

Terms of reference

Value for Money Review: Domestic Waste Services

[Sentient ID #XXXXXX1]

BE THE HOW.
WHAKAMAUA KIA TINA!



1 Document control

1.1 Document purpose

This Terms of Reference (ToR) outlines the purpose of the review, the way it will be structured, governed and how it will be executed.

1.2 Document history

Version	Date	Update by	Update details
1	22 March 2017	S Garrett	Consultation Draft
2	16 May 2017	S Garrett	Response to feedback
3	20 June 2017	S Garrett	Feedback from Oversight Group

1.3 Document Approval

Role	Signature	Date
Chair, Finance and Performance Committee		
Deputy Chair, Finance and Performance Committee		

Comments:

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2 Introduction

2.1 Finance and Performance Committee resolution

1. At its meeting on 21 March 2017, the Finance and Performance Committee approved a programme to review effectiveness and value-for-money across the major activity and service lines of Auckland Council group, to ensure that its services continue to best meet Auckland's needs for good-quality infrastructure, local public services and performance of regulatory functions into the future. These reviews will assist in informing the 2018 Long-term Plan.

2.2 Statutory requirements

2. This programme meets Auckland Council's statutory obligations under section 17A of the Local Government Act 2002 (LGA02). Under s17A, Auckland Council "must review the cost effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services and performance of regulatory functions".
 - Good quality is defined in s10 of the LGA02 in relation to local infrastructure, local public services and performance of regulatory functions to mean infrastructure, public services, and performance that are efficient, effective and appropriate to present and anticipated future circumstances. The Auditor-General has defined "cost effectiveness" to mean "the relationship between the levels of resources used (cost) and progress towards a predetermined outcome".
 - Local infrastructure, local public services and performance of regulatory functions include essentially all of council's functions.
 - The transition provisions (Schedule 1AA of the LGA02) in relation to s17A require that the first reviews need to be completed by August 2017. After that, s17A requires that reviews are conducted every 6 years, or when:
 - council is considering a significant change to relevant service levels;
 - a Council contract or binding agreement in relation to delivery of infrastructure, service or regulatory function is expiring within the next 2 years.
 - There are exceptions to the review requirements where:
 - the delivery of that infrastructure, service or regulatory function is governed by legislation, contract or binding agreement such that it cannot reasonably be altered within the following 2 years;
 - Auckland Council is satisfied that the potential benefits of undertaking a review in relation to that infrastructure, service or regulatory function do not justify the costs of a review.

2.3 Value for Money Review: Domestic Waste Services

3. This programme includes reviewing domestic waste management services across the group.
4. Auckland Council currently provides a range of services throughout Auckland in respect of domestic waste (refuse, recycling, inorganic and organic matter). Since amalgamation there has been progress made towards standardisation of services across the different regions, however some significant differences still remain. Auckland Council group spending on domestic waste services averages around \$49 m per year.

5. While Auckland Council has legislative requirements under the Waste Minimisation Act 2008, it does not have any requirement to provide waste collection, sorting, processing or disposal services. But it does require council to have a Waste Management and Minimisation Plan (WMMP) with objectives and policies for achieving effective and efficient waste management and minimisation and methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including—
- (i) collection, recovery, recycling, treatment and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and
 - (ii) any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and
 - (iii) any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority
6. The Auckland Waste Management and Minimisation Plan 2012 and related documents and plans (Auckland Council) considered the governance, funding and delivery of waste management services for Auckland. The WMMP notes three main drivers, namely:
- the statutory obligation to promote effective and efficient waste management and minimisation;
 - the obvious desirability of a cohesive and consistent services; and
 - the council's long-term goal of zero waste by 2040

Noting the main objectives of the WMMP are:

- reducing Auckland's reliance on landfills
 - achieving operational efficiencies in domestic waste and recycling services
 - reducing harm from waste
 - restricting organic waste going to landfill
 - developing an infrastructure and processes to maximise resource recovery
 - reducing council's responsibility for dealing with end-of-life consumer products and packaging through appropriate advocacy
 - maximising local economic development opportunities; e.g. jobs created by diverting waste from landfill
 - reducing litter and illegal dumping and related costs
7. This review will build on the findings of this and other relevant reports such as the recent strategic review undertaken by council, consistent with these drivers and main objectives and the desired outcomes.

3 Objectives, Lines of Inquiry, and Scope

3.1 Objective

8. The objective of the review is to evaluate the value for money of domestic waste management services across the Auckland Council group and consider the relative merits of alternative options for the governance, funding and delivery of those services in supporting Auckland Council group's established objectives and social, economic, environmental and cultural outcomes (desired outcomes).

