

Appropriation Account 2017

Vote 20

An Garda Síochána

Introduction

As Accounting Officer for Vote 20, I am required to prepare the appropriation account for the Vote, and to submit the Account to the Comptroller and Auditor General for audit.

In accordance with this requirement, I have prepared the attached account of the amount expended in the year ended 31 December 2017 for the salaries and expenses of the Garda Síochána, including pensions, etc. for the payment of certain witnesses' expenses, and for payment of certain grants.

The expenditure outturn is compared with the sums:

- (a) granted by Dáil Éireann under the Appropriation Act 2017, including the amount that could be used as appropriations-in-aid of expenditure for the year, and
- (b) provided for capital supply services in 2017 out of unspent 2016 appropriations, under the deferred surrender arrangements established by Section 91 of the Finance Act 2004.

A surplus of €5.29 million is liable for surrender to the Exchequer.

The Statement of Accounting Policies and Principles and notes 1 to 6 form part of the account.

Statement of Accounting Policies and Principles

The standard accounting policies and principles for the production of appropriation accounts have been applied in the preparation of the account except for the following:

Depreciation

Capital assets are depreciated on a straight line basis over their estimated useful life starting in the month recorded in the fixed asset register.

The standard depreciation rates are applied in respect of office and IT equipment, and furniture and fittings. The following depreciation rates apply to other capital assets

- aircraft: 5% per annum
- boats: 10% per annum
- vehicles: 25% per annum

Land and buildings

The Minister for Justice and Equality owns eight Garda stations which are included in the appropriation account of the Office of Public Works (Vote 13).

Land holdings are used by An Garda Síochána at Templemore for student use for recreational purposes. An Garda Síochána is working with the Office of Public Works to ensure that all lands are transferred into State ownership.

All other property utilised by An Garda Síochána is owned by the Office of Public Works, and is accounted for in the appropriation account of that Office.

Statement on Internal Financial Control

Responsibility for System of Internal Financial Control

As Accounting Officer, I acknowledge my responsibility for ensuring that an effective system of internal financial control is maintained and operated by An Garda Síochána. This responsibility is exercised in the context of the resources available to me and my other obligations as the Acting Commissioner of An Garda Síochána. Also, any system of internal financial control can provide only reasonable and not absolute assurance that assets are safeguarded, transactions authorised and properly recorded, and that material errors or irregularities are either prevented or would be detected in a timely manner. Maintaining the system of internal financial controls is a continuous process and the system and its effectiveness are kept under ongoing review.

Financial Control Environment

I confirm that a control environment containing the following elements is in place:

- financial responsibilities have been assigned at management level with corresponding accountability
- reporting arrangements have been established at all levels where responsibility for financial management has been assigned
- formal procedures have been established for reporting significant control failures and ensuring appropriate corrective action
- there is an Audit Committee to advise me in discharging my responsibilities for the internal financial control system
- procedures for all key business processes have been documented
- there are systems in place to safeguard the assets.

Administrative Controls and Management Reporting

I confirm that a framework of administrative procedures and regular management reporting is in place including segregation of duties and a system of delegation and accountability and, in particular, that

- there is an appropriate budgeting system with an annual budget which is kept under review by senior management
- there are regular reviews by senior management of periodic and annual financial reports which indicate financial performance against forecasts
- a risk management system operates within An Garda Síochána
- there are systems aimed at ensuring the security of the ICT systems
- there are appropriate capital investment control guidelines and formal project management disciplines.

Risk Management

In 2015, a comprehensive review of An Garda Síochána's risk management approach was completed and a 'Revised Approach to Risk Management' was developed that ensures risk management processes continue to be robust and reflect best national and international practice. The revised approach aligns with Government policies and is designed to ensure that corporate, executive and local risks that impact on the achievement of the organisation's strategic objectives are managed in line with the organisation's Strategy Statement and plans.

The 'Revised Approach to Risk Management' was implemented on 31st March 2017 as a phase 1 initiative under the Modernisation and Renewal Programme 2016-2021. It is supported by a Risk and Policy Governance Board, a dedicated Garda Risk Management Unit, a Risk Champion Network, revised policy and procedures, portal webpage and associated documents.

The Chief Administrative Officer has been appointed as the Chief Risk Officer for An Garda Síochána and chairperson of the Risk and Policy Governance Board. His role includes the identification of corporate risks, championing risk management at all levels, advising the Acting Commissioner on the status and effectiveness of risk management and reporting to the Policing Authority. Membership of the Risk and Policy Governance Board includes a number of Assistant Commissioners and Executive Directors. The Risk and Policy Governance Board meetings are required to be held on at least a quarterly basis. An Garda Síochána has taken steps to mitigate the risks of conflict of interest related to the attendance of the Chief Administrative Officer at Audit Committee meetings as a member of the Audit Committee.

Shared Services

I have fulfilled my responsibilities in relation to the requirements of the service level agreements between An Garda Síochána and the Financial Shared Services Centre of the Department of Justice and Equality and the National Shared Services Office for the provision of financial and payroll shared services.

I rely on letters of assurance from the Accounting Officers of Vote 24 Justice and Equality and of Vote 18 Shared Services that the appropriate controls are exercised in the provision of shared services to An Garda Síochána.

Procurement

An Garda Síochána ensures that there is an appropriate focus on good practice in purchasing and that procedures are in place to ensure compliance with all relevant guidelines.

