



## BEDFORDSHIRE FIRE AND RESCUE AUTHORITY

Members of Audit and Standards Committee.

Bedford Borough Councillors: J Gambold and M Headley

Central Bedfordshire Councillors: J Chatterley and P Duckett

Luton Borough Councillors: K Malik and Y Waheed

A meeting of **Audit and Standards Committee** will be held at **Conference Room, Fire and Rescue Service Headquarters, Kempston, Bedford MK42 7NR** on **Wednesday, 10 July 2019** starting at **10.00 am**.

John Atkinson  
Secretary/Monitoring Officer

### AGENDA

Item	Subject	Lead	Purpose of Discussion
1.	Apologies	Chair	
2.	Election of Vice Chair	Chair	

<b>Item</b>	<b>Subject</b>	<b>Lead</b>	<b>Purpose of Discussion</b>
3.	Declarations of Disclosable Pecuniary and Other Interests	Chair	Members are requested to disclose the existence and nature of any disclosable pecuniary interest and any other interests as required by the Fire Authority's Code of Conduct (see note below).
4.	Communications	Chair	(Pages 5 - 32)
5.	Minutes	Chair	To confirm minutes of the meeting held on 12 April 2019 (Pages 33 - 34)
6.	Public Participation		To receive any questions put to the Authority under the Public Participation Scheme
7.	Review of Terms of Reference	Secretary/Monitoring Officer	To consider a report (Pages 35 - 40)
8.	Internal Audit Annual Report (RSM)	RSM	To consider a report (Pages 41 - 54)
9.	Internal Audit Progress Report (RSM)	RSM	To consider a report (Pages 55 - 64)
10.	External Audit Fees 2019/20 and Working with You Document	Ernst & Young	To consider a report (Pages 65 - 76)
11.	Pre Audit 2018/19 Annual Governance Statement and Statement of Accounts	ACO/FRA Treasurer	To consider a report (Pages 77 - 178)
12.	Review of Code of Conduct and Annual Report on Standards	Secretary/Monitoring Officer	To consider a report (Pages 179 - 194)
13.	Corporate Risk Register	OAM	To consider a report (Pages 195 - 204)
14.	Review of Work Programme 2019/20	ACO/FRA Treasurer	To consider a report (Pages 205 - 210)

Next Meeting

10.00 am on 26 September 2019 at Conference Room, Fire and Rescue Service Headquarters, Kempston, Bedford MK42 7NR

**Item**

**Subject**

**Lead**

**Purpose of Discussion**

### **DECLARATIONS OF INTEREST**

From 1 July 2012 new regulations were introduced on Disclosable Pecuniary Interests (DPIs). The interests are set out in the Schedule to the Code of Conduct adopted by the Fire Authority on 28 June 2012. Members are statutorily required to notify the Monitoring Officer (MO) of any such interest which they, or a spouse or civil partner or a person they live with as such, have where they know of the interest.

A Member must make a verbal declaration of the existence and nature of any Disclosable Pecuniary Interest and any other interest as defined in paragraph 7 of the Fire Authority's Code of Conduct at any meeting of the Fire Authority, a Committee (or Sub-Committee) at which the Member is present and, in the case of a DPI, withdraw from participating in the meeting where an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.

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# Emergency services sector update



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# Introduction

Welcome to RSM's latest Emergency Services sector briefing which provides a useful source of insight into recent developments and publications affecting the sector.

We delve into a number of publications across the police sector. These include the Home Affairs Committee's report which looks at the changing demands on policing, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) reports on policing and mental health and public perceptions of policing.

Also, in this edition, we look at other recent developments within the sector including the Independent Office for Police Conduct's three-year plan to improve public confidence in policing and the Home Office's announcement of increased funding for police. In looking specifically at fire and rescue services, we cover HMICFRS' report on the first independent inspections into FRSs for 12 years and the latest statistics published by the Home Office on fire prevention and protection.

We hope you find this update a useful source of insight. As ever, if you have any queries, or have any suggestions for topics for future editions, please contact either myself, or your usual RSM contact and we will be delighted to help.

