing a toilet and wash hand basin in every locked cell.

Analysis of global outturns				
Table 1	Outturn 2011	Outturn 2012	Outturn 2013	Estimate 2014
Payroll cost	242.728m	237.807m	237.310m	230.100m
Capital expenditure	36.380m	24.234m	15.955m	27.080m
Current expenditure (excl. Payroll cost)	69.307m	72.532m	68.366m	67.358m
Capital grants to projects	-	-	-	-
Total expenditure	348.415m	334.573m	321.631m	324.538m
Income	18.266m	17.768m	16.664m	15.993m
Net voted expenditure	330.149m	316.805m	304.967m	308.545m
% change on prior year		-4%	-4%	+1%

Analysis of projects/programmes reviewed					
Table 2	Spent 2013 €	Number of projects value >€0.5m	Number of projects value <€0.5m	Sample Value quality checked €	Number of projects quality checked
Capital expenditure	15.955m	7	30	1.56m	1
Capital grants issued to external bodies	-	-	-	-	-
Current expenditure (excl. Payroll costs)	68.366m	18	-	9.17m	2

Opinion: Quality Assurance Rating - 3 out of 4

For the first year of the Public Spending Code, the Irish Prison Service and the Internal Audit (Quality Assurer) agreed on the Capital projects and Current expenditure programmes on which to base the self assessed and quality assurance ratings. The review provides an average rating of 3 out of 4, based on a review of the 7 self assessed checklists and the review of 1 Capital and the 2 current programmes examined. There were some minor recommendations made but for the most part Irish Prison Service has effective structures and processes in place and these are being followed for recent expenditure.

Quality Assurance findings

Review of self assessed 7 no. check lists

Self-Assessed Ratings

<u>Rating</u>	<u>Explanation</u>
0	No compliance with the Spending Code
1	Less than 50% compliant
2	50 - 75%, Compliant
3	Greater than 75%, Compliant
4	100% Compliant

Review of self assessed check list

Table 3 , Overview of self assessed ratings in the 7 check lists			
#	Checklist Name	Overall Rating	Quality Assurance comment
1	General Obligations not specific to individual projects/programmes	3	Generally good overall with accurate self assessment based on audits review. It is acknowledged that further training and clarifications in completing the assurance checks are required
2	Capital Expenditure being considered – Appraisal and Approval	3	Improvements have been implemented during 2012 and 2013. Good structure to the process based on the review of Cork Prison and previous Capital Project reviews carried out in 2013
3	Current Expenditure being considered – Appraisal and Approval	4	Good standard processes and procedures in place. Procedures are being followed.
4	Incurring Capital Expenditure	3	Clear Processes and Procedures in place. Good project management, technical staff and governance from individual Project Boards and Capital Project Oversight Board Budget for the Cork project increased without approval of the Sanctioning Body.
5	Incurring Current Expenditure	3	Good general processes in place. Most of the Prison Service programmes driven by national and international obligations and ongoing operational requirements . Financial monitoring and reporting are effective and being enhanced for 2014
6	Capital expenditure completed	1	No Post Project reviews carried out in 2013. The Prison Service is developing a structured review process and this has delayed carrying out formal Post Project reviews. A number of reviews are scheduled for 2014. The IPS has undertaken to complete timely reviews in future.
7	Current Expenditure that (i) reached the end of its planned timeframe or (ii) was discontinued	n/a	There were no current programmes that reached the end of their life.

Overview of Quality Assurance check

Capital projects checked

Capital projects expenditure being currently incurred

Table 4 Quality Assurance results	
Name	Cork Prison
Value	€38m
Initial assessment	Yes
Appraisal in place	Yes
Sanctions in place	Yes
Planning & Design	Yes
Procurement compliance	Yes
Contracts in place	Yes
Project Governance	Yes
Local Project management	Yes
Completed on time/budget	N/a
Outputs delivered	N/a
Post project review	N/a

Overall comment by Quality Assurer

Internal Audit reviewed the new Cork Prison capital project as part of this review. Internal Audit considers the appraisal stage to have followed the correct national procedures and due consideration was given to all reasonable options open to the Irish Prison Service. The Irish Prison Service has followed closely the required Prison Service / Department and National requirements at the sanction and planning stage in the advertisement, preparation, planning and award of the contract. The review by the NTMA of the winning bidder's costs against the budget costs was not carried out. At the time of the quality assurance review, Cork Prison was only at ground works stage. The project was 6 months behind schedule at contract signing stage. Over sight and Governance of the project is considered to be effective with periodic reporting to the Capital Projects Oversight Board of all aspects of the project.