9. Objectives and desired outcomes. In undertaking the inquiry the review will consider the barriers including public policy shortcomings and market failures impacting Council's recycling objectives required to achieve the desired outcomes including zero waste and how shortcomings and failures can be mitigated.

3.2 Lines of Inquiry

10. The review will consider:

- the cost effectiveness of Auckland Council group's domestic waste management services, compared with local and central government benchmarks and international best practice
- the performance issues and risks associated with Auckland Council group's domestic waste services including an assessment of the economic, environmental, social and cultural value in respect to the desired outcomes being sought to date;
- whether the current portfolio of services, allocation of resources, and performance in delivery of those services, is optimal in terms of meeting Auckland Council group's objectives, and adding the most value for the level of expenditure. This includes assessing the appropriate balance between current refuse, recycling, inorganic collection, and organic collection services in contributing to that.
- whether the current governance, funding and service delivery arrangements are the best approach to deliver value for money and achieve the key outcomes for Auckland Council group.

This includes assessing

- the scope for improvements in solid waste management to meet council's objectives and desired outcomes,
- the role of regulatory policy (including regulation through licensing and/or by-laws) to drive better solid waste management and assist in achieving the council's objectives and desired outcomes,
- whether changes to the mix of funding (such as waste targeted rates, user pays charges, waste levy payments) would have merit,
- whether alternative management, including improvements to governance, planning and policy setting of domestic waste would add value to the delivery of the WMMP, the Low Carbon Action Plan and other social, cultural and environmental objectives,
- any opportunities for optimisation of infrastructure for waste processing and transfer, and scale economies through a more regionally integrated approach.
- options and recommendations to improve value for money in waste management services in support of Auckland Council group's desired outcomes and objectives.

3.3 Scope

11. The review will consider solid (including domestic) waste management services across the Auckland Council group.
12. The review will be consistent with the drivers and objectives in the WMMP and the obligations in the WMA.
13. The review is concerned with value for money in a broad sense – i.e. how well the existing policy and institutional arrangements deliver on council's strategic objectives and desired

outcomes for Aucklanders. This extends beyond the legislative requirement in s17A to look at cost efficiency, effectiveness and appropriateness of services.

4 Framework for analysis

14. In pursuing the lines of inquiry above, the review will address the following:

- **description of the current state**, including institutional arrangements (governance, funding, and delivery arrangements), demand, service levels, resourcing, costs, quality and performance measures and benchmarking with other New Zealand and international comparator organisations.
- **outline of future pressures and demands**, including strategic issues and trends that will impact on the operating environment for the service over the medium term. This includes for example any social, economic, commercial, demographic, regulatory, environmental or technology issues that are significant in considering the context for service delivery in the medium term.
- **key cost drivers**, clarifying the factors that impact on the cost of delivering the services and how they are likely to change over the medium term in light of the trends noted above.
- **value chain**, articulating how the resources are applied to deliver the services and how the services are intended to contribute to the council's strategic objectives and desired outcomes for Aucklanders.
- **performance evaluation**, assessing the value for money of the services in terms of the efficiency of resource use in delivering the services and the effectiveness of those services in contributing to the council's strategic objectives and impact on desired outcomes for Aucklanders.
- **opportunities to improve value for money**, including through changes to the level or mix of services provided to business practice or to organisational arrangements.
- **options**, outlining alternative arrangements for governance, funding or service delivery that would allow opportunities to improve value for money to be realised and evaluating those options in terms of their likely performance in practice and any implementation issues that would need to be addressed. This must include (but is not limited to) examination of the options noted in s17A (4) LGA02. Further, this should include examination of the options indicated in the lines of inquiry above.
- **Recommendations**, to improve value for money in the delivery of those services.

5 Project approach

15. The review will be undertaken by an in-house project team, supported by an external reference group (with expertise in public finance, public policy/public management and local government operations), under the direction of a governance group as noted below.