**Daniel Harris**

National Head of Emergency Services and Local Government



# Police

## Policing for the future

The Home Affairs Committee (HAC) has published the report 'policing for the future.' The report looks at the changing demands on policing and takes into consideration the extent to which the service is able to meet the challenges that these create.

Key points include:

- neighbourhood policing has been reduced by over 20 per cent since 2010, and some forces have lost over two thirds of their neighbourhood officers;
- recorded crime has increased by 32 per cent between 2015 and 2018;
- policing is facing new challenges and rising demand from traditional crimes, however resources in recent years have been strained, and forces are under considerable stress to keep up with existing pressures;
- the HAC stated that the current police funding formula is 'not fit for purpose' and calls for it to be fundamentally revised;
- without additional funding for policing, the HAC states that there will be 'dire consequences' for public safety, criminal justice, community cohesion and public confidence;
- the HAC stated that the police forces' investment in and adoption of new technology is 'a complete and utter mess'; and
- policing is suffering from a complete failure of leadership from the Home Office, particularly on responding to new and changing crimes.

The HAC sets out a number of recommendations on three growing areas of demand: online fraud, child sexual abuse, and safeguarding vulnerable people. The recommendations also include these areas of demand in the private sector which must do much more to reduce demand on policing from online fraud and child sexual abuse. Forces should be required to provide a minimum two-day training course on mental health to all officers and police community support officers. The HAC also warns that the Home Office cannot continue to stand back while police forces struggle. It is also recommended that the Home Office creates a 'National Policing Council' chaired by the Home Secretary and comprising representatives of the Association of Police and Crime Commissioners (APCC), National Police Chief Council (NPCC) and Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).



## Policing and mental health

HMICFRS has published the report entitled 'policing and mental health: picking up the pieces.' Key points from the report include:

- overall, it was found that there was a 'general lack of understanding' by forces of their mental health demand;
- HMICFRS were pleased to see the police working closely with other organisations to try to improve their joint understanding of mental health;
- majority of forces demonstrated strong leadership and governance on mental health;
- HMICFRS found that forces have a good understanding of how to respond to people with mental health problems and are investing in training to support their staff to identify and respond to people with mental health problems;
- HMICFRS also commissioned a survey to understand better the public's view of the role of the police service in helping people with mental health problems. The findings showed that 2 per cent of people surveyed felt it was the police's responsibility to respond to mental health calls, and that 70 per cent said it should be up to health services. 10 per cent stated that it should be the responsibility of the local authority or council; and
- HMICFRS noted that they are concerned that the police are 'working beyond their duty'.



### Questions for committee's consideration

- Do you receive regular independent assurance on online fraud, child sexual abuse and safeguarding vulnerable people?

• Are you assured that the force provides the minimum two-day training course to comply with the mental health training requirement?

## Policing to get largest funding increase since 2010

The Home Office has announced police funding of up to £14bn police for 2019 to 2020, an increase of around £970m from the previous financial year and is the largest increase since 2010. The funding will allow police to meet financial pressures, recruit more officers and be better placed to respond to the increasingly complex crimes they face.

The announced funding includes £816m for counter-terrorism policing, an increase of £59m, £175m will go towards the Police Transformation Fund which will include investment for innovative techniques for crime prevention and a new national welfare service for front-line officers, and £7.8bn in general government grants for Police and Crime Commissioners (PCCs). The Home Office states that the police need to continue to identify opportunities to improve efficiency and productivity and are challenging police forces to contribute to commercial savings, with the aim of freeing up more resources for front-line crime fighting.



### Questions for committee's consideration

- Are you receiving regular assurance on wider partnerships and collaborations, which could contribute to commercial savings?
- Are you sighted on initiatives to improve efficiency and productivity, and do you receive assurances that these initiatives deliver against the business cases?