Current expenditure programmes reviewed. (These may be material subhead expenditure reviewed)

Table 5 Quality Assurance results		
Name	Prisoner Food Programme	Comment
Annual Value	€9.17m	
Lifetime value (if defined lifetime)	Ongoing annual expenditure	Impacted by Prisoner numbers
Initial assessment of the Programme	Yes	By Committee which included dietary and catering expertise
Detailed business case	n/a	
Economic appraisal	n/a	
Sanctions	Yes	At procurement and contract stage
Planning & Design	Yes	Food Programme designed with Dieticians and local Prison representatives (Chef etc)
Procurement	Yes	Procurement centrally managed
Contracts in place	Yes	2+1 year contracts.
Programme oversight	Yes	Oversight by Procurement Unit and local Prison representative
Local Programme management	Yes –	Governor/Kitchen Supervisor. Care and Rehabilitation Directorate
Completed on time/budget	n/a	Annual expenditure
Outputs delivered	Yes	Food delivered as required
Performance review	Yes	Review of Prisoner food carried out in 2003 and 2007. Contracts are managed for quality and performance on a daily basis at a local level. Issues are reported to central procurement unit.

Overall comment by Quality Assurer

An expert group was set up in 2003 to examine the dietary and catering requirements for prisoners. A further review was carried out in 2007; this shapes the current 28 day menu. Contracts are in place for the supply of all food products; fruit and vegetable, bread products, cooking oil, dairy products, dried goods, frozen foods and meat. In all the above cases the tender process was well managed and followed national procurement rules. There has been ongoing monitoring of food expenditure and the issuing of reports in 2013. There is increased focus being placed on prison / prisoner food expenditure for 2014 and greater, more targeted information is being provided on the expenditure breakdown. In general, there is good control, monitoring and reporting on programme expenditure.

1. Expenditure Analysis

1.1 Inventory of expenditure

Summary of the inventory spreadsheet (detail in appendix A)

A total of €9.64 million of expenditure was incurred on seven capital projects in 2013. 5 of these projects have recently been completed. A further €6.31 million aggregated cost was incurred for small upgrading works throughout the prison estate (single job values < €500k) in 2013.

Eighteen programmes have been identified in the Irish Prison Service. Total expenditure of €66.73 million has been identified.

Payroll expenditure in 2013 amounted to €237.31 million.

1.2 Procurements/Projects in progress

Summary of the Procurement spreadsheet (detail in appendix B)

The Prison Service held a number of procurement competitions in 2013. The table below outlines the number and spend of contracts valued in excess of €2 million over their lifetime.

Projects	No. Of Procurements	2013 Spend	Comments
Capital	2	€2.6m	-
Current	5	€0.8m*	-

* The 2013 spend on the contract for prison shop products could not be gathered centrally as this is paid directly from each prison shop bank account. Contract value is estimated at €24m over 3 years.

2 Assessment of compliance

Assessed Rating	Explanation
0	No compliance with the Spending Code
1	Less than 50% compliant
2	50 - 75%, Compliant
3	Greater than 75%, Compliant
4	100% Compliant

Note, The Auditor carrying out the Quality Assurance checks must deem the self assessed ratings appropriate before signing this checklist

2.1 Checklist completion: Approach taken and results

Assessed Quality Assurance Rating - 3

Checklist 1: General Obligations not specific to individual projects / programmes

IPS GENERAL	Self-Assessed Compliance Rating: 0 – 4	Quality Assurance Rating: 0 - 4	Comment/Action Required
Does the Department ensure, on an ongoing basis that appropriate people within the Department and in its agencies are aware of the requirements of the Public Spending Code?	4	4	Department issued information to all offices impacted by the Public Spending Code on. An information session was held on 20/11/2013. 2 training seminars were held in the Department for all relevant Officers to attend (9/1/2014 & 27/2/2014). It is noted that further information on the Public Spending Code should be issued to all senior managers in 2014.
Has training on the Public Spending Code been provided to relevant staff?	2	2	Training was provided as outlined above. IPS indicated they would organise training for the relevant staff. Discussions have been ongoing with the Finance Directorate in IPS on completing the checklists etc. A compliance level of 2 is considered more accurate. Knowledge is improving as issues arise and discussed in the Department
Has the Public Spending Code been adapted for the type of project/programme that your Department is responsible for? i.e. have adapted guidelines been developed?	0	1	Guidelines have only recently been developed. Verbal discussions took place.

