Office of the Comptroller and Auditor General

Report on Value for Money Examination

Department of Justice

Garda Transport

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Report of the Comptroller and Auditor General

Department of Justice
Garda Transport

I have, in accordance with the provisions of Section 9 of the Comptroller and Auditor General (Amendment) Act, 1993, carried out a value for money examination on the management of Garda transport.

I hereby submit my report of the above examination for presentation to Dáil Éireann pursuant to Section 11 of the said Act.

John Purcell
Comptroller and Auditor General

9 August 1995

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Summary of Findings

1 This study examines the management and performance of the Garda vehicle fleet.

2 Garda transport services are administered by a Transport Division based in Garda Headquarters, Dublin. Transport Division provides and maintains a fleet of vehicles for:

- policing operations
- Ministerial transport[1] and
- other transport services including assistance to the prison service.

3 Ministerial transport provided by the Transport Division is currently the subject of a separate review by a Government appointed committee. Consequently, this examination did not extend to the economy and efficiency of that service.

4 Garda transport services cost £14.3m in 1994, including £3.9m which was spent on vehicle procurement. *(Table 1.2)*

5 The fleet comprised 1,515 operational vehicles at 1 January 1995 and had a value of £5m. *(Table 1.1 and Paragraph 1.10)*

Fleet Profile

6 65 per cent of the fleet consisted of motor cars. Almost half of the fleet is under three years old.

(Table 1.1 and Paragraph 3.4)

7 The mix of vehicles for policing operations is determined by a process of consultation. No specific targets have been set for each vehicle type. *(Paragraphs 3.5 and 3.6)*

8 Motor cycles make up a sizeable portion of the Garda fleet (17 per cent). By comparison, recommended UK targets are 10 per cent for the motor cycle content of a police fleet. Motor cycles are an expensive resource, costing up to three times more to maintain than other vehicles. Consequently, there is a need to review the appropriate motor cycle content of the fleet, taking into account their contribution to the operational effectiveness of Garda response and beat operations.

(Paragraphs 3.24 to 3.28)

[1] *Ministerial transport includes services to certain serving and retired state officers as set out in Appendix A.*

Deployment of Vehicles

9 The allocation of vehicles to divisions is made on the basis of consultation, after considering factors such as population, crime levels and the number of Garda personnel attached to an area. There is merit in combining these and other relevant criteria in a formula to inform allocation decisions. *(Paragraphs 3.7 and 3.9)*

10 No comprehensive fleet review has been carried out by the Garda Síochána. Such a review, carried out periodically, would provide assurance that allocations to units are adequate and consistent. *(Paragraphs 3.10 and 3.11)*

Procurement

11 Procurement of vehicles was found to be a lengthy process and for 1994 it took about one year in all. There may be scope to speed up the process by having procurement carried out as an integral part of fleet management. *(Table 2.3)*

12 Vehicles tend to be delivered in bulk. This results in deployment delays since the Garda garage cannot cope with the fitting out of vehicles in large quantities. At least 13,640 vehicle days were lost up to 31 March 1995, due to delays in deploying 1994 vehicles. This is equivalent to 37 vehicles annually. Consideration should be given to the drawing down of vehicles from suppliers on a phased basis.
(Table 2.4 and Paragraphs 2.9 to 2.12)

13 There appears to be scope to take advantage of the Department's purchasing power by negotiating centrally for the supply of fuel to divisions and districts. Substantial savings could be made under such an arrangement. *(Paragraphs 2.24 and 2.25)*

Fleet Repair and Maintenance

14 Repair and service of Garda vehicles is carried out:

- for some Dublin units at the Garda garage in Phoenix Park, Dublin and
- for other divisions by commercial garages.

15 Vehicle maintenance by the Garda garage is costed on the basis of:

- the procurement cost of parts and
- a labour chargeout rate of £29 per hour. *(Paragraph 2.29)*

This costing method is inadequate because:

- No allowance has been made for the labour costs of the stores function. A percentage add-on of 21 per cent to the procurement cost of parts would be required to absorb such costs. *(Paragraph 2.31)*

- The labour chargeout rate is insufficient to absorb the labour costs and overheads of the garage. An estimated rate of £74 per hour would be required to absorb all costs from the hours booked to jobs. *(Paragraph 2.35)*

Alternatively, excluding overtime, if all labour and overheads, including those of the stores function (but excluding parts), were to be recovered in a single chargeout rate, vehicle maintenance would need to be costed on the basis of the procurement cost of parts plus a labour chargeout rate of £85 per hour. *(Paragraph 2.37)*

16 Maintenance is much more expensive at the Garda garage than at commercial garages.

- A labour chargeout rate of £20 to £25 per hour is the norm for commercial garages. *(Paragraph 2.36)*

- Even at the standard costing rate the average cost of a sample of Garda garage jobs exceeded the average cost of corresponding jobs at commercial garages by 73 per cent. *(Paragraph 2.41)*

- The cost of maintenance of vehicles at the Garda garage, per completed mile, was over three times that of vehicles maintained at commercial garages. *(Paragraph 2.43)*

- The time used for a sample of jobs at the garage was found to be almost twice that recommended by manufacturers for those jobs. *(Paragraph 2.48)*

17 The productivity level of the Garda garage is low in terms of the number of available manhours booked against jobs. There is, therefore, apparent over-capacity at current staffing levels. In spite of this, in 1994, in excess of £100,000 was incurred on overtime and work to the value of £300,000 was contracted out, much of which would form part of the normal workload of the garage. *(Table 2.6 and Paragraph 2.51)*

18 The Garda garage completed half the jobs on the same day. However, the time off the road for the average job was four days, with motor cycle work taking six days, on average. *(Paragraph 2.49 and Table 2.9)*

19 Garda garage mechanics are attested gardaí. As a result, they are paid on average over £21,000 per annum compared with £12,300 for mechanics in industry.
(Paragraphs 2.53 and 2.54)

Disposal of Vehicles

20 There is a general policy to dispose of motor vehicles with mileage in excess of 100,000. However, 11 per cent of motor vehicles exceeded that limit. The limit for motor cycles has been set at 45,000 miles. *(Paragraph 2.58)*

21 A new disposal mechanism was put in place in 1994. This should impact favourably on returns as it reduces the amount of pre-sale work done by the gardaí and includes Garda vehicles with other vehicles being sold. *(Paragraphs 2.60 and 2.61)*

Vehicle Utilisation

22 Vehicle utilisation levels appeared relatively low:

- some vehicles were not used for over half the days for which they were available and
- the intensity of use of vehicles was low except in the case of cars.

(Paragraphs 3.19 to 3.22)

No utilisation targets have been set for fleet vehicles. There is merit in setting such standards, in order to inform deployment decisions. *(Paragraph 3.17)*

Transport Services

23 The routine details unit of Transport Division provides transport services to the prison service, witnesses, juries and the gardaí. In addition it carries out courier duties.

These services were found to be expensive, costing an estimated £1.6m in 1994 and using 48 vehicles. It was noted in particular that:

- all drivers are attested gardaí and
- vehicle utilisation levels were low (at 14 per cent of available hours).