## Three-year plan to improve public confidence of people in policing

The Independent Office for Police Conduct (IOPC) has published its three year 'strategic plan' with the aim to improve 'public confidence in policing by ensuring the police are accountable for their actions and lessons are learnt.' The IOPC sets out its priorities and the several actions that will be implemented to achieve each of these priorities. The priorities include:

- improving the complaints system by working with others – the IOPC states that they hope to have a complaints system that delivers impartial, fair and evidence-based outcomes in a timely manner. In doing so, it will improve all areas of the complaints system, identify and address factors that impact on the quality of their work and develop knowledge and information assurance strategies so that the IOPC can make better use of their data;
- identifying and sharing learning from their work to improve policing – the IOPC states that they hope their recommendations bring about improvements in policing and prevent harm to the public. By doing this, it will work closely with partners including HMICFRS and PCCs to develop shared priorities, improve the IOPC's approach to learning recommendations and work collaboratively to drive change within policing;

- improving confidence in police accountability – the IOPC hopes that those with low confidence in policing, access and value the complaints system. This will enable the IOPC to use its regional presence to engage regularly with communities and ensure their views are fed into the work of the IOPC and provide opportunities for staff to volunteer within their local communities to allow them to better understand concerns and build awareness of and trust in their work; and
- to be an organisation that is efficient and effective – the IOPC hopes that its workforce delivers a service which is value for money. Thus the IOPC will continue to invest in the development of their leaders and managers to create an 'effective and trusted leadership' team and create a culture in which staff feel highly supported and empowered to suggest innovative ways to improve and deliver value for money.



### Questions for committee's consideration

- Are you assured through risk registers, AC reports or via attendance at other governance forums etc that public confidence is being monitored?

## Public perceptions of policing

HMICFRS has published its report 'public perception of policing in England and Wales 2018.' The study consisted of 17,043 surveys with members of the public. The majority were conducted via online panels, with a small number conducted face-to-face. Key findings include:

- 61 per cent of respondents are 'very satisfied' or 'fairly satisfied' with their local police force compared to 53 per cent in 2017;
- 58 per cent of respondents stated that in the past 12 months the services provided by police forces has 'stayed about the same', 8 per cent state that it has 'got better' and 22 per cent state that it has 'got worse';
- 44 per cent of respondents reported to have seen police on foot in their local area at least once every three months compared to 29 per cent in 2017;
- 40 per cent of people felt that crime and anti-social behaviour is an issue in their local area compared to 25 per cent in 2015;
- 81 per cent believe that online crime is a big issue however 34 per cent felt confident in the local police's ability to deal with online crime effectively;
- 74 per cent of respondents were confident in local police being effective in dealing with an emergency and to 52 per cent were confident in police being effective in dealing with a non-emergency; and
- 65 per cent of respondents agree that their local police treat people fairly and with respect.

## Value for money profiles

The value for money (VfM) profiles are available to view comparative data on a number of policing activities on the HMICFRS' website. The latest VfM profiles enables you to explore performance and spending of police forces.



### Questions for committee's consideration

- Do you receive assurance on any areas where your Force is an outlier on any VfM profiles?

## RSM's police risk register analysis

The policing sector continues to face a multitude of challenges and risks. There are risks that have been in existence for some time and those that are emergent; yet both types need to be identified, controlled and managed appropriately.

To gain a deeper understanding of the challenges facing the sector, RSM have again examined the content of strategic risk registers (27 strategic risk registers, analysing 506 individual risks). The sector continues to face a myriad of challenges, which span across operational and organisational boundaries, and which in combination, pose very real risks for a service we all rely on to keep us safe.

In the policing sector, if risk is not managed, there can be very real and severe ramifications and whilst risk management can never prevent a risk from materialising, it can, and does help. Our latest analysis, drawing comparisons with our work in 2016 and 2014, enables you to compare your organisation's risk profile with that of others. This enables you to consider 'how do our risks compare?' and 'are we missing any significant risks?'. Please visit the RSM website (<https://www.rsmuk.com/ideas-and-insights/police-risk-register-analysis-december-2018>) to access the report.



### Questions for committee's consideration

- Are you assured that the Force and PCC risk registers include all relevant strategic risks?