IPS GENERAL	Self-Assessed Compliance Rating: 0 – 4	Quality Assurance Rating: 0 - 4	Comment/Action Required
Has the Department in its role as Sanctioning Authority satisfied itself that agencies that it funds comply with the Public Spending Code?	N/A	N/A	See response for Department under Vote 24
Have recommendations from previous Quality Assurance exercises (incl. old Spot-Checks) been disseminated, where appropriate, within the Department and to your agencies?	4	4	Findings from (Mazars) spot-checks were sent to relevant Director(s).
Have recommendations from previous Quality Assurance exercises been acted upon?	2	2	Not in all cases although significant improvement have been implemented in 2013.
Has an annual Public Spending Code Quality Assurance Report been submitted to the Department of Public Expenditure & Reform?	-	N/A	This is the first year for completion and will be sent to DPER once signed off.
Was the required sample subjected to a more in-depth Review i.e. as per Step 4 of the QA process	-	4	Yes, an in depth analysis was carried out on the Cork Prison (capital project) and the Prisoner food (current programme)
Has the Accounting Officer signed off on the information to be published to the website?	-	N/A	To follow. All documents will be signed off together.

Quality Assurance Opinion: Overall Assurance rating 3

The Public Spending Code is a new process and there has been ongoing discussions and fine tuning of the requirements. The initial quality assessment and internal self assessment reviewed the same projects and programmes. This has ensured that issues have been clarified and corporate learning occurred during the review process. Audit worked closely with the Prison Service in selecting the projects and programmes for review and which to base reliance on for completion of the self review checklists by the **prison** service and the quality assurance review by internal audit. The joint process assisted in clarifying the requirements for each of the reviewers and all requirements have been completed.

Self Assessed by:

P A WOOD

Date:

(22 / 7 / 14)

Quality Assurance Unit

Quality Assessed by:

Walter John

Date:

(22 / 7 / 14)

Checklist 2: –Capital Expenditure being considered – Appraisal and Approval

Assessed Quality Assurance Rating - 3

SAMPLE - CORK NEW PRISON	Self- Assessed Compliance Rating: 0 – 4	Quality Assurance Rating: 0 - 4	Comment/Action Required
Was a Preliminary Appraisal undertaken for all projects > €5m	Cork – 4	4	Yes preliminary analysis and feasibility study carried out, report dated February 2012
Was an appropriate appraisal method used in respect of each capital project or capital programme/grant scheme?	Cork – 4	4	Yes – analysis set out in the Business case
Was a CBA/CEA completed for all projects exceeding €20m?	Cork – 4	4	Cork – MCA carried out; CBA not required
Was an Approval in Principle granted by the Sanctioning Authority for all projects before they entered the Planning and Design Phase?	Cork -4	4	Approval in Principle by DPER and J. Martin, Asst. Secretary, DJE on – 22 nd Feb 2012
If a CBA was required was it submitted to the CEEU for their view?	Cork - N/A	N/A	Cork - CBA not required; DPER sanction to award contract – 3 rd Dec 2013
Were the NDFA Consulted for projects costing more than €20m?	Cork – 4	4	Yes in 2012, however an evaluation of the winning bidders VFM against the project budget was not carried out. The technical consultants however carried out a similar exercise.
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?	Cork – 4	4	Yes
Was approval granted to proceed to tender?	Cork -4	4	Cork – Yes Granted by J. Martin, Asst. Secretary, DJE on 23 rd July 2012
Were Procurement Rules complied with?	Cork – 4	4	Cork – Yes, advertised on E Tenders
Were State Aid rules checked for all supports?	Cork – 4	4	Cork - NDFA/NTMA consulted. Application submitted.
Were the tenders received in line with the Approval in Principle in terms of cost and what is expected to be delivered?	Cork – 4	4	Cork – Yes
Were Performance Indicators specified for each project/programme which will allow for the evaluation of its efficiency and effectiveness?	Cork – 0	1	Performance indicators were not clearly set out. However, the new prison requirements are documented; cost savings that will be achieved over the old prison are also set out in Business

			plan. Audit consider a rating of 1 appropriate
Have steps been put in place to gather the Performance Indicator data?	Cork – 0	0	No performance indicator set out as such other than completion of the contracted prison construction.