An Garda Síochána complied with the guidelines with the exception of 128 contracts to the value of €28,478,271 which were listed in my annual return in respect of Circular 40/2002.

- 30 contracts to a value of €5,696,651 related to sole suppliers and security-related services.
- 56 contracts to a value of €19,253,463 were extended beyond the original contract date without competitive procurement which included contracts for IT skilled resources. Tenders are being developed and will be advertised in 2018 for these services.
- 21 contracts to a value of €2,275,531 in respect of medical services were paid in accordance with the Department of Public Expenditure and Reform sanctioned rates for professional services. A competitive tender for medical services was undertaken with the support of the HSE. The tenders have been evaluated and the contracts are now in the implementation phase.
- In the other 21 cases with a value of €1,252,626, local contract arrangements were in place contrary to national procurement guidelines. An Garda Síochána has already put contracted arrangements in place for a number of these supplies and is taking steps to put tenders in place in 2018 for the remainder.

Internal Audit and Audit Committee

I confirm that An Garda Síochána has an internal audit function with appropriately trained personnel. Its work is informed by analysis of the risks to which An Garda Síochána is exposed and its annual internal audit plans, approved by me, are based on this analysis. These plans aim to cover the key controls on a rolling basis over a reasonable period. The internal audit function is reviewed periodically by me and the Audit Committee. I have put procedures in place to ensure that the reports of the internal audit function are followed up.

Significant Financial Risks

Property and evidence management

The management, recording and storage of property taken into the possession of An Garda Síochána both evidential and non-evidential, was a frequently occurring financial and reputational risk identified by Internal Audit. The Property and Exhibits Management System Part 2 (PEMS2), a new electronic tracking system to manage all property in the custody of the organisation, has been deployed to all regions since November 2017.

Garda payroll and pension overpayments

The overpayment of Garda and civilian salaries arises largely from the late notification of sick/maternity leave, retirements, resignations, dismissals, and family friendly applications to the Payroll Shared Services Centre. To date, 48% of overpaid Garda pensions and for 51% of overpaid Garda and civilian salaries recovery plans have been agreed.

The overpayment of Garda pensions is mainly due to the payment of pensions in advance rather than in arrears in line with public sector norms. An Garda Síochána requested the Department of Justice and Equality to amend the Pensions Order 1925 to facilitate pension payment in arrears following consultation with the Garda Associations.

Audit of the Garda college

An internal audit report (February 2017) concluded that financial irregularities existed in the financial management of the Garda College. A Steering Group was established to commence the implementation of the recommendations.

The report made nineteen recommendations to ensure compliance with Public Financial Procedures. The first recommendation was that all the recommendations should be implemented. Of the eighteen remaining recommendations 14 have been fully implemented, two partially completed and the remaining two concern the wind-up of Sportsfield Company Ltd and the transfer of all land associated with Sportsfield Ltd to the Office of Public Works (OPW). These issues are the subject of on-going discussions with OPW.

In addition to the implementation of the recommendations, An Garda Síochána has made a voluntary disclosure to the Revenue Commissioners and a settlement was presented in respect of VAT and Benefit in Kind.

Internal Audit has provided reasonable assurance in relation to the financial controls now in place in the Garda College.

Fixed charge notice and breath test issues

In March 2017, An Garda Síochána detailed concerns in respect of the administration of fixed charge notices and road side breath tests.

In relation to fixed charge notices, an examination of 830,687 summonses, issued between 1 January 2006 and 27 May 2016, identified that a total of 146,865 cases of persons who had committed offences had been brought before the courts incorrectly. Of these summonses, 14,700 cases resulted in a penalty being imposed by the courts. An Garda Síochána is appealing these outcomes, with the consent of the plaintiff, to the Circuit Court. Subject to the determination of the Court, any fines imposed will be reimbursed and all records involved will be corrected. To date 2,274 cases have been successfully appealed. The appeal process is ongoing.

In relation to breath tests, in March 2017 An Garda Síochána identified that there was a significant discrepancy between the data recorded on the Garda computer system (PULSE) for roadside breath tests versus the number of breath tests recorded on the apparatus used by the Medical Bureau for Road Safety. An examination identified that from June 2009 to April 2017, 3,498,400 breath tests were recorded on PULSE compared to 2,040,179 recorded on the Drager devices used to administer the tests, a discrepancy of 1,458,221 breath tests.

Ongoing Monitoring and Review

Formal procedures have been established for monitoring control processes and control deficiencies are communicated to those responsible for taking corrective action and to management and the Executive, where relevant, in a timely way. I confirm that key risks and related controls have been identified and processes have been put in place to monitor the operation of those key controls and report any identified deficiencies.

Review of Effectiveness

I confirm that An Garda Síochána has procedures to monitor the effectiveness of its risk management and control procedures. An Garda Síochána's monitoring and review of the effectiveness of the system of internal financial control is informed by the work of the internal and external auditors and the senior management within An Garda Síochána responsible for the development and maintenance of the internal financial control framework.

Internal Financial Control Issues

No weaknesses in internal financial control were identified in relation to 2017 that resulted in, or may result in, a material loss.

Dónall Ó Cualáin
Accounting Officer
An Garda Síochána

29 March 2018

Comptroller and Auditor General

Report for presentation to the Houses of the Oireachtas

Vote 20 Garda Síochána

Opinion on the appropriation account

I have audited the appropriation account for Vote 20 Garda Síochána for the year ended 31 December 2017 under section 3 of the Comptroller and Auditor General (Amendment) Act 1993.