(Paragraphs 3.39 to 3.41)

Management Issues and Information

24 Due to a high turnover of senior officers particularly at Chief Superintendent and Transport Officer level, there has been a lack of management continuity in the Transport Division. *(Paragraph 2.2)*

25 Although a professional fleet manager has been engaged he exercised no executive responsibilities and acted solely in an advisory capacity. An independent fleet management function accountable to Garda management would help to establish an arms-length measurable service. *(Paragraphs 2.3 and 2.4)*

26 Records are manual with the exception of one computer spreadsheet recording the fleet profile. There were deficiencies in the information maintained in respect of the fleet. The principal ones were:

- delays in the compilation of information and
- inaccuracies and omissions in its recording.

These deficiencies reduce the division's capacity to manage, monitor and evaluate the performance of the fleet.

A project team has, however, recently been formed to develop a computerised fleet management information system. *(Paragraphs 3.12 to 3.15)*

Value for Money Opportunities

27 The provision of an efficient transport service to the Garda Síochána involves balancing operational effectiveness against the need to control input costs. It is clear that a number of opportunities exist to achieve greater efficiency.

28 Among the opportunities identified were:

Civilianisation

The substitution of garda personnel with less expensive civilian staff could yield annual savings of £200,000 to £250,000 in respect of the garage.
(Table 2.10 and Paragraph 2.56)

Productivity

Increasing productivity (productive time) should allow for the elimination or substantial reduction of overtime and contracting out:

- The elimination of overtime in the Garda garage would yield £100,000.
- Reduction of contracting out of work in the Dublin area could contribute substantial further savings estimated at £200,000. *(Paragraphs 2.51 and 2.52)*

Contracting of Garda Garage Work

Alternatively, contracting out the entire Garda garage operation could yield savings of the order of £400,000 to £600,000, given that the maintenance cost per mile in the case of vehicles maintained at commercial garages is 27 per cent of the corresponding Garda garage cost. However, in such circumstances it would probably be necessary to retain a small core of staff for duties with a security element. *(Paragraph 2.44)*

Fuel Procurement

Centralised negotiation of fuel procurement could yield substantial savings depending on the rebate agreed. Every rebate of one penny per litre would yield approximately £40,000. *(Paragraphs 2.22 to 2.25)*

Routine Details

A substantial element of the work completed by the routine details section apparently does not involve any security dimension. The possibility of civilianisation or of having such services delivered by contract should be pursued.

(Paragraphs 3.42 and 3.45)

Other Measures to Consider

29 Consideration should also be given to other measures which could impact favourably on costs such as:

- phased deliveries of vehicles purchased
- speedier deployment of vehicles for use
- optimising vehicle mix
- reducing stock holding of parts
- reducing downtime at the Garda garage and
- carrying out periodic fleet reviews.

Part 1 : Introduction

Garda Transport Services

1.1 Transport is a key resource of the Garda Síochána in its law enforcement duties. A fleet of approximately 1,500 vehicles, including motor cycles, is available to them.

1.2 Garda transport services are managed by a division of the force (Transport Division), based at Garda Headquarters, Phoenix Park. Transport Division is under the control of an officer of Chief Superintendent rank. In addition to his functions in the area of transport this officer is also responsible for other administrative areas including garda housing and headquarters administration. The Division is staffed mainly by gardaí and consists of 147 personnel.

1.3 The principal functions of the Transport Division are:

- the procurement of vehicles, spare parts and fuel
- the commissioning and allocation of vehicles
- the organisation of the maintenance of vehicles and the carrying out of maintenance work in respect of vehicles attached to certain Dublin units
- the disposal of vehicles and
- the provision of transport services to certain State and Government officers.

Fleet Management Objectives

1.4 The Garda Síochána have drawn up a corporate strategy for the period 1993-1997. In the document the objectives of the transport function were summarised as being:

- maintaining an adequate fleet of vehicles through the purchase of such makes, models and classes, as are necessary for the operational needs of the force

- reviewing, on a whole life cost basis, the operational performance and efficiency of the fleet

- adopting, at the earliest possible date, an agreed mileage ceiling for all vehicles with the exception of diesel and commercial vehicles and

- reviewing, on a continuous basis, the performance of the Garda garage to assess its cost and efficiency.

Fleet Categories

1.5 At 1 January 1995 the fleet consisted of 1,667 vehicles, of which 69 vehicles had not yet been put into service, while 83 were in the course of disposal. Accordingly, 1,515 vehicles were in use. The bulk of the operational fleet (65 per cent) consists of cars as is shown in Table 1.1.

Table 1.1
Garda fleet by vehicle type at 1 January 1995

Vehicle type	Number in use	Percentage
Motor cars	990	65
Motor cycles	255	17
Vans	168	11
Other[a]	102	7
Total	1,515	100

[a] *including personnel carriers.*

1.6 The 69 vehicles not allocated at 1 January 1995 (all of which have been subsequently deployed) included 48 vans which would have increased the proportion of vans in the fleet to around 14 per cent. The bulk of these vans were purchased to facilitate community policing initiatives.

Fleet Deployment

1.7 Most of the fleet is allocated to divisions as part of the resources available for local policing. However, a pool of vehicles is managed centrally by a section of the Transport Division known as 'Details Section'. Its main duty is to provide a transport service for certain serving and retired State and Government office holders, including Ministers and to carry out other routine transport operations including the rendering of assistance to the prison service.

Fleet Maintenance

1.8 The repair and servicing of vehicles attached to certain Dublin divisions is the responsibility of a Garda garage which is under the control of a Transport Officer holding the rank of Superintendent. About 43 per cent of the fleet is maintained by the garage. Vehicles attached to other divisions are serviced and repaired locally by commercial garages.

Fleet Costs and Assets

1.9 An estimated £14.3m was spent on garda transport services in 1994. These costs include the wages and salaries of the personnel, the cost of procuring vehicles and spare parts and the running costs of the fleet. (See Table 1.2.)

Table 1.2
Expenditure on Garda transport services in 1994

	£m	£m	Percentage of total
Payroll			
Ministerial transport[a]	1.7		
Other driving duties	1.6		
Garage and workshop	0.9		
Transport administration	0.3	4.5	32
Travel and subsistence		0.3	2
Procurement			
Vehicles[b]	3.9		
Fuel	3.3		
Parts	0.6	7.8	55
Repairs and maintenance contracted out[c]		1.5	10
Other expenses		0.2	1
Total expenditure		14.3	100

a Ministerial transport includes services to certain serving and retired State officers as set out in Appendix A.

b including motor cycles.

c including £300,000 approximately in respect of Dublin divisions (see paragraph 2.51).

1.10 The value of the garda fleet was estimated at £5m at 31 December 1994[2]. The stock of spare parts on hands at 31 December 1994 was valued at £162,000.

1.11 The human resources of the Garda Transport Division are set out in Table 1.3.

[2] *The value was calculated on the basis of original cost less depreciation at a rate of 20 per cent per annum.*

Table 1.3
Garda Transport Division - personnel[a]

Function		Number
Management		
Chief Superintendent	1	
Superintendent	1	
Inspectors	2	
Fleet Manager	1	5
Garage Operations		
Sergeants	9	
Garda mechanics	22	
Gardaí	4	35
Garda Drivers		
Ministerial	48	
Others[b]	48	96
Administration and Support		
Sergeants	3	
Gardaí	3	
Clerical Officers	2	
Clerical Assistants	3	11
Total staff		147

a Based on Garda personnel and payroll records at November 1994.
b Includes 3 sergeants.