16. The review will proceed in the following phases:

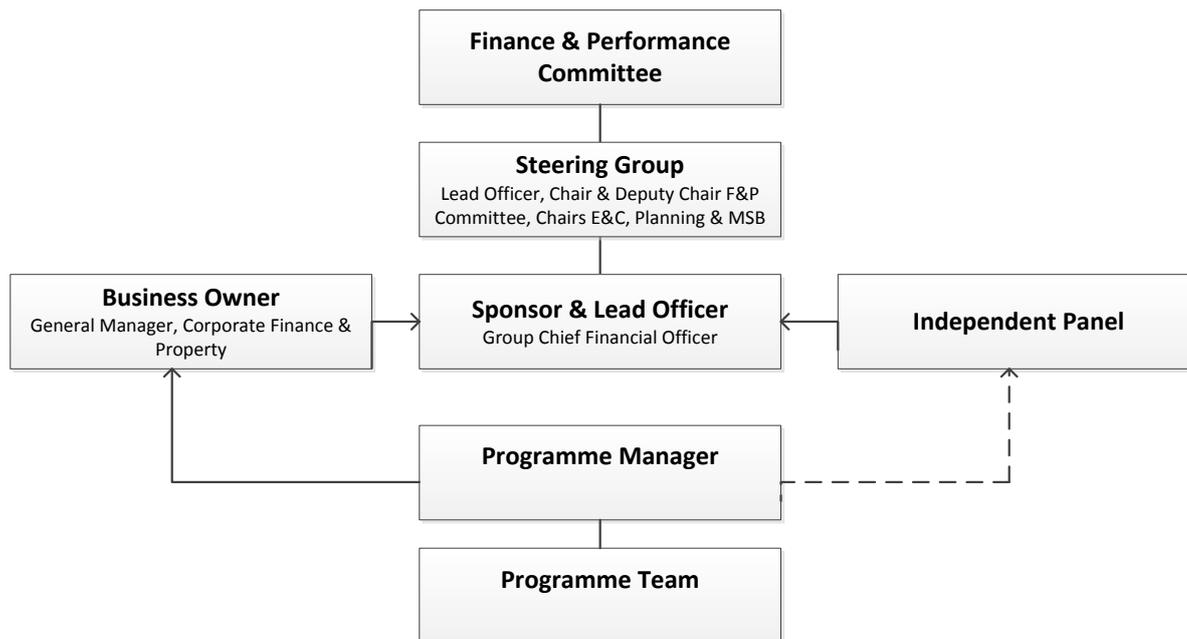
- **Establishment:** The approval of the review's objectives, lines of inquiry and scope .The development of the terms of reference and consultation of those terms with the key stakeholders. This phase will result in the approval of those terms of reference and the subsequent resourcing and establishment of the project team.
 - **Assessment:** Evaluating the value for money of waste services across the Auckland Council group with reference to the current state, future pressures, key drivers and current performance and preliminary findings. This phase will result in the publication of a current state assessment report which will include identifying high level opportunities for improving value for money through changes to the level or mix of services provided, to business practice, or to organisational arrangements.
 - **Options and evaluation:** This phase will consider the relative merits of the opportunities and alternative arrangements for governance, funding or delivery of those services in supporting Auckland Council group's objectives and desired outcomes.
 - **Final report.** Including assessment, options, findings and recommendations, based on the above.
17. The review team will prepare interim reports on each phase for consideration by the governance group.
18. The review team will consult with relevant parties in the Auckland Council in developing the material for the assessment.
19. The review team will consult with Auckland Council, the Independent Maori Statutory Board and local boards in preparing the final report.

6 Governance and roles

6.1 Governance

The organisation structure for the review is set out in the chart below

S17a Value for Money Programme Governance Structure



6.2 Roles

Programme /Review Roles	Responsible	Purpose & Responsibilities
Programme Sponsor/Lead Officer	Group Chief Financial Officer	<ul style="list-style-type: none"> Programme sponsor who champions the group value for money programme and has accountability for the programme overall Authorises (and recommends to the Finance and Performance Committee) key programme reports
Programme Business Owner	General Manager Corporate Finance and Property	<ul style="list-style-type: none"> Business owner who ensures the programme is adequately resourced to deliver on its objectives Authorises (and recommends to the Sponsor) key programme reports Resolves issues and manages risks escalated by the Programme Manager Briefs the Programme Sponsor and the Steering Group

		<ul style="list-style-type: none"> Engages stakeholders to assist with timely responses to information requests and socialisation of deliverables Ensures the participation and co-operation of business resources
Programme Champion	Director Finance and Policy, Mayoral Office	<ul style="list-style-type: none"> Responsible for communications to the Chairs of the CCOs Resolves CCO-related issues escalated by the Sponsor or Business Owner Champions the group value for money programme
Programme & Review Oversight	Steering Group	<ul style="list-style-type: none"> Provides political oversight to monitor progress of the programme at key milestone points
Programme Review & Oversight	Chair and Deputy Chair Finance and Performance Committee	<ul style="list-style-type: none"> Primary programme customer who will approve the terms of reference and receive the draft reports and findings
Programme Review	Finance and Performance Committee	<ul style="list-style-type: none"> Receive and consider proposals and recommendations for value for money review proposals and the final reports from value for money reviews
Independent Advice & Quality Review	Independent Panel - TBA	<ul style="list-style-type: none"> A core panel of three members with expertise in public finance, infrastructure, public policy, economics and /or local government governance experience supplemented by subject matter experts for particular reviews as required Reporting to the Lead Officer Panel members will be asked to: <ul style="list-style-type: none"> provide independent advice on the objectives, lines of inquiry, performance, opportunities options and recommendations for value for money reviews undertake a quality review of the documentation supplied, based on the review criteria including: <ul style="list-style-type: none"> the value for money review evaluation/analysis is clearly defined the research questions are appropriate and feasible to support the objectives and lines of inquiry for the reviews data analysis techniques are robust and appropriate and correctly applied opportunities, options, evaluations and recommendations are based on evidence