# Fire

## ‘Swift and sustained action’ needed by fire and rescue services

HMICFRS has published an overview of the first independent inspection into fire and rescue services (FRSs) for 12 years. The report covers 14 fire services which were part of the first tranche of inspections. The remaining services will be covered in a further two tranches. The inspections focused on three key areas: the effectiveness of the FRS in keeping people safe from fire and other risks, how efficient is the FRS at keeping people safe from fire and other risks and how well does the FRS look after its people including how well they train, manage and support their staff. As part of its inspection, HMICFRS gave each FRS a graded judgement on each of these areas. Key findings include:

- in relation to the overall effectiveness judgement, 10 FRSs were graded as ‘good’ and four FRSs were graded as ‘requires improvement’;
- 11 FRSs were graded as ‘good’, two FRSs were graded as ‘requires improvement’ and one FRS was graded as ‘inadequate’ at responding effectively to fire and other emergencies;
- HMICFRS have stated their concern regarding eight services graded as ‘requires improvement’ and one graded as ‘inadequate’ in the way they protect the public through the regulation of fire safety;
- nine services were graded as ‘good’ at preventing risks of fires and other emergencies;
- in relation to the overall efficiency judgement, eight FRSs were graded as ‘good’;
- HMICFRS stated that FRSs would benefit from better access to ‘accurate and robust’ financial data. To address this, HMICFRS are working together with the Chartered Institute of Public Finance and Accountancy and the sector in the hope to see better financial data by September 2019;
- with services having had their budgets cut over the last eight years, HMICFRS stated they were ‘surprised’ to find that several FRSs had very limited financial planning in place beyond 2020 and has expressed that planning work needs to start immediately in order for service leaders to understand the decisions that need to be made in order to reduce costs further;
- HMICFRS notes that six out of the seven services that were inspected are actively exploiting external funding; and
- three FRSs were graded as ‘good’ at looking after the people who work for them. 10 FRSs were graded as ‘requiring improvement’ and one FRS as ‘inadequate’. HMICFRS states that this is the ‘most worrying set of grades’ and action needs to be taken to address the issues that are preventing a ‘truly inclusive working environment.’



### Questions for committee's consideration

- Is the AC sighted on the Governance arrangements for HMICFRS inspections, where the findings are being reported and are recommendations tracked?

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## Fire prevention and protection statistics

The Home Office has published statistics on fire prevention and protection in England between April 2017 and March 2018. Key statistics include:

- FRSs completed 576,040 Home Fire Safety Checks (HFSCs) compared to 590,198 in 2016/17 and 775,019 in 2010/11;
- of the 576,040 HFSCs completed in 2017/18, 54 per cent were targeted towards the elderly and 25 per cent were targeted towards the disabled;
- FRSs carried out 49,423 fire safety audits in 2017/18, which accounted for 3 per cent of premises known to the authorities and was nine per cent less than in 2016/17 (54,247, 4 per cent of premises) and 42 per cent less than in 2010/11 (84,575, 5 per cent of premises);
- fire safety audits on purpose-built flats of four or more storeys increased from 3,097 in 2016/17 to 6,586 in 2017/18;
- 68 per cent of fire safety audits (33,851) were rated satisfactory compared to 37,096 in the previous year. There were 15,572 unsatisfactory fire safety audits;
- 69 per cent of fire safety audits on purpose-built flats of four or more storeys were rated as satisfactory compared to 2,431 in the previous year; and
- although 95 per cent of households say they possess smoke alarms, 90 per cent say their alarms actually work.



# Sources of further information

## Parliament

### 'Policing for the future'

<https://publications.parliament.uk/pa/cm201719/cmselect/cmhaff/515/515.pdf>

## Home Office

### 'Policing to get largest funding increase since 2010'

<https://www.gov.uk/government/news/police-to-get-largest-funding-increase-since-2010>

## HMICFRS

### 'Policing and mental health'

<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/policing-and-mental-health-picking-up-the-pieces/>

## IOPC

### 'Three-year plan to improve public confidence of people in policing'

<https://policeconduct.gov.uk/news/iopc-launches-first-three-year-plan-improve-public-confidence-policing>