Scope of Examination

1.12 The study set out to examine:

- the economy and efficiency of Garda fleet management and
- the adequacy of management systems to monitor and evaluate performance.

1.13 The study was conducted by an examination team from my Office and the methodology employed is set out in Appendix B.

1.14 A committee on ministerial transport set up to examine the use of the Government jet had its remit extended to include the use of all State and Government transport, including the motor vehicle fleet. Due to the extension of the committee's mandate, this study did not examine the economy and efficiency of those operations.

Part 2 : Management of the Fleet

Organisation

2.1 Transport Division is responsible for the management of the fleet. The Chief Superintendent in charge of transport is assisted by a Transport Officer (Superintendent rank), a Technical Inspector and an Administration Inspector. The principal practices and procedures employed by the Transport Division together with the responsibilities of the relevant officers are set out in Appendix C.

2.2 The fleet management function is administered as an integral part of garda operations. Management and maintenance of the fleet using police personnel has a number of implications:

- The function does not operate as an independent contracting service to the force, with the result that potential advantages of an arms-length relationship are not realised.

- Garda personnel are a comparatively expensive resource, making delivery of the service by this means more costly than by external contract.

- Due to staff transfers there is a lack of continuity at management level. For instance, there have been six different Chief Superintendents in charge of Transport Division since 1990.

2.3 A civilian fleet manager was recruited in 1991. He is charged with:

- improving the management of the fleet by evaluating procurement options
- seeking greater value for money in the maintenance of vehicles and
- recommending more efficient work practices in the Garda garage.

2.4 However, the fleet manager has no executive functions. He acts as an advisor to the Chief Superintendent in charge of transport, to whom he reports directly.

Purchasing and Commissioning of Vehicles

Vehicle Procurement

2.5 The pattern of vehicle purchase in the period 1991-1994 has been reasonably consistent, as is evident from Table 2.1.

Table 2.1
Vehicle purchases 1991 - 1994

Type of vehicle	1991 £m	1992 £m	1993 £m	1994 £m
Cars and vans	2.7	2.9	3.2	3.1
Motor cycles	0.2	0.1	0.2	0.3
Ministerial fleet	0.4	0.5	0.4	0.5
Total	3.3	3.5	3.8	3.9

2.6 The process of vehicle procurement is a lengthy one involving the Transport Division of the Garda Síochána, the Barrack Master (the person responsible for purchases generally in the Garda Síochána), the Department of Justice and the Government Supplies Agency (GSA). Table 2.2 sets out the main contributors and their roles.

Table 2.2
Roles of parties involved in procurement

Party	Main contribution
Transport Division	Estimates requirement for year.[a]
Barrack Master	Approves and finalises the specification. Authorises purchase action.
Government Supplies Agency	Organises tenders.

[a] *Most purchases are standard production models.*

2.7 The study found that up to 12 months can elapse from initiation to delivery. Table 2.3 illustrates this in respect of 1994 procurement.

Table 2.3
1994 Procurement

Stage/Event	Completion
Estimate of requirements	September 1993
Specification	2 November 1993
Notice in EU Journal	18 November 1993
Closing date for tenders	19 January 1994
Tender analysis to Barrack Master	21 February 1994
Proposed purchases agreed	25 April 1994
Government Contracts Committee meeting	5 May 1994
Orders placed	5 to 26 May 1994
Delivery	June to September 1994

2.8 In order to address the delays which occur at the procurement stages there is an apparent need to review the roles of the Barrack Master and the GSA in the process of fleet procurement. It may well be that the functions carried out by these agencies can be accommodated within a revised fleet management remit.

2.9 While there is merit in annual procurement negotiation so as to maximise purchasing power, practices should be put in place to provide for drawdown of vehicles on a phased basis which would spread the fitting out work over the year.

2.10 Alternatively, contracts running for periods longer than one year could be explored.

Commissioning of Vehicles

2.11 Vehicles purchased by the Garda Síochána tend to be delivered in bulk. This puts pressure on the Garda garage which is responsible for fitting out work. This in turn leads to delays in allocation. Table 2.4 sets out the extent of these delays.

Table 2.4
Delays in fitting out 1994 purchases[a]

Allocated for use	Number of vehicles	Percentage of vehicles	Downtime (vehicle days)
Within 30 days of delivery	118	36	1,814
Within 60 days of delivery	58	17	2,532
Within 90 days of delivery	53	16	3,893
Within 120 days of delivery	38	11	3,905
120 days or more after delivery	42	13	7,905
Not allocated at 31 March 1995	23	7	3,551
Total	332	100	23,600

[a] *Vehicles registered in 1994.*

2.12 The total number of vehicle days forgone between the time of delivery and the time of allocation of 1994 vehicles amounted to 23,600 at 31 March 1995. At that date, 23 vehicles had still not been allocated and had been on hands for an average of 154 days each. Allowing for fitting out and allocation of each vehicle within a month of delivery, at least 13,640 vehicle days were forgone. This means that the State carried the cost of the equivalent of at least 37 vehicles (over 10 per cent of the vehicles purchased in 1994), which were not available for operational duties.

2.13 Fitting out work is costly. It takes on average 14 hours to fit out motor vehicles and 7 hours for motor cycles. Much of this work is done on overtime.

2.14 Delay in fitting out has the following implications:

- The investment in the fleet is not optimised. If vehicles could be commissioned and allocated more efficiently the fleet size could be reduced.

- Repair costs outside warranty tend to increase as older vehicles remain operational.

Procurement of Parts

2.15 Procurement of parts for the Garda garage does not in practice involve the Barrack Master. There are two main procurement methods:

- Some commonly used parts and consumables, for example, tyres and tubes, batteries, anti-freeze and lubricants, are purchased on foot of contracts negotiated by the GSA. These contracts are negotiated on behalf of all government departments and they offer substantial discounts to purchasers.

- The remainder of the parts is purchased directly by the Transport Division and the general procurement policy is to purchase manufacturers' parts only. Manufacturers parts can be twice as expensive as generic or non-manufacturers parts.

In view of the potential economies which could be gained from the use of generic parts there is an apparent need to review the costs, operational implications, and safety considerations associated with a wider use of such parts.

Materials Handling and Stores

2.16 A stock of the most commonly used spare parts is maintained at a parts store attached to the Garda garage.

2.17 The 1983 and 1987 reports of the Comptroller and Auditor General referred to serious weaknesses in the controls over Garda transport stores, mainly the failure to record the receipt and issue of stores and the absence of stocktaking. The 1992 report[3] refers to an examination carried out to determine if action had been taken to

[3] *Report of the Comptroller and Auditor General, 1992, Paragraph 22.*

remedy these weaknesses. It found that many of the weaknesses previously noted continued to exist, i.e.

- following stocktaking, records were adjusted to reflect physical balances on hands without reconciliation and
- some stock movements had not been recorded.

2.18 Following discussion of the 1992 report of the Comptroller and Auditor General by the Public Accounts Committee, a Garda stores committee was set up by the Department of Justice to address the issues raised. The following progress has been made to date:

- adoption of measurable stores management objectives
- application of 'just-in-time' principles to stores purchases
- analysis of usage patterns as an aid to reduction of stock levels and lines
- the introduction of a rolling stock review which reconciles stock levels with job sheets and records and
- an annual review of stock items to identify obsolescence.