Quality Assurance Opinion: Overall Assurance rating 3

The Prison Service followed the Prison Service / Department and National procedures for the overall management of the project to date. The following processes are noted as being in place, sanction of budgets, conducting appraisals, planning and the tender process. There was a weakness around setting performance indicators on which to measure the success or otherwise of the project. While there are obvious indicators in the successful completion of a construction project, the business case indicated ongoing costs savings and these should be outlined in greater depth. There is also a qualitative aspect that should be considered.

Self Assessed by: PA Woods Date: (22/ 7 / 14)

Quality Assurance Unit
Quality Assessed by: Walter Johnston Date: (22/ 7 / 14)

Checklist 3: –Current Expenditure being considered – Appraisal and Approval

Assessed Quality Assurance Rating - 4

SAMPLE – STAFF HEALTH SCREENING (SHS)	Self-Assessed Compliance Rating: 0 – 4	Quality Assurance Rating: 0 - 4	Comment/Action Required
Were objectives clearly set?	SHS – Yes	4	Yes
Are objectives measurable in quantitative terms?	SHS – No	n/a	Qualitative aspect of providing staff with access to health screening.
Was an appropriate appraisal method used?	SHS – Yes	4	Yes
Was a business case prepared for new current expenditure?	SHS – Yes	4	Business case approved by FMC
Has an assessment of likely demand for the new scheme/scheme extension been estimated based on empirical evidence?	SHS – Yes	2	No, similar schemes were made available to staff in the Department and IPS is seeking to provide its staff with access.
Was the required approval granted?	SHS – Yes	4	FMC approval
Has a sunset clause been set?	SHS – Yes	4	Approval for one year
Has a date been set for the pilot evaluation?	SHS – N/A	N/a	
Has the methodology and data collection requirements for the pilot evaluation been agreed at the outset of the scheme?	SHS – N/A	N/A	
If outsourcing was involved were Procurement Rules complied with?	SHS – N/A	N/A	National Procurement procedures will be followed
Were Performance Indicators specified for each new current expenditure proposal or expansion of existing current expenditure which will allow for the evaluation of its efficiency and effectiveness?	SHS – N/A	N/A	
Have steps been put in place to gather the Performance Indicator data?	SHS – N/A	N/A	Uptake by staff monitored

Quality Assurance Opinion: Overall Assurance rating - 4

The Prison Service has good standard processes and procedures in seeking approval and progressing expenditure decisions. The processes were followed by the Prison Service.

Self Assessed by:

PA WOOD

Date:

(22 / 7 / 14)

Quality Assurance Unit

Quality Assessed by:

Walter Jolil

Date:

(22 / 7 / 14)