## HMICFRS

### 'Public perceptions of policing'

[https://www.bmgresearch.co.uk/wp-content/uploads/2019/01/1578-HMICFRS-Public-Perceptions-of-Policing-2018\\_FINAL.pdf](https://www.bmgresearch.co.uk/wp-content/uploads/2019/01/1578-HMICFRS-Public-Perceptions-of-Policing-2018_FINAL.pdf)

## HMICFRS

### 'Value for money profiles'

<https://www.justiceinspectorates.gov.uk/hmicfrs/our-work/article/value-for-money-inspections/value-for-money-profiles/value-for-money-dashboards/>

## RSM

### 'Police risk register analysis'

<https://www.rsmuk.com/ideas-and-insights/police-risk-register-analysis-december-2018>

## HMICFRS

### 'Swift and sustained action needed by fire and rescue services'

<https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/fire-and-rescue-service-inspections-2018-19.pdf>

## Home Office

### 'Fire prevention and protection statistics'

<https://www.gov.uk/government/statistics/fire-prevention-and-protection-statistics-england-april-2017-to-march-2018>



## For further information please contact

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# Emergency services sector update

June 2019



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# Introduction

Welcome to RSM's latest emergency services sector briefing which provides a useful source of insight into recent developments and publications affecting the sector.

A central theme overarching both police and fire and rescue services is mental health. Those working in emergency services deal with a range of challenges and with recent research showing that rates of poor mental health is growing across all services, it's more important now than ever that staff and officers are offered the support to deal with the situations they face every day.

Also, in this edition, we delve into a number of publications across the police sector including the Police Foundation's report on data-driven policing and ways in which it contributes to public value, the Independent Office for Police Conduct's findings and recommendations from its youth panel and the Home Office's statistics on workforce. Our focus on fire and rescue services, covers the National Fire Chiefs Council's new leadership framework and the latest statistics published by the Home Office on both response times to fires attended and on fire and rescue incidents.

We hope you find this update a useful source of insight. As ever, if you have any queries, or have any suggestions for topics for future editions, please contact either myself, or your usual RSM contact and we will be delighted to help.

**Daniel Harris**  
**Head of Emergency Services and**  
**Local Government Sectors**



# Police and fire

## Wellbeing and mental health support in emergency services

Mind, a mental health charity in England and Wales, has published findings from its research on wellbeing and mental health support in emergency services. Mind has been providing a dedicated programme of mental health support to 999 staff and volunteers across the sector since 2015. The 2019 research received over 5,000 respondents across police (41 per cent), fire (20 per cent), ambulance (28 per cent) and search and rescue services (11 per cent). Research from Mind reveals that emergency services staff and volunteers are over twice as likely to say that their service encouraged them to talk about their mental health, compared to four years ago.

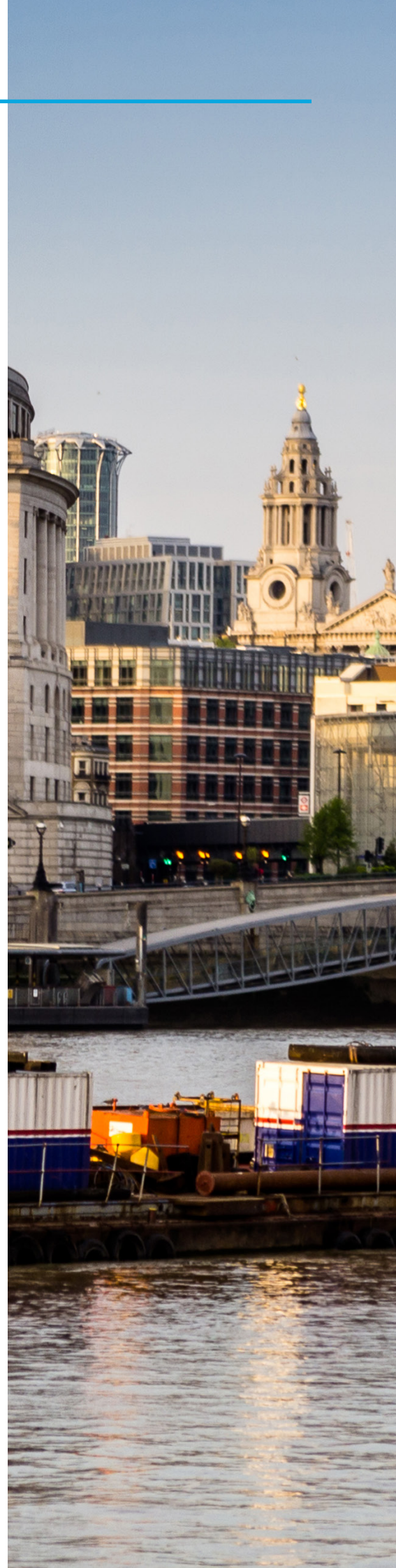
### Other key findings from the research include:

- 64 per cent of emergency services personnel said they felt encouraged to talk about their own mental health, compared to 29 per cent in 2015;
- 53 per cent said their service supports people with mental health problems well, compared to 34 per cent in 2015;
- 65 per cent reported they were aware of what support was available to them to help them manage their mental health, compared to 46 per cent in 2015;
- 59 per cent felt that attitudes towards mental health at their organisation were changing for the better;
- 45 per cent reported to have 'good' or 'very good' mental health and 21 per cent reported having 'poor' or 'very poor' mental health, compared to 53 per cent and 14 per cent in 2015 respectively;
- search and rescue volunteers report the best mental health (69 per cent stating it is 'good' or 'very good') while ambulance personal reported 'the worst' with only 34 per cent stating it to be 'good' or 'very good';
- the top three reported mental health problems were depression (48 per cent), anxiety (48 per cent) and Post Traumatic Stress Disorder (21 per cent); and
- 'excessive workload' remained the most frequently cited cause of poor mental health among respondents. 'Trauma' moved up from fifth place in 2015 to second place in 2019. These were followed by 'pressure from management', 'long hours' and 'organisational upheaval.'

### Questions for committee's consideration



- Given the increased importance on wellbeing and mental health, are the committee sighted on how these risks are managed within the workforce?
- Are KPIs in place to determine any impact on service delivery / performance because of mental health absence or capture statistics on early retirements due to mental health?





# Police

## £100m funding for police to tackle violent crime

Philip Hammond, Chancellor of the Exchequer, has announced a further £100m funding will be made available to police forces in the worst affected areas in England and Wales for knife and violent crimes. In addition, it will also fund police forces to have more officers available to respond to crime or patrol in communities. The new funding 'covers one year' and consists of £80m Treasury funding with £20m from Home Office reprioritisation for

the financial year 2019/20. The funding follows the additional £970m that the police received in April 2019, including additional funding that the Chancellor announced at last year's Budget. Police and crime commissioners have already committed to the recruitment and training of nearly 3,000 extra police officers. Longer-term funding for the police will be confirmed at this year's Spending Review.

### Questions for committee's consideration



- Have you received the funding and either recruited accordingly or created a strategy to tackle violent crime?
- Does your force link into partner agencies to understand and work on the root causes?
- Is this a significant risk area for your force and how do you receive assurances on the effectiveness of your arrangements?

### Key findings and recommendations from the IOPC youth panel

The Independent Office for Police Conduct (IOPC) commissioned 'Leaders Unlocked' to recruit and run an IOPC youth panel (16–24-year olds) in the aim to identify and recommend ways to better engage with young people and increase their confidence in the police complaints system. Leaders unlocked aims to help the IOPC understand the reasons why young people have little confidence in the police complaints system, the barriers which prevent their engagement and potential solutions to increase trust and confidence. The youth panel organised a series of meetings across England and Wales where they met with over 800 young people.

## The key themes from the IOPC youth panel's key findings include:



### Powerlessness

The panel found a significant issue with feeling powerless in the face of authority. The panel stated feelings of not being taken seriously and perceived that the police have 'unchecked or absolute' power and are not answerable to any other authority. The report notes that a factor behind powerlessness includes young people not understanding their rights. It is also noted that many respondents state that they do not have the confidence to make a complaint.



### Marginal and minority voices

The panel found that identity and diversity characteristics have an impact on trust and confidence. The report notes that young people from marginalised and minority groups feel they are less likely to be believed and more likely to be discriminated against.