2.19 Garda management have reported reductions in the levels of both general purchases and stock holding. General purchases reduced from a level of £915,000 in 1992 to £645,000 in 1994. The savings were due to:

- Improved contract negotiation.
  Tyre purchases alone reduced by £150,000.

- Contracted out maintenance.
  Parts were supplied as part of the maintenance.

- Just-in-time purchasing.
  The purchase of parts, on demand, reduced surplus stocks particularly in respect of motor manufacturers parts.

2.20 Between 1992 and 1994 the stores stockholding reduced from £200,000 to £160,000. This was attributed to:

- just-in-time purchasing resulting in less surplus stock and less obsolete stock

- changes in tyre purchasing leading to less tyre stocks (reduced from £40,000 to £25,000) and

- the stock of motor cycle parts was reduced from 18 per cent to 14 per cent of total stocks.

Procurement of Fuel

2.21 About 6.5m litres of motor fuel are purchased annually. There are two procurement arrangements:

- bulk purchases where fuel storage facilities exist and
- local purchasing, locally negotiated.

2.22 Bulk fuel storage facilities exist at 16 locations throughout the country. These have a total capacity of 886,000 litres. Contracting arrangements are carried out by the GSA, which currently has contracts with two suppliers on behalf of various government departments. These contracts provide for the supply of fuel at discounts to the retail price. Bulk purchases are made for the supply of fuel to the Garda storage tanks on foot of these contracts. About 2.5m litres of the total annual requirement are supplied to the Garda Síochána under these arrangements.

2.23 The remaining fuel supplies are acquired at rates negotiated locally by District Superintendents and paid for out of each district's local funds. Agreements are reached with local retailers, some of whom offer discounts. However, the rate of discount varies with some retailers offering no discount at all.

2.24 There is scope for savings, if an agreement with one or more suppliers with countrywide fuel retail outlets could be negotiated, nationally.

2.25 At an annual requirement of 4m litres, every rebate of one penny per litre negotiated would save £40,000. If rebates up to the level achieved by the GSA on centralised procurement could be negotiated, substantial savings could be gained. We have confirmed from the Fleet Manager that he has informally approached major suppliers who are receptive to such an arrangement. Procurement transactions would be recorded on a chargecard system which all major suppliers operate. This would promote administrative efficiency in that all purchases could be billed and payments processed centrally. A spin-off effect would be that it would also allow management information to be captured from the billing system accurately and completely.

Maintenance of Vehicles

2.26 Two approaches are in place to cover maintenance of vehicles:

- The Garda garage services:
  - vehicles attached to the North Central and South Central Divisions of the Dublin Metropolitan Area (DMA)
  - vehicles attached to Garda Headquarters
  - the Ministerial fleet and
  - vehicles employed on certain specialist security work.
- The remaining fleet vehicles located in the divisions are serviced and repaired in commercial garages throughout the country.

2.27 The facilities available in Dublin consist of a modern fully equipped garage with a body shop and spray booth which is staffed by 22 Garda mechanics and 7 supervising Sergeants.

2.28 These personnel were recruited as gardaí subject to being qualified as motor mechanics and enjoy the same rank, remuneration and conditions of service as other gardaí.

Job Costing

2.29 The labour rate which is used in commercial garages for job costing purposes is an amount calculated to recover labour costs, garage overheads, administration overheads and a profit element. The cost of the associated store's function is usually recovered by a percentage on parts. The labour rate used for costing jobs carried out in the Garda garage is £29 per hour. No adjustment is made to the cost of parts to cover stores administration.

2.30 The total cost of the garage facility in 1994 (excluding senior management) was about £2m, which is detailed in Table 2.5.

2.31 The costing rates necessary to absorb the total cost of the garage at full productivity are estimated as follows:

- labour costing rate of £33 per hour and
- 21 per cent added to the cost of parts.

Table 2.5
Garage costs 1994

	£'000	£'000
Salaries		
Mechanics	467	
Supervisors	215	
Stores staff	109	791
Overtime		
Mechanics	72	
Supervisors	29	
Stores staff	20	121
Other estimated costs		
Parts[a]		646
Maintenance contracted out		300
Miscellaneous		99
Total costs		1,957

[a] *It is not readily possible to determine the value of parts transferred to provincial Divisions.*

Productivity

2.32 The experience in garage operations is that it is not possible to book all available time to actual jobs. However, the general expectation in police garages is that at least 80 per cent of available time would be assigned to jobs.

2.33 Our analysis of the number of hours booked to jobsheets for the months of October and November 1994 showed that less than half the available time was booked against jobs. (See Table 2.6.)

Table 2.6
Comparison of hours recorded with available hours

	October 1994	November 1994
Total available hours[a]	2,855	2,979
Hours recorded to jobs	1,302	1,322
Percentage	46	44

[a] *Based on 22 mechanics for 6 hours per day taking actual available days and making allowances for annual and sick leave and overtime.*

2.34 The achievement of 44 to 46 per cent productive hours is low. A comparison with UK targets suggests that the garage is achieving productive output (in the form of

hours booked to jobs) of only 56 per cent of the target for comparatively sized police garages.

2.35 This productivity rate also has an implication for job costing since labour chargeout rates should be set so as to recover the total costs of the operation from the jobs completed. A chargeout rate of the order of £74 per hour would be required to absorb all garage costs from the jobs undertaken.

2.36 The prevailing labour chargeout rate in commercial garages is £20 to £25 per hour. The garage chargeout rate as recalculated is based on basic pay, allowances, pension and overheads. It does not however, include overtime of approximately £100,000 which was paid in 1994.

2.37 An alternative way of viewing the cost per job is that if all garage and stores costs other than the direct cost of parts and overtime were to be absorbed, a rate of approximately £85 for each hour booked to jobs would need to be assigned.

2.38 While this performance is relatively poor, considerable progress has been achieved in reducing the numbers of personnel assigned to the garage as is set out in Table 2.7. This has altered the ratio of mechanics to vehicles from 1 : 9 to 1 : 30.

Table 2.7
Garage staff levels

Year	Sergeants	Gardaí
1984	11	54
1990	9	39
1994	7	22

Comparison with Commercial Garages

2.39 For vehicles not serviced or repaired at the Garda garage, Superintendents in each local district have authority to commission work costing up to £250. The general practice is to have routine servicing carried out by the nearest main dealer for the vehicle model involved and to seek three quotations for repair work. For work projected to cost over £250 the approval of the Technical Inspector is required.

2.40 The costs of local servicing were compared against those for the Garda garage. The costs are considerably lower both from a comparison of:

- the cost of individual jobs and
- the overall maintenance costs for a comparable sample of vehicles serviced and repaired at both locations.

2.41 Using the existing Garda labour chargeout rate, the average service and repair costs in the Garda garage are 73 per cent more expensive than those of commercial garages.

2.42 An analysis of the relative costs of four of the more common jobs showed that the costs of corresponding work was more expensive at the Garda garage, to the extent shown in Table 2.8.