Checklist 4: – Incurring Capital Expenditure

Assessed Quality Assurance Rating - 3

SAMPLE - CORK NEW PRISON	Self- Assessed Compliance Rating: 0– 4	Quality Assurance Compliance Rating: 0–4	Comment/Action Required
Was a contract signed and was it in line with the approval in principle?	Cork – 4	4	Yes, contract signed 27/12/2013 At €38 million (incl. VAT). Business plan estimated €36.8m
If a construction or ICT project was the contract for a fixed price?	Cork – 4	4	Yes
Are suitable management structures in place, commensurate with the scale of projects?	Cork – 4	4	Yes, Governance in place and Project Manager with technical and administrative supports
Did management boards/steering committees meet regularly as agreed?	Cork – 4	4	Yes Capital Projects Oversight Board and Cork Project Board meet approx. every 4 weeks
Were Programme Co-ordinators appointed to co-ordinate implementation?	Cork – 4	4	Yes, technical consultants and support staff in Estates were appointed to manage the project
Were Project Managers, responsible for delivery, appointed and were the Project Managers at a suitable level for the scale of the project?	Cork – 4	4	Yes, Project manager has the necessary experience to manage the project and this is in place from an early stage of the project.
Were monitoring reports prepared regularly, showing implementation against plan, budget, timescales and quality?	Cork - 3	3	Project at early stage (grounds work) brief report from technical consultants. Greater detail expected at later stages
Did the project keep within its financial budget and its time schedule?	Cork – Ongoing	3	Initial delay in signing contract. Some changes have been identified with the design and estimated costs have now increased to €41m from €38m.
Did budgets have to be adjusted?	Cork – Yes	2	Budget increased to €41m.
Were decisions on changes to budgets or time schedules made promptly?	Cork – 4	4	Cork – Yes, CPOB approved adjustments.
Did circumstances ever warrant questioning the viability of the project? (exceeding budget, lack of progress, changes in the external environment)	Y/N	3	No viability issues.
If circumstances did warrant questioning the viability of a project was the project subjected to adequate examination?	Cork – N/A	N/A	N/A

Checklist 5: – Incurring Current Expenditure**Assessed Quality Assurance Rating - 3**

SAMPLE – PRISONERS FOOD SUBHEAD	Self- Assessed Compliance Rating: 0–4	Quality Assurance Rating: 0 - 4	Comment/Action Required
Are there clear objectives for all areas of current expenditure?	Food – 4	4	Food – feed prisoners in accordance with 28 day menu. Provide nutritionally balanced diet.
Are outputs well defined?	Food – 3	3	28 day menu in place and suppliers must provide food as planned
Are outputs quantified on a regular basis?	Food – 3	3	Monthly spend reporting and analysis.
Is there a method for monitoring efficiency on an ongoing basis?	Food – 3	3	Food – monthly spend monitoring
Are outcomes well defined?			Food – Prisoners' very vocal if not fed. Balanced diet benefits the prisoners' health and well being.
Are outcomes quantified on a regular basis?	Food – 3	3	Food – 28 day menu
Is there a method for monitoring effectiveness on an ongoing basis?	Food – 3	3	Food – monthly spend monitoring
Have formal VFM evaluations or other evaluation been completed in the year under review?	Y/N	4	Food is procured every 3 years through open advertisement on e-tenders / OJEU
Are plans for new evaluations made in good time to ensure that they are completed in time to feed into the annual budget cycle?	Food - 0	3	Food was reviewed in 2003 and 2007. A review is planned in 2014/15. The open tender process ensures that Value For Money is achieved.
Are unit costing compiled for performance monitoring?	Food – 3	3	Food – monthly spend reports are issued

Quality Assurance Opinion: Overall Assurance rating - 3

The Prison Service follows the Prison Service / Department and National procedures for incurring expenditure. Objectives are set out and open tendering process ensures value for money is being achieved. Quality is reviewed locally and communicated centrally to contract managers. There are reasonable reporting structures and these are being further enhanced for 2014.

Self Assessed by: PA WOOD Date: (22 / 7 / 14)

Quality Assurance Unit

Quality Assessed by: Walter Johnston Date: (22 / 7 / 14)

If costs increased was approval received from the Sanctioning Authority?	Cork – 0	0	Cork – No – IPS budget now €41m. DPER and FMU were not requested to approve the revised budget
Were any projects terminated because of deviations from the plan, the budget or because circumstances in the environment changed the need for the investment?	Y/N	4	No
For projects > €20m were quarterly reports on progress submitted to the MAC or Management Board and to the Minister?	Cork – 0	0	No. This is a mandatory requirement whereby all large project are reported to the Secretary General and member of the Management Advisory Committee
Were prescribed annual tables on projects, completed or in progress and > €20m submitted to the Department of Public Expenditure & Reform?	Cork – 0	N/a	Public Spending Code introduced in 2013. Tables will be completed and submitted with assurance report once signed off.

Quality Assurance Opinion: overall assurance rating - 3

The Prison Service has approved the increase in budget of the Cork prison from €38m to €41m, the Sanctioning Authority (Justice FMU) was not informed of this increase. DPER were not informed of the additional budget. The sanctioning process from the FMU and DPER must be complied with. The reporting process to the Secretary General and the Minister for project in excess of 20m must be complied with. The management of capital projects is well structured with ongoing monitoring and regular reporting into Project Board and Project Oversight Board. This was well evidenced on the Cork Project.