In my opinion, the appropriation account

- properly presents the receipts and expenditure of Vote 20 Garda Síochána for the year ended 31 December 2017
- has been prepared in the form prescribed by the Minister for Public Expenditure and Reform.

Basis of opinion

I conducted my audit of the appropriation account in accordance with the International Standards on Auditing (ISAs) as promulgated by the International Organisation of Supreme Audit Institutions. My responsibilities under those standards are described in the *Preface to the Appropriation Accounts*. I am independent of An Garda Síochána and have fulfilled my other ethical responsibilities in accordance with the standards.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Report on the statement on internal financial control, and on other matters

The Accounting Officer has presented a statement on internal financial control together with the appropriation account. My responsibilities to report in relation to the information in the statement, and on certain other matters upon which I report by exception, are described in the *Preface to the Appropriation Accounts*.

Non compliance with procurement rules

The Accounting Officer has disclosed in the statement on internal financial control that material instances of non-compliance with procurement rules occurred in respect of contracts that operated in 2017.

Reporting on matters arising from audit

Chapter 7 of my report on the accounts of the public services for 2017 refers to certain matters relating to Vote 20 An Garda Síochána.

Seamus McCarthy
Comptroller and Auditor General

26 September 2018

Vote 20 Garda Síochána

Appropriation Account 2017

	Estimate provision		2017	2016
	€000	€000	Outturn	Outturn
	€000	€000	€000	€000
Programme expenditure				
A Working with communities to protect and serve				
<i>Original</i>	1,611,948			
<i>Deferred surrender</i>	9,344			
<i>Supplementary</i>	58,100			
			1,679,392	1,668,540
Gross expenditure		1,679,392	1,668,540	1,570,562
<i>Deduct</i>				
B Appropriations-in-aid				
<i>Original</i>	106,002			
<i>Supplementary</i>	13,900			
		119,902	123,251	123,894
Net expenditure				
<i>Original</i>	1,505,946			
<i>Deferred surrender</i>	9,344			
<i>Supplementary</i>	44,200			
		1,559,490	1,545,289	1,446,668

Surplus for surrender

The surplus of the amount provided over the net amount applied is liable for surrender to the Exchequer. Under Section 91 of the Finance Act 2004, all or part of any unspent appropriations for capital supply services may be carried over for spending in the following year.

	2017	2016
	€	€
Surplus	14,201,000	11,524,000
Deferred surrender	(8,907,000)	(9,344,000)
Surplus to be surrendered	5,294,000	2,180,000

Dónall Ó Cualáin
Accounting Officer
An Garda Síochána

29 March 2018

Notes to the Appropriation Account

Note 1 Operating Cost Statement 2017

	2017		2016
	€000	€000	€000
Programme cost		449,046	435,992
Pay		1,075,793	979,500
Non pay		143,701	155,070
Gross expenditure		1,668,540	1,570,562
<i>Deduct</i>			
Appropriations-in-aid		123,251	123,894
Net expenditure		1,545,289	1,446,668
Changes in capital assets			
Purchases cash	(19,026)		
Depreciation	19,214		
Disposals cash	32		
Loss on disposals	65		
Capital asset adjustment (note 2.2)	2,676	2,961	(18,296)
Changes in net current assets			
Increase in closing accruals	6,469		
Increase in stock	(675)		
		5,794	3,654
Direct expenditure		1,554,044	1,432,026
Expenditure borne elsewhere			
Net allied services expenditure (note 1.1)		21,687	21,432
Net programme cost		1,575,731	1,453,458

1.1 Net Allied Services Expenditure

The net allied services expenditure amount is made up of the following amounts in relation to Vote 20 borne elsewhere.

	2017	2016
	€000	€000
Vote 11 Department of Public Expenditure Reform	23	—
Vote 13 Office of Public Works	17,569	17,034
Vote 18 National Shared Services Office	3,030	2,688
Vote 24 Justice and Equality - Financial Shared Services Centre	2,108	2,605
<i>Less</i>		
Services provided by An Garda Síochána to other Votes	(1,043)	(895)
	21,687	21,432

Other services

An Garda Síochána cooperates with other services in a variety of ways. The costs involved are not reflected in the table above. Key services are:

- Garda transport was made available as escorts to Prison Service personnel conveying prisoners to court.
- Assistance was rendered to An Garda Síochána by the Defence Forces in the disposal of explosive materials, without payment.
- Garda personnel availed of Air Corps aircraft during 2017 without payment. Air Corps support was also provided without charge in relation to the operation of the Garda fixed-wing aircraft and pilot costs of Garda helicopters.