Table 2.8
Comparison of average costs - Garda and commercial garages

Job Description	Garda garage £	Commercial garages[a] £	Percentage difference
12,000 miles service	150.19	90.04	67
6,000 miles service	51.72	47.07	9
12,000 miles service, front brakes	237.57	149.56	59
12,000 miles service, front and rear brakes	350.90	274.20	28

[a] *Includes VAT.*

2.43 A similar pattern emerged when the life costs of maintaining a sample of vehicles in relation to mileage completed were examined. Even using the Garda garage costing rate which understates the true charge, the cost per mile of vehicles serviced or repaired by the Garda garage was over twice that of vehicles maintained at commercial garages (4.6 pence per mile against 2.2 pence per mile). When the labour costs are charged using rates calculated on the basis of the actual cost of the garage, the divergence is much greater. Labour constitutes about 48 per cent of the cost of each job. Consequently, the cost per completed mile in respect of vehicles serviced was of the order of 8 pence per mile or over three times that of commercial garages.

2.44 Contracting out the entire Garda garage operation could yield savings of the order of £400,000 to £600,000, given that the maintenance cost per mile, in the case of vehicles maintained at commercial garages, is 27 per cent of the corresponding Garda garage cost. However, in such circumstances it would probably be necessary to retain a small core of staff for duties with a security element.

Comparison against Manufacturers Standards

2.45 The average time spent on jobs was compared with Manufacturers Standard Times (MST) for a selection of jobs. MSTs are published by the Institute of Automotive Engineering Assessors and are the recognised norms in the motor industry.

2.46 The relevant manual of the Institute outlines in detail the tasks and checks which are required by manufacturers to be carried out during vehicle servicing and repair for all makes and models of cars and the maximum time that they should require.

2.47 A sample of 100 services completed by the garage in October and November 1994 was examined. The times recorded on the relevant jobsheets were compared with the MSTs for the equivalent jobs.

2.48 It was found that, on average, garage jobsheet times were 91 per cent higher than the equivalent MSTs. It was, accordingly, taking nearly twice as long for the Garda garage to carry out services as is considered the norm by the motor industry.

Downtime

2.49 An objective of good fleet management and best workshop practice should be to minimise the amount of time a vehicle is non-operational due to time spent in the garage. This study examined the amount of downtime being incurred by vehicles in the course of visits to the Garda garage during October and November 1994. While half of the jobs were completed on the same day, vehicles serviced and repaired at the Garda garage were on average off the road for 4 days. (See Table 2.9.)

Table 2.9
Throughput rates, October/November 1994

	Motor vehicles	Motor cycles	Total
Number of jobs	822	231	1,053
Total days in garage	2,672	1,383	4,055
Average downtime (days)	3.3	6.0	3.9
Percentage of jobs completed the same day	52.0	53.5	52.8

2.50 If this pattern extended throughout the year, the impact of downtime on the fleet would be considerable. It could reduce the available fleet days by up to 10 per cent for the vehicles serviced and repaired by the Garda garage. No comparisons were available for locally completed work.

Overtime and Contracted Work

2.51 In 1994 maintenance work was contracted out at a cost of £300,000. While some of this work, for example specialised glazing, may not be within the capability of the Garda garage, a large proportion consisted of routine maintenance. In addition, over £100,000 was incurred on overtime, even though there is evidence of over capacity at current staffing levels.

2.52 Increasing productivity (productive time) should allow for the elimination or substantial reduction of overtime and contracting out:

- The elimination of overtime in the garage would yield £100,000.
- The elimination or substantial reduction of contracted out work in the Dublin area could contribute further savings estimated at £200,000.

Pay Levels

2.53 The average gross pay of a Garda mechanic in 1994 was £21,249. When overtime is included this average increased to £24,517. The average gross pay of the Sergeants-in-charge (Supervisors) attached to the garage was £23,860 (£27,093, after overtime).

2.54 Motor industry rates including social insurance costs are about £235 per week for motor mechanics. (Approximately £12,300 per year.) In addition, pension costs estimated at 24 per cent of basic pay are incurred in respect of garda staff.

2.55 While corresponding craft rates in the public service may not be directly comparable, the rates paid to Garda mechanics are considerably in excess of those rates. It is interesting to compare the cost of these resources against the cost of an equivalent number of craft personnel in the Office of Public Works (OPW). The results of this comparison are set out in Table 2.10.

Table 2.10
Comparison of Garda mechanic costs with OPW equivalents

Grade	Cost of work at: Garda rates £'000	OPW rates £'000	Excess £'000
Mechanics/Craft workers	467,478	285,450	182,028
Supervisors	186,620	99,883	86,737
Total	654,098	385,333	268,765

2.56 An opportunity to improve value for money therefore exists, in that the substitution of garda personnel with less expensive civilian staff could yield savings of £200,000 to £250,000.

Disposal of Vehicles

2.57 Disposal decisions are made by the Technical Inspector. In the case of damaged vehicles this involves a choice as to whether it is more economic to repair or to dispose.

2.58 The general policy in regard to disposals is to replace Garda motor vehicles after they have reached a mileage ceiling of 100,000 (45,000 in the case of motor cycles). 11 per cent of motor vehicles had mileage in excess of 100,000 at 31 December 1994.

2.59 Prior to 1994 Garda vehicles were disposed of using Garda manpower to prepare, transport and secure vehicles and with the assistance of a professional auctioneer who conducted the auctions on Garda premises.

2.60 Since 1994 a new disposal mechanism has been introduced under which Garda involvement has been substantially reduced with the engagement of a firm of auctioneers, to act as selling agents in return for a commission of 5 per cent of the sale price. The auctioneer provides the following services:

- collection of vehicles
- decommissioning of vehicles
- storage and sale in covered premises
- advertising of auction and
- security at auction.

2.61 This revised arrangement appears to be an improvement since:

- Garda vehicles are mixed with other vehicles and therefore it is envisaged that better prices will be achieved and

- there is reduced involvement in the disposal of vehicles by Garda personnel, which will result in cost savings.

Part 3 : Fleet Performance

Function of the Division

3.1 The key function of the Transport Division is to provide and maintain a vehicle fleet for:

- policing operations
- Ministerial transport and
- other transport services including assistance to the prison service.

Fleet Profile

3.2 Almost 60 per cent of vehicles (excluding motor cycles) in the fleet are over 1500 cc. (See Table 3.1.)

Table 3.1
Cubic capacity of motor vehicles[a] at 1 January 1995

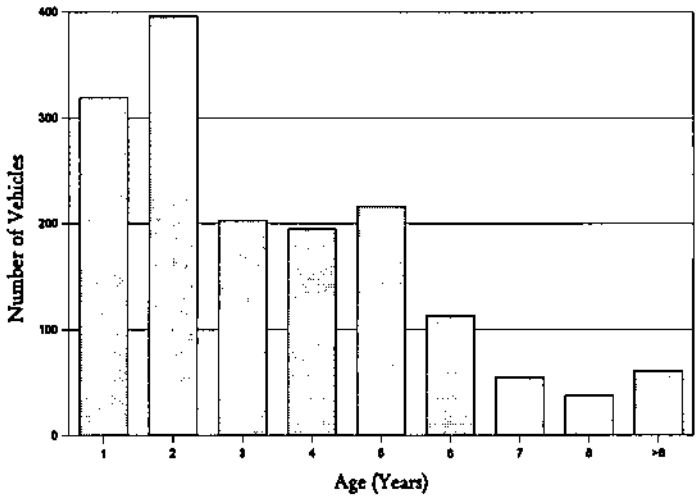
Cubic capacity	Percentage
Less than 1300	13
1300 to 1500	29
1500 to 1800	30
1800 to 2000	16
Over 2000	12
Total	100

[a] *The table excludes all motor cycles in the operational fleet at 1 January 1995, all of which have an engine capacity of less than 1000 cc.*

3.3 47 per cent of police vehicles have completed less than 40,000 miles. The estimated average annual mileage per vehicle is 30,000.