### Dynamics of trust

Many people 'simply do not trust authorities, and especially the police.' The panel stated that they didn't have faith in the outcome of complaints, as they couldn't see that complaints lead to positive results. They also expressed concerns and doubts about the IOPC's relationship with the police.



### Social influences

Social media and wider social influences was highlighted by young people as playing a key role. They had stated that negative stories and images of police conduct spread very quickly on social media, contributing to a 'skewed picture' of reality.



### Visibility and accessibility

Many young people that took part stated that they wouldn't know where to go to make a complaint. When explaining the complaints process to young people, the panel found that the process may deter young people from complaining, with young people showing concern for how long making a complain could take. The youth panel concluded that the complaints system currently does not feel open to all. The panel felt that more should be done to make the system inclusive and accessible to individuals across the youth population.

The youth panel sets out a number of recommendations across four 'solution areas': communications and social media; community engagement; diversity and people; and future of the youth panel. The panel worked with key IOPC professionals to co-create the recommendations that are based on ideas collected during the peer engagement events.

## Data-driven policing and public value

The Police Foundation has launched its report, 'data-driven policing and public value.' The Police Foundation describes data-driven policing as the use of a wide variety of digitised data sources in the aim to inform decision making and improve processes. When talking about public value, the Police Foundation states that this refers to the full value that a police force contributes to society across a number of measurable aspects including outcomes, efficient use of public funds, impact on citizen satisfaction with the police and impact on public trust in, and perceived legitimacy of, the police.

The Police Foundation hopes that data-driven approaches may also be able to help improve levels of public and victim trust and confidence in the police. However, it is noted that implementing new technologies and approaches can be a 'highly complex process.'

**The report looks at ways in which the police can meet the challenges they face by the 'imaginative use of data-driven technologies' and how data-driven policing can contribute to public value. The report is divided into a number of chapters covering the following:**

- 1 cuts to police budgets; current crime trends and the challenges these are presenting; and changing public expectations about the way they interact with the police. It also highlights the risk that the police may be overwhelmed by data if new ways of managing it are not found;
- 2 examining the 'near horizon' regarding two technological developments that are currently in place but set to grow in significance. One of these is the 'internet of things' and the other, blockchain;
- 3 an account of police innovation and experimentation with data-driven approaches. The material in this chapter is structured around the nine public value dimensions;

4 considering the many challenges yet to be overcome regarding full scale adoption of a data-driven approach. The report explores potential issues with police misuse or mishandling of data; the problem of data bias; concerns over privacy; policy and regulatory gaps within which UK policing is currently having to operate; and major technology and workforce issues with regard to the adoption of new technologies and approaches; and

5 the final chapter sets out 11 recommendations including; all police forces should review policies and procedures regarding data stewardship; central government should provide additional funding for police officer training in a number of priority areas related to the data-driven policing agenda; a new, coordinated approach to data accuracy in policing systems is needed; and the UK policing needs a common set of data standards and data entry codes to be used across the country.

### Questions for committee's consideration








- Is your force using the data driven approach and do you receive assurance that data is accurate, accessible, GDPR compliant?
- How is the data used to identify themes to focus data model and demand model or do the committee receive assurances on a data driven approach?
- Have you received assurances that the force has reviewed the 11 recommendations, considered them and have agreed implementation plans?



## Police workforce statistics

The Home Office has published statistics on the police workforce as at 30 September 2018, and experimental statistics on misconduct and criminal investigations for the year ending 31 March 2018.

### Key statistics include:

-  there were 200,448 workers employed by the 43 territorial police forces in England and Wales, of which 122,395 were police officers;
-  police officer numbers rose by 466 between 30 September 2017 and 30 September 2018;
-  in the year ending 31 March 2018, 2,809 cases considered worthy of investigation as misconduct or gross misconduct following either a public complaint or a misconduct allegation;
-  in the year ending 31 March 2018, 81 officers and 23 staff members were found guilty after a criminal investigation; and
-  the most common outcomes at a misconduct meeting for officers was management advice (29 per cent) and written warnings (27 per cent).