Self Assessed by: PA Wood Date: (22/7/14)

Quality Assurance Unit
Quality Assessed by: Walter Thushu Date: (22/9/14)

Checklist 7: Current Expenditure that (i) reached the end of its planned timeframe or (ii) was discontinued

Assessed Quality Assurance Rating – N/A

IPS GENERAL	Self-Assessed Compliance Rating: 0–4	Quality Assurance Compliance Rating: 0 – 4	Comment/Action Required
Were reviews carried out of, current expenditure programmes that matured during the year or were discontinued?	N/A	N/A	No programmes identified
Did those reviews reach conclusions on whether the programmes were effective?	N/A	N/A	No programmes identified
Did those reviews reach conclusions on whether the programmes were efficient?	N/A	N/A	No programmes identified
Have the conclusions reached been taken into account in related areas of expenditure?	N/A	N/A	No programmes identified
Were any programmes discontinued following a review of a current expenditure programme?	N/A	N/A	No programmes identified
Was the review commenced and completed within a period of 6 months?	N/A	N/A	No programmes identified

Quality Assurance Opinion: Overall Assurance rating – N/A.

The Prison Service did not have any programme of expenditure that was discontinued or reached the end of its timeframe in 2013.

Self Assessed by:

PA WOOD

Date:

(22/7/14)

Quality Assurance Unit

Quality Assessed by:

Walter JHL

Date:

(22/7/14)

Checklist 6: – Capital expenditure completed**Assessed Quality Assurance Rating - 1**

IPS GENERAL	Self- Assessed Compliance Rating: 0–4	Quality Assurance Compliance Rating: 0 – 4	Comment/Action Required
Were the required post-project reviews carried out?	0	0	Mountjoy A Wing (€3.3m) & Midlands Control Room (€2.5m) completed in 2013 - covered under 5% sample. However, no Post Project Reviews (PPR) undertaken in 2013.
Was a post project review completed for all projects/programmes exceeding €20m?	4	4	No capital project exceeding €20m completed in 2013
If sufficient time has not elapsed to allow a proper assessment of benefits has a post project review been scheduled for a future date?	0	0	Compilation of PPR Team to be agreed for Midlands.
Were lessons learned from post-project reviews disseminated within the Sponsoring Agency and to the Sanctioning Authority?	0	0	No PPRs in 2013
Were changes made to the Sponsoring Agencies practices in light of lessons learned from post-project reviews?	0	0	No PPRs in 2013
Was project review carried out by staffing resources independent of project implementation?	0	0	No PPRs in 2013

Quality Assurance Opinion: Overall Assurance rating 1.

The Prison Service has considerable experience in carrying out construction works, however, while the experience gained is brought by the Project managers onto the next job it is not being documented and made available to all project managers. Post project reviews have been undertaken in recent years but not in the timely manner required. No reviews commenced in 2013.

Self Assessed by:

PA Wood

Date:

(22/7/14)

Quality Assurance Unit

Quality Assessed by:

Walter Jnr

Date:

(22/7/14)

2.2 Main issues arising from checklist assessment

- Clearer guidance and targeted training for Public Spending Code Quality Assurance Reporting needs to be developed and provided.
- Approval from Sanctioning Authority required for increase in project costs for new Cork Prison to €41m.
- Approval from DPER required for increase in project costs for new Cork Prison to €41m.
- Clarity needed on requirement to provide quarterly performance reports to the Minister and the MAC and DPER for large capital projects (over €20m).
- Co-ordinate review of prisoner food requirements with budget cycle.
- Progress needed on PPRs.

2.3 Detailed quality assurance checks

- There needs to be greater awareness of and increased documentation of performance indicators when projects are progressing from feasibility and business case to implementation of the programme or project. The terms by which the post project review will measure the success or otherwise should flow from these performance indicators.
- Post project reviews need to be commenced in a timely manner. All large scale projects should be reviewed and the lessons learned (both good and bad points) documented. The scale of the PPR should be tailored to the scale of the project. The lessons learned should feed into similar projects at design stage.
- The monitoring and reporting structures for financial information are in place at a central level however the expenditure in many instances is at a local prison level. There needs to be increased focus on examining costs vis-à-vis prison and prison numbers and communicated to those that can influence the costs.