Note 2 Statement of Financial Position as at 31 December 2017

	Note	2017 €000	2016 €000
Capital assets	2.2	69,841	73,145
Current assets			
Bank and cash	2.3	30,730	34,041
Stocks	2.4	7,968	7,293
Prepayments	2.5	8,283	11,751
Accrued income		1,796	2,147
Other debit balances	2.6	24,415	21,266
Total current assets		73,192	76,498
Less current liabilities			
Accrued expenses	2.7	11,891	9,584
Other credit balances	2.8	46,019	45,783
Net Exchequer funding due	2.9	9,126	9,524
Total current liabilities		67,036	64,891
Net current assets		6,156	11,607
Net assets		75,997	84,752
Represented by:			
State funding account	2.1	75,997	84,752

2.1 State funding account

	Note	2017 €000	2016 €000
Balance at 1 January		84,752	70,110
Estimate provision	Account	1,559,490	
Deferred surrender		(8,907)	
Surplus to be surrendered	Account	(5,294)	
Net vote		1,545,289	1,446,668
Expenditure (cash) borne elsewhere	1.1	21,687	21,432
Net programme cost	1	(1,575,731)	(1,453,458)
Balance at 31 December		75,997	84,752

2.2 Capital assets

	Aircraft	Motor boats	Vehicles and equipment	Office and IT equipment	Furniture and fittings	Capital assets under development	Total
	€000	€000	€000	€000	€000	€000	€000
Gross assets							
Cost or valuation at 1 January 2017	18,637	1,060	73,417	177,692	6,137	16,329	293,272
Additions	—	—	6,778	7,077	468	4,360	18,683
Disposals ^a	—	—	(8,230)	(253)	—	(2,676)	(11,159)
Cost or valuation at 31 December 2017	18,637	1,060	71,965	184,516	6,605	18,013	300,796
Accumulated depreciation							
Opening balance at 1 January 2017	12,639	1,015	47,421	154,646	4,406	—	220,127
Depreciation for the year	712	18	11,198	6,862	424	—	19,214
Depreciation on disposals	—	—	(8,140)	(246)	—	—	(8,386)
Cumulative depreciation at 31 December 2017	13,351	1,033	50,479	161,262	4,830	—	230,955
Net assets at 31 December 2017	5,286	27	21,486	23,254	1,775	18,013	69,841
Net assets at 31 December 2016	5,998	45	25,996	23,046	1,731	16,329	73,145

^a Pre 2016 Schengen project expenditure of €2,760,000 was written off. See Note 2.10.

2.3 Bank and cash

at 31 December	2017	2016
	€000	€000
PMG balances and cash	23,508	29,442
Commercial bank accounts	7,222	4,599
	30,730	34,041

The commercial bank account balance of €7,222,099 is held by An Garda Síochána in 123 imprest accounts (2016: €4,598,811).

2.4 Stocks

at 31 December	2017	2016
	€000	€000
Stationery	458	454
Telecommunications stock	1,501	969
Clothing	2,504	2,801
Technical Bureau	154	128
United Nations stock	143	143
Armoury	2,709	2,141
Miscellaneous	499	657
	7,968	7,293

2.5 Prepayments

Prepayments of €8.3 million comprise national digital radio payments of €2 million, ICT skilled resources payments of €6 million, and the balance of €283,000 across other subheads.

2.6 Other debit balances

at 31 December	2017	2016
	€000	€000
Advances to OPW	4,631	4,158
Imprests	953	698
Payroll suspense account (Paypath)	15,841	15,576
Cycle to Work scheme	380	420
Other debit suspense items	2,610	414
	24,415	21,266

2.7 Accrued expenses

There were accrued expenses of €11.9 million at the year end of which €0.6 million related to capital purchases, €0.5 million being the purchase of ICT equipment and €0.1 million for specialist equipment. The accrued expenses also included €1.9 million for travel and subsistence, €1.6 million for fuel and maintenance of the Garda fleet, €1.3 million for station services, €1.2 million for the outsourced GoSafe contract, €1.2 million for storage and towing of vehicles, €0.9 million for clothing and €0.7 million for communication and other equipment with the balance spread across a number of other subheads.

2.8 Other credit balances

at 31 December	2017	2016
	€000	€000
Amounts due to the State		
Income Tax	21,567	22,268
Pay Related Social Insurance	8,856	9,309
Professional Services Withholding Tax	1,310	2,223
Value Added Tax	543	732
Relevant Contracts Tax	—	9
Road Traffic Act fines	748	778
Tax on pension contribution refunds	9	1
Civil Service Pension Scheme	183	67
Garda division account balances	6,022	4,599
	<u>39,238</u>	<u>39,986</u>
Payroll deductions held in suspense	4,942	4,882
Garda Reward Fund (note 5.4)	420	392
Other credit suspense items	1,419	523
	<u>46,019</u>	<u>45,783</u>

2.9 Net Exchequer funding due

at 31 December	2017	2016
	€000	€000
Surplus to be surrendered	5,294	2,180
Deferred surrender	8,907	9,344
Exchequer grant undrawn	(5,075)	(2,000)
Net Exchequer funding due	<u>9,126</u>	<u>9,524</u>
Represented by:		
Debtors		
Bank and cash	30,730	34,041
Debit balances: suspense	24,415	21,266
	<u>55,145</u>	<u>55,307</u>
Creditors		
Due to State	(39,238)	(39,986)
Credit balances: suspense	(6,781)	(5,797)
	<u>(46,019)</u>	<u>(45,783)</u>
	<u>9,126</u>	<u>9,524</u>

2.10 Commitments

at 31 December	2017	2016
	€000	€000
a) Global commitments		
Procurement of goods and services	69,556	93,434
Capital projects	41,509	83,240
Total of legally enforceable commitments	111,065	176,674

The commitments in relation to the procurement of goods and services at the end of 2017 amounted to €69.6 million. The Go Safe commitment was €63.2 million which consists of a contract in place until August 2022. Other commitments include the purchase of clothing €2.1 million, furniture €1.3 million, vehicle purchases €1.3 million and ICT €0.8 million and the balance across other subheads.