3.4 Almost half of the fleet is under three years old with 84 per cent less than six years in service. (See Figure 3.1.)

Figure 3.1
Age profile of Garda fleet at 1 January 1995



Fleet Mix

3.5 Garda management have not set any specific targets in regard to the mix of vehicles in the fleet. They have informed us that the fleet profile is determined following consultation between Transport Division, the Barrack Master (Garda Purchasing Officer), the Assistant Commissioner in charge of transport and the Department of Justice. The size of the fleet and its mix of vehicles result from this consultation process.

3.6 This process has resulted in a fleet profile reasonably close to recommended targets in the UK. The only major divergence is in the proportion of motor cycles, as shown in Table 3.2.

Table 3.2
Comparison of fleet mix with UK targets

Type of vehicle	Garda fleet %	UK targets[a] %
Motor cars	65	61 - 69
Motor cycles	17	7 - 12
Vans	11	12 - 18
Personnel carriers	2	5
Other	5	-

[a] *These targets are set out in guidance for the audit of police forces published by the UK Audit Commission.*

Fleet Deployment

3.7 According to Garda management the allocation of vehicles to divisions and districts results from a process of consultation involving the Commissioner, the Chief Superintendent in charge of transport and the Technical Inspector. Decisions are guided by criteria such as:

- population density
- crime levels and
- the number of garda personnel attached to the area.

3.8 These criteria have not been combined in any particular formula which would inform allocation decisions. While it is recognised that an allocation formula could only be an input to the process of allocation or fleet review, there is merit in developing such an allocation formula based on these and other relevant factors as an aid to decision making.

3.9 Garda management have stated that following work on human resource allocation models a review of the location and utilisation of the transport fleet is now being conducted by a Chief Superintendent. They expect that this review will lead to a vehicle allocation formula.

Fleet Review

3.10 A total fleet review has never been carried out.' However, reviews confined to individual units have been carried out by Transport Division and some vehicles have been recalled. In addition, during the course of the Commissioner's inspection visits to divisions, the usage of the vehicles attached to the divisions is reviewed.

3.11 In circumstances where decisions in regard to fleet allocation are taken on the basis of immediate operational needs, there is a risk that over time the allocation of vehicles between and within divisions may get out of balance. This risk can be reduced by carrying out fleet reviews in the course of which justifications for current allocations and deployment are objectively examined and adjustments recommended.

Management Information

3.12 The effective management of the fleet depends upon the availability of an adequate management information system.

3.13 Records are manual with the exception of one computer spreadsheet recording the fleet profile. There were inadequacies in the information maintained in respect of the fleet. The principal deficiencies were:

- delays in the compilation of information and
- inaccuracies and omissions in its recording.

3.14 The implications of these defects are that:

- The capacity to analyse, summarise and generally examine the meaning and trends behind the data is not readily available.

- Financial control and management is impaired since overall reconciliations cannot be readily performed, particularly in areas such as:

  — fuel purchased against fuel used and
  — spares purchased against spares used.

- Whole-life costs of vehicle makes and models are difficult to calculate and consequently a major corporate objective is not being achieved.

3.15 At the beginning of the examination, the Department consulted my Office in regard to the timing of analysis and design work for a computerised system for the Transport Division. As it was considered that such a system would be a central contributor to

better management information, it was agreed that this examination and the systems analysis should proceed concurrently. A statement of requirements for a redesigned system has been produced and proposals sought from the market. These proposals are being evaluated with a view to placing a contract for the implementation of the system.

Utilisation

3.16 The utilisation pattern of police vehicles was examined for five divisions and one month's log details for 236 vehicles reviewed.

3.17 No utilisation levels or targets have been established by the Garda Síochána in respect of vehicle categories. The utilisation pattern of Garda vehicles is determined by the objective policing need for mobile response and beat duty in an Irish context. In addition, the pattern may also be influenced by:

- the need to maintain a minimum base level of vehicles in each area
- the patrolling policy of the Garda Síochána and
- the differing urban and rural requirements and organisation.

3.18 Performance was examined under the following headings:

- extent of non-use of vehicles
- hours used when in service and
- mileage performed when in use.

3.19 The amount of time vehicles were not in use was examined. This was significant with all vehicle types not being used for a considerable proportion of days. (See Table 3.3.) The corresponding UK target is given for information purposes.

Table 3.3
Garda vehicles - Extent of non-use

Vehicle type	Percentage of days not in use %	Target[a] days not used (maximum) %
Motor cars	28	15
Motor cycles	45	30
Minibuses	60	30
Vans	45	30
Personnel carriers	43	20

[a] *These targets have been established by the UK Audit Commission as a guide to auditors of UK police forces.*

3.20 An examination of the extent of use of vehicles (on days when they were employed) revealed that all categories, with the exception of cars, which make up 65 per cent of the fleet, showed low utilisation levels. (See Table 3.4.)

Table 3.4
Usage of Garda vehicles

Vehicle type	Percentage of hours used %	Target[a] hours used (minimum) %
Motor cars	34	35 - 45
Motor cycles	18	25
Minibuses	12	20
Vans	21	30
Personnel carriers	13	25

[a] *These targets have been established by the UK Audit Commission as a guide to auditors of UK police forces.*

3.21 When the year-round utilisation of vehicles is compared, in terms of vehicle-hours, based on targets derived from Tables 3.3 and 3.4, the extent of achievement against utilisation targets is as set out in Table 3.5.

Table 3.5
Utilisation in vehicle-hours

	Target usage vehicle-hours	Actual usage vehicle-hours	Percentage of target achieved
Motor cars	2606 to 3351	2178	65 to 84
Motor cycles	1533	885	58
Minibuses	1226	442	36
Vans	1840	992	54
Personnel carriers	1752	655	37

3.22 The mileage for each hour in use and the intensity of use was also examined. (See Table 3.6.)

Table 3.6
Intensity of use of vehicles, by type

Vehicle type	Average mileage per hour used	Intensity of use[a] (miles per day)
Motor cars	9.50	78.41
Motor cycles	5.60	24.78
Minibuses	14.60	43.69
Vans	8.69	42.94
Personnel carriers	5.46	17.28

[a] *The intensity of use of Garda vehicles is a function of the number of hours in service and the mileage completed. It shows the extent of use over a 24 hour period in miles.*

Motor Cycles

3.23 The major portion of the motor cycle fleet consists of Kawasaki (76 per cent) and Honda models (20 per cent).

3.24 During the course of this study a sample of motor cycles was examined to determine the level of servicing and repair costs. The sample comprised 11 cycles which were maintained over their lives at the Garda garage. There were major deficiencies in the data, in that labour costs in respect of motor cycles for most of the period March 1992 to September 1993, were not recorded in the majority of cases, necessitating the estimation of labour costs for that period. On that basis, it was estimated that the average maintenance cost per mile at standard rates was 14 pence. This is over three times more costly than the maintenance cost per mile of motor vehicles (4.6 pence).