3 Next steps: Addressing quality assurance issues

- Further training on the Public Spending Code and feedback from Department of Public Expenditure and Reform on the outcomes of the Assurance reports from the various Departments would ensure standardisation and consistency in returns.
- The Prison Service need to ensure that the issues identified in this report (2.2. and 2.3 above) are resolved/implemented.

Inventory Template - Current expenditure

User Guide:

For departments to know that they are compliant with the Public Spending Code they first need to be aware of the areas of expenditure to which the Code applies in their Department. This sheet is designed to assist Departments to draw up or update you inventories of:

- (i) Expenditure Being Considered:
New Current Expenditure programmes of significant extensions to existing programmes that will involve annual expenditure of €0.5m or more. This should relate to expenditure where final approval in principle has not yet been granted.
- (ii) Expenditure Being Incurred:
Current Expenditure schemes and programmes (annual expenditure greater than >€0.5m) that are incurring expenditure.
- (iii) Expenditure that has Recently Ended:
Current Expenditure schemes or programmes (annual expenditure >€0.5m) that were completed or discontinued

Expenditure should be classified clearly according to the categories set out above and in order of expenditure

Commencement year	Parent Department	Programme type	Contracting Body	Vote	Description of Expenditure Class by Vote(Description, subhead)	Subhead	Major expenditure element	Status: Under consideration Being incurred Recently ended	Current Expenditure or Current Expenditure Project	Annual Expenditure Cycle Date	Overall project spend in 2013 €m - taken from out-turn
2013	Department of Justice	Current	Irish Prison Service	21	Travel & Subsistence	A2-(ii)-(i)	Home Travel	Being incurred	Current Expenditure	31-Dec-13	1.91
2013	Department of Justice	Current	Irish Prison Service	21	Incidental Expenditure & Training	A2-(iii)-3	Uniform	Being incurred	Current Expenditure	31-Dec-13	1.22
2013	Department of Justice	Current	Irish Prison Service	21	Incidental Expenditure & Training	A2-(iii)-4	Staff Training	Being incurred	Current Expenditure	31-Dec-13	0.83
2013	Department of Justice	Current	Irish Prison Service	21	Postal & Telecommunications Office Equipment & External IT Services	A2-(iv)-2	Telecommunications	Being incurred	Current Expenditure	31-Dec-13	2.77
2013	Department of Justice	Current	Irish Prison Service	21		A2-(v)-1-2	Computer - Current Bldgs/Equip - Maintenance & Equipment	Being incurred	Current Expenditure	31-Dec-13	3.55
2013	Department of Justice	Current	Irish Prison Service	21	Buildings & Equipment	A3-2		Being incurred	Current Expenditure	31-Dec-13	10.34
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-1	Virtualising	Being incurred	Current Expenditure	31-Dec-13	9.17
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-2	Clothing, Bedding, etc	Being incurred	Current Expenditure	31-Dec-13	1.71
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-3	Utilities	Being incurred	Current Expenditure	31-Dec-13	9.60
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-4	Cleaning & Laundry Services	Being incurred	Current Expenditure	31-Dec-13	2.04
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-5	Prisoner Gratuities	Being incurred	Current Expenditure	31-Dec-13	3.16
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-6	Medical	Being incurred	Current Expenditure	31-Dec-13	8.99
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-7	Work Training	Being incurred	Current Expenditure	31-Dec-13	2.01
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-8	Recreation Equipment	Being incurred	Current Expenditure	31-Dec-13	0.61
2013	Department of Justice	Current	Irish Prison Service	21	Prison Services	A4-9	Miscellaneous	Being incurred	Current Expenditure	31-Dec-13	3.53

[illegible]

Inventory Template - Capital

User Guide:

For Departments to know that they are compliant with the Public Spending Code they first need to be aware of the areas of expenditure to which the Code applies in their Department. This sheet is designed to assist Departments to draw up or update your inventories of:

(i) Expenditure Being Considered:

New Capital Projects or Capital Grant Schemes and/or significant extensions to existing programmes/schemes that will involve annual expenditure of €0.5m or more. This should relate to expenditure where final approval in principle has not yet been granted. (These should be banded/identified by anticipated cost i.e. €0.5m to €5m, €5m to €20m, €20m+)

(ii) Expenditure Being Incurred:

Capital Projects or Capital Grant Schemes (annual expenditure >€0.5m) that are incurring expenditure.