b) Major capital commitments

Project	Cumulative expenditure to 31 December 2016	Expenditure in 2017	Project commitments in subsequent years	Expected total spend lifetime of project 2017	Expected total spend lifetime of project 2016
	€000	€000	€000	€000	€000
Regional/Divisional headquarters:					
• Galway	7,338	13,008	11,150	31,496	30,954
• Kevin Street	17,105	14,702	2,650	34,457	33,558
• Wexford	13,217	11,821	1,500	26,538	26,217
Software system development:					
• MIMS ^a phases 3a, 3b & 5	9,653	2,278	12,869	24,800	24,800
• Schengen	4,000	4,360	13,340	21,700	21,700
	51,313	46,169	41,509	138,991	137,229

Significant variations

Schengen project commenced in 2006, but was suspended in 2008. At that point, costs of €2.76 million had been incurred. Figures shown above reflect the contractual commitment entered into in 2016. The prior expenditure of €2.76 million has been written off in 2017. This write off is reflected in the capital assets.

Galway: Amendments made to the original design required additional structural works. In addition, there were also other design changes to meet Garda requirements which increased total expected costs as well as necessary design changes that were made during construction between the contractor and the OPW.

Kevin Street: Due to poor ground conditions, additional water pumping and concrete basement works were required which gave rise to additional costs and delays. In addition, there were some necessary design changes that were made during construction between the OPW and the contractor.

Wexford: While the final account on this project is awaited from the OPW, the project has been completed and is expected to be under budget.

^a Major Investigations Management System

Note 3 Vote Expenditure by Subhead

Analysis of administration expenditure

The following note presents an analysis of the administration expenditure of the Vote and outlines the reasons for any significant variations (+/- 25% and €100,000).

		Estimate provision		2017		2016
				Outturn		Outturn
		€000	€000	€000	€000	€000
i	Salaries, wages and allowances					
	<i>Original</i>	1,024,630				
	<i>Supplementary</i>	50,489	1,075,119	1,075,793	979,500	
ii	Travel and subsistence					
	<i>Original</i>	15,983				
	<i>Supplementary</i>	3,716	19,699	20,025	18,567	
iii	Training and development and incidental expenses					
	<i>Original</i>	12,706				
	<i>Supplementary</i>	8,964	21,670	22,945	19,830	
iv	Postal and telecommunications services					
	<i>Original</i>	39,647				
	<i>Supplementary</i>	(5,097)	34,550	35,770	40,630	
v	Office equipment and external IT services					
	<i>Original</i>	36,812				
	<i>Supplementary</i>	5,973	42,785	39,637	51,525	
vi	Maintenance of Garda premises					
	<i>Original</i>	721				
	<i>Supplementary</i>	3,479	4,200	4,301	3,818	
vii	Consultancy services and value for money and policy reviews		261	366	327	
viii	Station services					
	<i>Original</i>	18,700				
	<i>Supplementary</i>	2,800	21,500	20,452	20,032	
ix	Garda Reserve					
	<i>Original</i>	1,395				
	<i>Supplementary</i>	(1,095)	300	205	341	
			1,220,084	1,219,494	1,134,570	

Significant variations

i Salaries, wages and allowances

Estimate provision: €1.02 billion, outturn: €1.07 billion

The excess of €51.16 million in expenditure on salaries, wages and allowances was due to increase in pay and allowances of €8 million and overtime of €43 million. The increased requirement in overtime is directly related to the measures taken to combat organised crime (€18.2 million) including initiatives such as Operation Thor (€9.4 million) and Port Security (€3.4 million). The costs associated with the implementation of the Labour Court Agreement in relation to Garda Pay are also a contributory factor.

ii Travel and subsistence

Estimate provision: €15.98 million, outturn: €20.02 million

The excess of €4.04 million on travel and subsistence was due to special operations in relation to organised crime and international security operations. The main expenditure occurred in the Dublin Metropolitan Region €4.4 million, Security and Intelligence €2.8 million, Western Region €2 million, Eastern Region €2 million, Northern Region €1.6 million, Special Operations €1.6 million, and Southern Region €1.4 million.

iii Training and development and incidental expenses

Estimate provision: €12.71 million, outturn: €22.95 million

The excess of €10.24 million on training and development and incidental expenses was due to costs associated with road traffic activities, in particular vehicle towing and storage €5 million, training €1.9 million, and hire of premises €0.8 million with the balance across other subheads.

vi Maintenance of Garda premises

Estimate provision: €0.72 million, outturn: €4.30 million

The excess of €3.58 million on maintenance of Garda premises was due to ongoing maintenance of the Garda estate. There was elective works carried out by the OPW of €2.21 million, maintenance of stations €1 million, garden maintenance €420,000, fire safety €130,000 and firearm range maintenance €130,000.

vii Consultancy services and value for money and policy reviews

Estimate provision: €0.26 million, outturn: €0.37 million

The excess of €0.11 million on consultancy was due to costs associated with the Garda College regarding tax compliance.

ix Garda Reserve

Estimate provision: €1.40 million, outturn: €0.21million

The saving of €1.19 million on the Garda Reserve was due to a decrease in number of reserves (93) and the recruitment not reaching expectation. Garda reservist members are entitled to an annual allowance of €1,000 per annum. However, in order to claim this allowance, reservists must perform a minimum of 208 hours over a 12 month period.