3.25 One 1987 registered cycle in the sample incurred repair and maintenance costs of £23,343 to 31 December 1994, for a mileage of 73,300 (32 pence per mile).

3.26 At 31 December 1994 there were 255 motor cycles in use. It has been the common experience of police fleets that motor cycles when compared to other vehicle types are extremely expensive to keep operational in terms of repair and maintenance costs. Consequently, the tendency is to keep their numbers as low as possible. The UK target for the motor cycle content of a police fleet is set at 10 per cent.

3.27 Garda management are also moving in this direction and while motor cycles currently make up 17 per cent of the fleet, a policy was initiated in 1991 to reduce the proportion of motor cycles (then 22 per cent) by replacing them with small vans and where possible, to swop two motor cycles for one van. However, the effect of this has been limited, due mainly to a resistance at district level to the two-for-one policy and by the stop-go nature of a community policing initiative which the vans were intended to support. To-date the motor cycle fleet has only been reduced by about 35 cycles.

3.28 While there is apparent scope for economies in this area there is a need to study the relative efficiency of each vehicle type in the context of overall policing demands. While motor cycles may be relatively more expensive than other vehicles, all costs and operational benefits associated with response and beat operations, including manpower costs, need to be combined to determine the most efficient approach to the various different types of policing operation.

3.29 The Garda management stated that it is still accepted policy that there is a need to further reduce the motor cycle content of the fleet and for 1995 only five new motor cycles are being purchased.

3.30 The Garda Síochána consider that there is probably scope to reduce the motor cycle fleet by up to 100 bikes and in the long term maintain the fleet content at about 10 per cent. This will have implications for training of riders also. 23.5 per cent of the motor cycle fleet is devoted to training and this is probably too high.

Accidents

3.31 The State acts as an insurer for its own vehicles.

3.32 Accidents involving Garda vehicles have, on average, resulted in the payment of damages of around £300,000 per annum in recent years. (See Table 3.7.)

Table 3.7
Accidents involving Garda vehicles, 1990 - 1993

	1990	1991	1992	1993
Number of accidents	301	340	280	339
Damage and other costs incurred	£273,932	£324,743	£265,309	£329,664
Amount recovered	£ 14,736	£ 4,780	£ 46,414	£ 39,170

Malicious Damage to Vehicles

3.33 Malicious damage to Garda vehicles has, on average, cost over £100,000 annually in recent years. (See Table 3.8.)

Table 3.8
Malicious damage to Garda vehicles, 1990 - 1993

Year	Number of instances	Cost of damage incurred
1990	210	£100,620
1991	286	£115,701
1992	266	£ 90,409
1993	323	£143,649

Special Transport Services

3.34 A section of the Transport Division (Details Section) is responsible for the provision of transport for:

- state and government officers (Ministerial transport) and
- other purposes (routine details).

Ministerial Transport

3.35 In order to provide Ministerial transport a special fleet of vehicles is maintained. The officers who are assigned such transport are set out at Appendix A. The pay costs of the service are as follows:

- The total pay costs of the 48 personnel involved was estimated at £1.7m for 1994, including approximately £0.5m in respect of overtime. This represented an average gross pay of £36,329 per annum.

- With effect from 1 January 1995, an annual driver's allowance of one-third of basic pay is to be paid to Garda drivers in lieu of overtime and allowances for unsocial hours not rostered.

The total number of personnel assigned to these duties increased to 58 in 1995.

3.36 The total number of vehicles attached to the fleet at 31 December 1994 was 39, consisting of operational vehicles and spare vehicles.

3.37 The government decided on 11 January 1995 that the remit of an existing committee which had been set up to examine the operation of the Government jet should be expanded to include all Ministerial transport services including the motor vehicle fleet.

3.38 The committee consists of the Secretary for Public Service Management and Development in the Department of Finance (Chairman), the Secretaries of the Departments of Defence, Justice and the Taoiseach and two other independent persons nominated in consultation with the Taoiseach and the Minister for Finance. The terms of reference of the committee are:

- to conduct a full review of all Ministerial transport, having regard to issues including cost, cost effectiveness, efficiency, security and flexibility and

- to propose guidelines for Ministerial transport on foot of their review.

The committee has been instructed to submit its report within six months of its establishment.

Routine Details

3.39 The role of the routine details unit is to provide transport to the prison service and to Garda personnel and a delivery service in respect of confidential mail, computer tapes and medical samples. This section has a staff of 48 with 48 vehicles assigned to it.

3.40 During the course of this study the 1,511 duty records for the month of November 1994 were analysed. Table 3.9 sets out the result of this analysis.

Table 3.9
Routine details duties - November 1994

Duty	Number	Percentage
Prisoner transport:		
Garda station/prison transfers	233	15.4
Court transfers	498	33.0
Hospital transfers	143	9.5
Other transfers	8	0.5
	882	58.4
Personnel transport:		
Gardaí on official duties	341	22.6
Garda sports and public relations	18	1.2
Juries/witnesses	69	4.6
Civilians	28	1.9
	456	30.3
Materials transport: (Confidential mail, computer tapes, UN stores, medical materials, printing, etc.)	141	9.3
Other transport details	32	2.0
Total	1,511	100

a In addition drivers were assigned to Ministerial transport duties for the equivalent of 99 days.

3.41 The routine details operation is very expensive. The total pay of the 48 staff involved was estimated at £1.6m for 1994 which included £0.5m in overtime. The average gross pay per staff member was £34,733.

3.42 It appears that the major portion of the work of routine details could be carried out by non-Garda personnel at much less expense, since it essentially involves driving duties.

3.43 The transport of prisoners which constituted 58 per cent of duties is the responsibility of the prison service with the Gardaí providing a vehicle and driver. In the case of high security prisoners an additional Garda escort is provided.

3.44 Even in the case of prisons duties only a small proportion of duties have a security dimension. Of the 882 prisoner runs carried out in November 1994 only 29 (4 per cent) related to high security prisons such as Portlaoise and Limerick.

3.45 It is understood that the Department of Justice has prepared detailed proposals in relation to replacing Garda drivers with civilian drivers as part of a civilianisation programme under its recent Law and Order Package.

3.46 The study also indicated that utilisation levels of routine details vehicles was low. In September 1994 based on the latest monthly return available, the average number of hours per day that a details vehicle was in use was 3.3, representing an average of 14 per cent utilisation. While some vehicles had in excess of 50 per cent utilisation others had less than 5 per cent. It appears that for short peak periods all vehicles are utilised, but that in general, vehicles are not in use for long periods.

3.47 There is an apparent need for the Department of Justice and the Garda authorities to review the nature of those duties and particularly the extent of any security requirement. This would provide the necessary information to allow for decisions on how the service can be cost effectively delivered.

3.48 There appears to be scope for reducing the cost of this service either by civilianisation or contracting. Spot hiring of vehicles should be considered to accommodate demand peaks and more extensive use of taxis should be considered. It would be possible to retain a small core of Garda drivers/vehicles for duties that have a security aspect.

Appendices

Appendix A

Ministerial Fleet

The fleet[a] consists of 39 vehicles, 9 of which are not specifically allocated to individuals.