		<ul style="list-style-type: none"> there is coherence, consistency and a clear line of integration across the reports and the reasoning associated with the research/evaluation/analysis
Independent Specialist with Industry Knowledge (SME)	Waste Industry Expert - TBD	<ul style="list-style-type: none"> Advising the expert panel, provide independent expert advice and commentary on the assessment and evaluation of opportunities as they arise based on industry experience with similar undertakings.
Programme Manager-Value for Money	TBD	<ul style="list-style-type: none"> Co-ordinates, recruits and manages programme office resources and approach and is responsible for the delivery of the agreed programme plan to schedule and budget. Develops the programme plan, review methodology and the production of the associated deliverables for authorisation by the Business Owner, the Sponsor, the Steering Group and Finance and Performance Committee. Develops and manages the programme calendar and associated engagement requirements including steering group management and the supply of documentation to the expert review panel. Briefs the Programme Business Owner and Sponsors regarding project status, risks/issues and decisions required.
Senior Financial Analyst	TBD	<ul style="list-style-type: none"> Defines and supervises the collection of the data requirements needed for evidence-based value for money reviews from council and CCOs to support the programme methodology. Analysing financial and non-financial records and plans, reports relating to past and planned expenditures and revenues including relevant reviews and benchmarking to distil relevant performance-related trends, issues, opportunities. Work on the application of the public service value for money analytics and modelling between expenditure, inputs, outputs and outcomes
Senior Economist	TBD	<ul style="list-style-type: none"> Define and develop the value for money modelling approach and value-based data requirements for each review including key value drivers and public policy/outcomes for each review Supervise the collection of the data requirements needed for evidence-based value for money reviews from council and CCOs to support the programme's value-based

		<p>methodology</p> <ul style="list-style-type: none"> Analyse records and plans, reports relating to past and planned expenditure, revenues and social, economic, environmental and cultural outcomes to distil relevant performance-related trends, issues, opportunities. Oversee the application of the public service value for money analytics including the relational modelling between expenditure, inputs, outputs and outcomes and draw conclusions and insights from this work.
Financial Analyst		<ul style="list-style-type: none"> Supporting the senior financial analyst, collect the data requirements needed for evidence-based value for money reviews from council and CCOs to support the programme methodology. Assist with the analysis including modelling of financial and non-financial records and plans, reports relating to expenditures and revenues including past reviews and benchmarking to distil relevant trends, issues, and opportunities.

6.3 Stakeholders

The key stakeholders in this review are as follows.

Mayor Phil Goff

Chairperson Ross Clow – Finance and Performance Committee

Deputy Chairperson Desley Simpson – Finance and Performance Committee

Chairperson Penny Hulse – Environment and Community Committee

Chairperson Chris Darby – Planning Committee

Deputy Chairperson Greg Sayers – Audit and Risk

Chairperson David Taipari – Independent Maori Statutory Board

Kelvin Norgrove, Policy Project Manager, Independent Maori Statutory Board

Taha MacPherson - Chief of Staff, Mayoral Office

David Wood- Director Finance and Policy, Mayoral Office

Stephen Town – CE Auckland Council

Sue Tindal – Group CFO Auckland Council

Dean Kimpton – COO Auckland Council

Barry Potter - Director Infrastructure and Environmental Services

Local Board Chairs

Finance and Performance Committee

National Secretary, PSA

6.4 Dependencies

20. This review will be undertaken in the context of the waste assessment and the refresh of the Waste Management and Minimisation Plan (WMMP) legislatively required to be consulted and adopted by June 2018.

6.5 Schedule

Milestone	Due Date
Terms of reference approved	June 2017
VFM programme established	June 2017
project team established	June 2017
current state assessment	July 2017
high level opportunities	July 2017
options and recommendations	August 2017
final report	September 2017