Programme A Working with communities to protect and serve

		Estimate provision		2017	2016
		€000	€000	Outturn	Outturn
		€000	€000	€000	€000
A.1	Administration – pay				
	<i>Original</i>	1,024,630			
	<i>Supplementary</i>	50,489	1,075,119	1,075,793	979,500
A.2	Administration - non pay				
	<i>Original</i>	126,225			
	<i>Supplementary</i>	18,740	144,965	143,701	155,070
A.3	Clothing and accessories				
	<i>Original</i>	3,764			
	<i>Supplementary</i>	(464)	3,300	3,116	4,704
A.4	St. Paul's Garda Medical Aid Society		124	124	124
A.5	Transport				
	<i>Original</i>	26,566			
	<i>Supplementary</i>	(2,166)	24,400	24,826	29,116
A.6	Communications and other equipment				
	<i>Original</i>	26,992			
	<i>Supplementary</i>	2,658	29,650	30,414	31,745
A.7	Aircraft				
	<i>Original</i>	1,050			
	<i>Supplementary</i>	650	1,700	1,437	1,607
A.8	Superannuation, etc.				
	<i>Original</i>	333,392			
	<i>Supplementary</i>	(3,500)	329,892	326,749	319,272
A.9	Witnesses' expenses				
	<i>Original</i>	1,805			
	<i>Supplementary</i>	200	2,005	1,963	1,675
A.10	Compensation				
	<i>Original</i>	16,622			
	<i>Supplementary</i>	(222)	16,400	16,215	17,332
A.11	Witness security programme				
	<i>Original</i>	1,198			
	<i>Supplementary</i>	(200)	998	800	1,320
A.12	Capital building programme				
	<i>Original</i>	49,580			
	<i>Deferred surrender</i>	9,344			
	<i>Supplementary</i>	(8,085)	50,839	43,402	29,097
			1,679,392	1,668,540	1,570,562

Significant variations

Overall, the expenditure in relation to Programme A was €47.25 million higher than originally provided. €68.64 million of this related to administration expenditure and has already been explained and the balance of €21.39 million was mainly due to the following:

A.3 *Clothing and accessories*

Estimate provision: €3.76 million, outturn: €3.11 million

The saving of €0.65 million relative to the estimate provision was due to timing issues. The online ordering system has led to a reduction in clothing stock €0.3 million which contributed to the savings.

A.5 *Transport*

Estimate provision: €26.57 million, outturn: €24.83 million

The saving of €1.74 million relative to the estimate provision was due to maintenance and running costs being lower due to the improved age profile. This age profile has led to reduced fuel costs of €0.7 million and maintenance of €0.6 million. The total investment in the Transport Fleet in 2017 was €5.65 million.

A.6 *Communications and other equipment*

Estimate provision: €26.99 million, outturn: €30.41 million

The excess of €3.42 million relative to the estimate provision was due to increased expenditure in respect of specialist areas such as Firearms Stores €1.0 million, Specialist Units €0.9 million, Telecommunications €0.6 million, Technical Bureau €0.2 million and the balance across other subheads.

A.7 *Aircraft*

Estimate provision: €1.05 million, outturn: €1.44 million

The excess of €0.39 million relative to the estimate provision was due to the maintenance and repair of the Garda Helicopter of €0.25 million also includes additional investment of €0.14 million in the upgrade of surveillance and other systems with regard to the helicopter.

A.8 *Superannuation, etc*

Estimate provision: €333.39 million, outturn: €326.75 million

The saving of €6.64 million relative to the estimate provision was in the main due to this being a difficult area to accurately forecast.

A.9 *Witnesses' expenses*

Estimate provision: €1.8 million, outturn: €1.96 million

The excess of €0.16 million relative to the estimate provision was due to an increase in operational demand. The demand led nature of the subhead means that expenditure is difficult to predict with accuracy.

A.10 *Compensation*

Estimate provision: €16.62 million, outturn: €16.22 million

The saving of €0.4 million relative to the estimate provision was due to less expenditure than expected in relation to cases under the Garda Compensation Act.

A.12 *Capital building programme*

Estimate provision: €58.92 million, outturn: €43.4 million

The saving of €15.52 million relative to the estimate provision was due to delays on capital project works in relation to two of the three projects to which the spend relates. The delays occurred on the Kevin Street and Galway projects. The delays are due to additional structural works which arose during the course of the build. The delayed projects are expected to be completed in 2018.

Note 4 Receipts

4.1 Appropriations-in-aid

		2017		2016	
		Estimated	Realised	Realised	
	€000	€000	€000	€000	
1	Contributions to the Garda Síochána spouses' and children's pension schemes		12,278	11,797	11,962
2	Contributions to the Garda Síochána pensions scheme		21,528	22,296	21,669
3	Miscellaneous receipts (note 4.2)				
	<i>Original</i>	10,000			
	<i>Supplementary</i>	4,000	14,000	15,010	12,149
4	Receipts from banks in respect of cash escort services		—	—	1,273
5	Firearm fees		3,600	3,923	10,578
6	Safety cameras - certain receipts from fixed charges		14,200	14,203	13,991
7	Receipts from pension-related deduction on public service remuneration				
	<i>Original</i>	44,396			
	<i>Supplementary</i>	9,900	54,296	56,022	52,272
			119,902	123,251	123,894

Significant variations

Overall, appropriations-in-aid were €17.25 million more than the forecast.