At 1 May 1995 vehicles had been assigned for use by the following officers:

- Uachtarán na hÉireann
- The former President
- An Taoiseach
- Former Taoisigh[b]
- An Tánaiste
- Government Ministers[c]
- Chief Whip
- Former Minister for Justice
- Director of Public Prosecutions
- Chief Justice
- Attorney General
- An Ceann Comhairle

[a] *The fleet includes an older vintage Rolls Royce model.*

[b] *Five former Taoisigh have cars assigned to them.*

[c] *Fourteen cars are assigned to Government Ministers, including one car to the Minister of State to the Government.*

Appendix B

Audit Methodology

Evidence and material were assembled or generated as follows:

- Confirmation was obtained from the Department of Justice and the Garda Síochána of the policy, practices and procedures in regard to the following:

  — Fleet size and mix
  — Allocation/deployment
  — Procurement and
  — Disposals.

- Databases were compiled from primary documents such as jobsheets, invoices and vehicle log books.

- Other aspects of fleet management were examined through:

  — interviews with the various parties involved
  — documenting the relevant systems and
  — reviewing the relevant files and documentation.

Management Information System

The Transport Division maintains a fleet management information system. However, its usefulness for the purposes of this examination was limited, since the information stored thereon did not facilitate detailed interrogation, extraction and analysis, required by the study and consequently, a number of databases had to be compiled for this purpose.

Databases

Utilisation Database

A Log Book (vehicle return) is submitted monthly to the Transport Division for each operational Garda vehicle. It records on a daily basis the number of hours that the vehicle was in use, the mileage performed, the fuel purchased/issued and the duties performed.

In order to examine vehicle utilisation, a database was assembled using the data recorded on these returns for one month in 1994 for five Garda divisions involving 236 vehicles.

Maintenance Databases

In order to examine the efficiency of servicing and repairs, a database was compiled which captured data from:

- commercial garage invoices and
- Garda garage jobsheets.

Commercial Invoices

Invoices in respect of commercial garage work are initially paid by the District Superintendents out of the districts' local funds. They are subsequently submitted to the Department of Justice in support of claims for reimbursement and are eventually filed in the Department's Account Branch, at Killarney. The method of filing these invoices made their retrieval very difficult and costly in terms of the amount of retrieval time that would be necessary.

However, most clerks attached to the District Superintendents' offices retain copies of such invoices, even though not obliged to do so. Copies were obtained for purposes of the examination by writing to the relevant clerks.

Garage Jobsheets

Garda garage jobsheets are often not fully completed or signed/approved. From March 1992 to September 1993, the labour content of jobs was not being recorded on jobsheets. For jobs carried out in this period, labour had to be estimated by reference to equivalent jobs carried out in periods when labour was being recorded.

Three main databases were compiled enabling:

- comparison of the cost of the most common individual jobs and the total cost to date of repair and servicing for a sample of motor vehicles serviced and repaired at the Garda garage and at commercial garages

- computation of the servicing and repair costs of a sample of motor cycles over their lives to date and

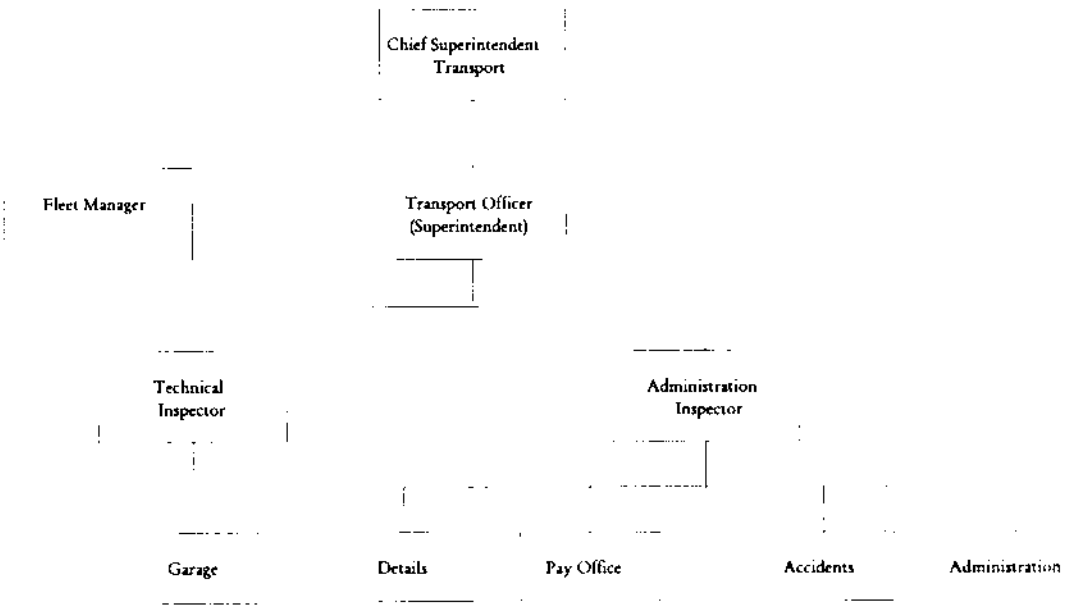
- a comparison of times recorded for Garda garage servicing jobs and the Manufacturers Standard Times recommended for those jobs.

Appendix C

Garda Garage Practices, Procedures and Management Responsibilities

Management Responsibilities

The management structure of the Transport Division is summarised in the following figure:



The Garda garage is responsible for the servicing and repair of approximately 650 fleet vehicles. It is open daily between 8.30am and 4.30pm. Shifts are not worked and it is closed at night and at weekends, unless overtime is being worked.

The garage is organised on the basis of a number of sub-sections, each of which is headed by a Sergeant:

- Reception
- Patrol cars
- Motor cycles
- Bodyshop
- Ministerial cars
- Stores and
- Electrical and general office.

A manual record is maintained of each vehicle serviced at the garage which includes vehicle details and mileage performed. A Sergeant in the Garage Reception Section is responsible for operating a system of scheduled maintenance. Following consultation with the relevant Sergeant, service dates are agreed and the relevant vehicle locations notified.

The responsibilities of the senior management of the Transport Division are as follows:

Chief Superintendent

This officer is the head of the Transport Division but is also responsible for housing and headquarters administration.

Fleet Manager

A civilian Fleet Manager was appointed to Transport Division in 1991. The general function of the appointee was to manage the garda transport fleet, including vehicle specification, acquisition, utilisation, maintenance and disposal. However, in practice the Fleet Manager has no executive role but acts as a professional advisor to Garda management reporting directly to the Chief Superintendent, Transport.

Transport Officer

This Superintendent is the general manager of the Transport Division with responsibility for all transport functions. He is assisted by two officers of Inspector rank.

Technical Inspector

The functions of the Technical Inspector are:

- to act as a technical advisor on vehicles and vehicle equipment
- to devise and maintain vehicle specifications
- to organise the servicing and maintenance of vehicles by the Garda garage
- the examination and costing of repairs to vehicles involved in accidents
- the management of Garda garage staff
- to recommend vehicles for outside maintenance
- to decide on vehicle disposals
- the safety of staff and garage and
- the management of stores.

It is also the responsibility of the Technical Inspector to spot check vehicles for safety. However, these checks are not systematic or formalised.

Administrative Inspector

This inspector is responsible for the day-to-day administration of the Transport Division and has specific responsibility for the following sections:

- Ministerial and Routine Details
- Pay Office and
- Accidents.