- (iii) Expenditure that has Recently Ended.

Expenditure should be classified clearly according to the categories set out above and in order of expenditure

[illegible]

Please include procurements relating to capital projects, or capital grant schemes with a value over the lifetime of the contract equal to or exceeding €2m. Expenditure should be taken from the outturn 2013 figures.

PROJECT DETAILS									
Current Year	Parent Department	Programme type	Sanctioning Body	Contracting Body	Vote	Main Subhead	Project name/Description	PROCUREMENT DETAILS	
								Advertised Date	Contract price
2013	Justice	Capital	Irish Prison Service	Irish Prison Service	21	A3	Cork New Prison	22-Feb-13 E tenders	€38,256,754
2013	Justice	Capital	Irish Prison Service	Irish Prison Service	21	A3	Wheatfield Work Training Building	12-Sep-11 E tenders	€3,626,057

Please include procurements relating to capital projects, or capital grant schemes with a value over the lifetime of the contract equal to or exceeding €2m. Expenditure should be

PROGRESS REPORT									
Contract start Date	Contract Completion date	Status	Overall Spend 2013	Overall Cumulative spend to 2013	Projected final cost	Value of contract variations	Date of completion	OUTPUT	
11-Dec-13	Aug-15	Ongoing	€1,915,264	€1,915,264	€39,938,534	€1,681,780	N/A	Expected output on completion	Output to date
14-Oct-13	Sep-14	Ongoing	€663,124	€663,124	€3,626,057	€0	N/A	New prison to house 310 prisoners	Preliminaries commenced
								New work training building	90-95% complete

Website Procurements Publication - Current

Procurements relating to current expenditure programmes/projects > €2m should be set out here.

PROJECT DETAILS											Procurement /Budget Details		
Year	Parent Department	Programme type	Sanctioning Body	Contracting Body	Vote	New Expenditure	Main Subhead	Project name/Description	Advertised Date	Tender location	Awarded to		
2013	Justice	Current	Irish Prison Service	Justice	21	No	A4	Dairy Products	21-Aug-13	E tenders	Glanbia Consumer Food		
2013	Justice	Current	Irish Prison Service	Justice	21	No	A4	Dried Goods	01-Aug-13	E tenders	Hendersons Food Service		
2013	Justice	Current	Irish Prison Service	Justice	21	No	A4	Meat Products	11-Jan-13	E tenders	Pallas Foods		
2013	Justice	Current	Irish Prison Service	Justice	21	No	A4	Pharmacy (General) Services - Dublin	06-Mar-13	E tenders	Various		
2013	Justice	Current	Irish Prison Service	Justice	N/A	No	N/A	Tuck Shop Products	21-Sep-12	E tenders	BWG Foodservice		

* - Tuck Shop purchases from BWG are funded from the prisoners accounts and not from the Vote. Spend figures are not available centrally

Please include procurements relating to capital projects, or capital grant schemes with a value over the lifetime of the contract equal to or exceeding €2m. Expenditure

EU notice date	Revised Estimate / Contract price		PROGRESS REPORT				OUTPUT	
	Start date	Finish date	Expenditure	Spend	Overall	Expected output on completion	Output to date	
21-Aug-13	25-Nov-13	Ongoing	€5,500,000	€0	€0	Provision of dairy products	Provision of dairy products	
01-Aug-13	25-Nov-13	Ongoing	€4,500,000	€0	€0	Provision of dried goods	Provision of dried goods	
11-Jan-13	09-May-13	Ongoing	€5,500,000	€346,257	€346,257	Provision of meat products	Provision of meat products	
06-Mar-13	10-Jul-13	Ongoing	€3,200,000	€451,441	€451,441	Pharmacy services in prisons	Pharmacy services in prisons	
21-Sep-12	01-Mar-13	Ongoing	€24,000,000	*	*	Provision of products for Prison Tuck Shops	Provision of products for Prison Tuck Shops	

y as Prisons pay BWG through the Prison Tuck Shop Bank Account.

diture should be taken from the