Explanations for variances are set out below:

3 *Miscellaneous receipts*

Estimate provision: €10 million, outturn: €15.01 million

The excess receipts of €5.01 million are due to receipts being higher than anticipated. This is due to receipts being a difficult area to forecast accurately. In the main, the reasons for the excess are due to an increase in forfeitures due to the state of €1.9 million, payments from the Office of Public Works of €1 million for the use of Garda masts by third parties and additional non public duty receipts of €4.9 million.

5 *Firearm fees*

Estimate provision: €3.6 million, outturn: €3.92 million

The excess of €0.32 million was due greater than estimated number of firearms licences and the timing of receipts.

7 *Receipts from pension-related deduction on public service remuneration*

Estimate provision: €44.39 million, outturn: €56.02 million

The excess of €11.63 million was due to an increase in number of serving gardai and due to the increase in overtime to target specific criminal activities resulting in additional pension related deductions.

4.2 Analysis of miscellaneous receipts

	2017	2016
	€000	€000
Payment for non-public duty services rendered by Gardai	4,998	5,218
Recovery in respect of damage to official vehicles and other Garda property	174	202
Proceeds of sales of used vehicles, old stores, forfeited and unclaimed property	2,871	931
Fees for accident and malicious damage reports	710	740
Contribution for living quarters	52	54
Recoupment of witnesses' expenses	7	7
Percentage charge to insurance companies for collection of insurance premiums	83	86
Taxi licence fees	244	208
Road Traffic Act - fees charged for motoring offences	2,375	2,337
Fingerprint fees for employment and visa purposes	58	50
Garda masts	1,530	523
Carrier liability	666	716
Age cards	249	252
Unclassified items	993	825
	15,010	12,149

4.3 Extra receipts payable to the Exchequer

	2017	2016
	€000	€000
Balance at 1 January	778	1,015
Receipts from Road Traffic Act fines	3,073	3,650
Transferred to Exchequer	(3,103)	(3,887)
Balance at 31 December	748	778

4.4 Fixed charge notice receipts

Total receipts from fixed charge notices in 2017 was €17.27 million (2016: €17.64 million). Of this, €14.2 million (2016: €13.99 million) was retained as appropriations-in-aid of the Vote. The balance of receipts of €3.07 million (2016: €3.65 million) was paid over to the Exchequer.

The reduction in the receipts in 2017 is due to a reduction in the number of fixed charge notices issued in respect of non-intercept speeding detections.

Note 5 Employee Numbers and Pay

5.1 Employee numbers

	2017	2016
Number of staff at year end (full time equivalents)		
Garda members	13,551	12,943
Student Gardaí	420	507
Civilians	2,192	1,999
Garda reservists ^a	589	682
	16,752	16,131

^a Garda reservists are recruited by an online application process which is managed by the Public Appointments Service. Garda reservist members are entitled to an annual allowance of €1,000 per annum. However, in order to claim this allowance, reservists must perform a minimum of 208 hours over a 12 month period.

5.2 Pay

	2017	2016
	€000	€000
Pay	698,565	625,808
Higher, special or additional duties allowance	315	344
Other allowances	167,122	193,455
Overtime	132,131	91,076
Employer's PRSI	77,660	68,817
Total Pay	1,075,793	979,500

5.3 Allowances and overtime payments

	Number of recipients	Recipients of €10,000 or more	Highest individual payment 2017	Highest individual payment 2016
			€	€
Higher, special or additional duties	183	2	11,953	11,056
Overtime and extra attendance	13,755	4,486	79,475	67,947
Shift and roster allowances	13,383	8,353	36,489	36,894
Miscellaneous	14,161	351	70,463	74,021
Extra remuneration in more than one category	13,352	11,621	106,745	102,651

5.4 An Garda Síochána Reward Fund

The purpose of the Fund is to pay awards for Garda bravery and an annual contribution for Garda chaplaincy services from moneys received in relation to Garda disciplinary fines.

The following statement shows the total receipts proper to the Fund in the year, the amount of payments in the period and the balance of the Fund at year end.

	2017	2016
	€000	€000
Balance brought forward on 1 January	441	407
Receipts	60	86
Payments	(33)	(52)
Balance on 31 December	468	441

5.5 Payroll overpayments

Garda and civilian payroll overpayments at the year end were €1,421,466 (804 cases) (2016: €1,313,072 (857 cases)). Of this, €725,506 (389 cases) had recovery plans in place.

Garda pension overpayments at the year end were €691,540 (301 cases) (2016: €498,684 (195 cases)). Of this, €335,330 (91 cases) had recovery plans in place.

In 2017, 5 Garda overpayments were written off with a value of €13,057. One was in respect of a maternity benefit of €11,274 not received from the Department of Social Protection. The balance relates to the period 2009-2013.

5.6 Other remuneration arrangements

Twenty three retired civil servants in receipt of civil service pensions were re-engaged on various duties in 2017 at a total cost of €109,367. Appropriate procedures are in place with regard to payments to retired personnel in accordance with Section 52 of the Public Service Pension (Single Scheme and Other Provisions) Act 2012.

Note 6 Miscellaneous

6.1 Support for representative associations

Included in subhead A.1 is a total of €309,967 in respect of the remuneration of members of An Garda Síochána on special leave with pay to staff representative bodies or assigned to welfare organisations.

Grants of €58,000 each were made to both the Association of Garda Superintendents and the Association of Chief Superintendents.

Sums of €31,484 and €149,703 were charged in respect of postal and telecommunications services and accommodation availed of by staff representative bodies and welfare organisations.

6.2 Commissions and special inquiries

	Year of appointment	Cumulative expenditure to 31 December 2017	2017 Outturn	2016 Outturn
		€000	€000	€000
Ronan McLochlainn Commission of Investigation ^a	2014	288	—	81
O'Higgins Commission of Investigation	2015	288	50	81
Farrelly Commission of Investigation	2017	27	27	—
Disclosures Tribunal ^b	2017	790	790	—

^a The Ronan McLochlainn Commission of Investigation is now complete.

^b The Disclosures Tribunal costs are those incurred for legal representation for serving and retired Garda members. The Tribunal's own costs are incurred by the vote for Justice and Equality.

6.3 Statement of losses (Garda vehicles, etc.)

A total of 667 accidents involving Garda vehicles were reported in 2017 (2016: 602). Damage to official vehicles and other costs amounted to €1,288,618. Compensation totalling €119,883 was recovered.

6.4 Fraud and suspected fraud

	2017	2016
	€000	€000
Alleged misappropriation of moneys	22	7

There were 38 detected/alleged fraud instances in 2017 which are currently under Garda investigation (2016: 27).

6.5 Compensation and legal costs

The account includes expenditure in relation to legal costs and compensation awards taken by members and employees of An Garda Síochána and by members of the public.

					2017	2016
	Number of cases	Compensation awarded	Legal costs awarded	Other costs awarded ^a	Total	Total
		€000	€000	€000	€000	€000
Claims by members and employees of An Garda Síochána^b						
Under Garda Síochána Compensation Acts 1941-1945	137	5,941	2,020	—	7,961	6,353
Through the State Claims Agency for injuries received while on duty ^c	49	501	387	29	917	984
Legal actions taken by Garda members	9	25	245	8	278	400
Civil claims by members of the public						
Claims arising from actions of Gardaí in the performance of their duties	196	1,877	2,662	24	4,563	6,663
Claims (including by Garda members) resulting from accidents involving Garda vehicles	193	1,551	698	105	2,354	2,814
		9,895	6,012	166	16,073	17,214

At 31 December 2017

- 1,523 claims outstanding under the Garda Síochána Compensation Acts (2016: 1,432)
- 198 civil claims outstanding relating to accidents involving Garda vehicles (2016: 178)
- 788 civil claims other than those involving Garda vehicles outstanding (2016: 1,423)

^a Other costs awarded relate to agency fees, investigator fees, medical fees etc.

^b Compensation payments amounting to €141,509 (2016: €112,969) were paid on foot of the Occupational Injuries Benefit Scheme which is administered through the Department of Social Protection. These payments are not included in the table above.

^c These may include part payments over a number of years for individual cases.

6.6 Carryover to 2018

Under section 91 of the Finance Act 2004, €8,907 million in unspent allocation in respect of capital elements for subhead A.12 capital building programme was carried forward to 2018.

6.7 EU Projects

There were three EU funded projects in 2017. The funds received in the year are as follows:

	2017	2016
	€000	€000
Siena for Counter-Terrorism (CT)	1,037	—
Internal Security Fund	578	1,109
Broadmap	—	93
Pericles	47	—
Slándáil	—	11
Total	<u>1,662</u>	<u>1,213</u>

The objective of the Siena for Counter Terrorism programme is to establish a secure connection between member states counter terrorism agencies. The connection will allow for the exchange of classified data. An Garda Síochána is the coordinator of the project in the Republic of Ireland.

The Internal Security Fund is to promote the implementation of an internal security strategy, law enforcement cooperation and the management of the Union's external borders. The fund will focus on two specific objectives from 2014 to 2020:

- **Fight against crime:** combating cross-border, serious and organised crime including terrorism, and reinforcing coordination and cooperation between law enforcement authorities and other national authorities of EU states, including with EUROPOL and other relevant EU bodies, and with relevant non-EU and international organisations.
- **Managing risk and crisis:** enhancing the capacity of EU states and the Union for managing effectively security-related risk and crisis, and preparing for protection people and critical infrastructure against terrorist attacks and other security related incidents.

Pericles is a European project within the Horizon 2020 programme. Pericles objective is to counter and prevent violent radicalisation and extremism, with a special focus on the support for law enforcement agencies. The consortium is formed by fourteen European partners, including five national police agencies. An Garda Síochána is one of the five European Law Enforcement agencies which are participating in the project.

Also in the year, funding is received from CEPOL. CEPOL is an agency of the European Union dedicated to develop, implement and coordinate training for law enforcement officials. In 2017, one training programme entitled Language Development Instruments and Systems of European Police Cooperation was delivered to law enforcement officials in Ireland. CEPOL provided funding of €66,135 to An Garda Síochána to provide this course.

6.8 Contingent liability

An Garda Síochána is involved in a number of pending legal proceedings which may generate liabilities, depending on the outcome of the litigation. Any actual amount or timing of potential liabilities is uncertain.

An Garda Síochána has engaged tax advisors to conduct a review to ascertain if any liabilities arise from certain benefits and has made a submission to the Revenue Commissioners.