### Questions for committee's consideration



- Is the committee sighted on any update reports from Professional Standards and/or do you receive assurance that this is being managed internally?

## Home Office approves IOPC guidance and concludes firearms review

Sajid Javid, Home Secretary, has approved the revised IOPC guidance, completing the Home Office's review into police use of firearms, which was commissioned following concerns officers could be deterred from volunteering for armed roles if they did not feel sufficiently protected. Sajid Javid stated, 'any use of force by the police must be proportionate and necessary and the public must have confidence that investigations following a police shooting incident are independent and robust.' Latest Home Office figures show that recruitment of firearms officers have increased by 3 per cent compared to the previous year to 6,459 as of March 2018, following a £144m funding boost for armed policing at the 2015 Spending Review.

## Police chiefs ask independent police pay body to consider a three-year deal for officers

The National Police Chiefs' Council (NPCC) has published its annual submission to the Police Remuneration Review Body (PRRB) for 2019/20. The PRRB makes recommendations on police officer's pay in England and Wales. Police chiefs are required to make recommendations about officer pay increases and these are considered alongside recommendations from the Home Office, police and crime commissioners and staff associations. NPCC's submission puts forward two options for the review body to consider: an increase of between 2 and 2.5 per cent from September 2019 or a three-year pay deal worth over 6 per cent with 4 per cent payable from September 2019 in order to maximise the initial pay increase.

### Questions for committee's consideration



- Have you received assurances around the associated impact of this increase to both operational performance and financial performance?





# Fire

## New national leadership framework launched for fire services

The National Fire Chiefs Council (NFCC) has launched its new 'leadership framework' which aims to support and develop fire and rescue service leaders now and in the future. The framework outlines the leadership behaviours that is required at every level in the fire and rescue service. It also sets out some of the key requirements to support and develop people's careers. The new framework supports NFCC's 'People Strategy', which has six key areas for improvement:

- 1 strengthen leadership and line management in order to support organisational change and improved community outcomes;
- 2 develop cultural values and behaviours which make the fire and rescue service a great place to work for all our people;
- 3 develop ways of working that can respond to service needs;
- 4 provide excellent training and education to ensure continuous improvement of services to the public;
- 5 continue to support the health and well-being of all NFCC's people; and
- 6 strengthen the ability to provide good service by diversifying staff and creating a fair and equal place to work.

## Response times to fires attended by fire and rescue services

The Home Office has published the latest statistics on response times to fires attended by fire and rescue services in England between April 2017 and March 2018.

### Key statistics include:

- the average total response time to primary fires was eight minutes and 45 seconds and for secondary fires was nine minutes and 10 seconds;
- 54 per cent (29,550) of primary fires were responded to within eight minutes and 60 per cent (49,669) of secondary fires were responded to within nine minutes;
- fire and rescue authorities (FRAs) in predominantly urban areas had an average total response time of seven minutes 39 seconds to primary fires and FRAs in predominately rural areas was 10 minutes 32 seconds;
- the average response time to dwelling fires involving casualties and/or rescues was seven minutes 33 seconds; and
- in total, 21 services have shown a decrease in average response times to primary fires, 23 have shown an increase and one showed no change.

## Fire and rescue incident statistics

The Home Office has published statistics on fire and rescue incidents in England in the year to September 2018.

### Key statistics include:

- fire and rescue services (FRSs) attended 582,551 incidents, an increase from 568,824 in the previous year;
- of all incidents attended by FRSs, fires accounted for 31 per cent, fire false alarms accounted for 40 per cent and non-fire incidents accounted for 29 per cent;
- FRSs attended 181,436 fire incidents, a 6 per cent increase from the previous year and 169,813 non-fire incidents, a decrease of 2 per cent;
- FRSs attended 25,293 medical incidents, a 40 per cent decrease from the previous year (42,506); and
- FRSs attended 231,262 fire false alarms, a 3 per cent increase compared with the previous year (223,639).

### Questions for committee's consideration



- Is the committee assured that the Service performs well against the national benchmarks and are action plans in place for areas where performance could be improved?

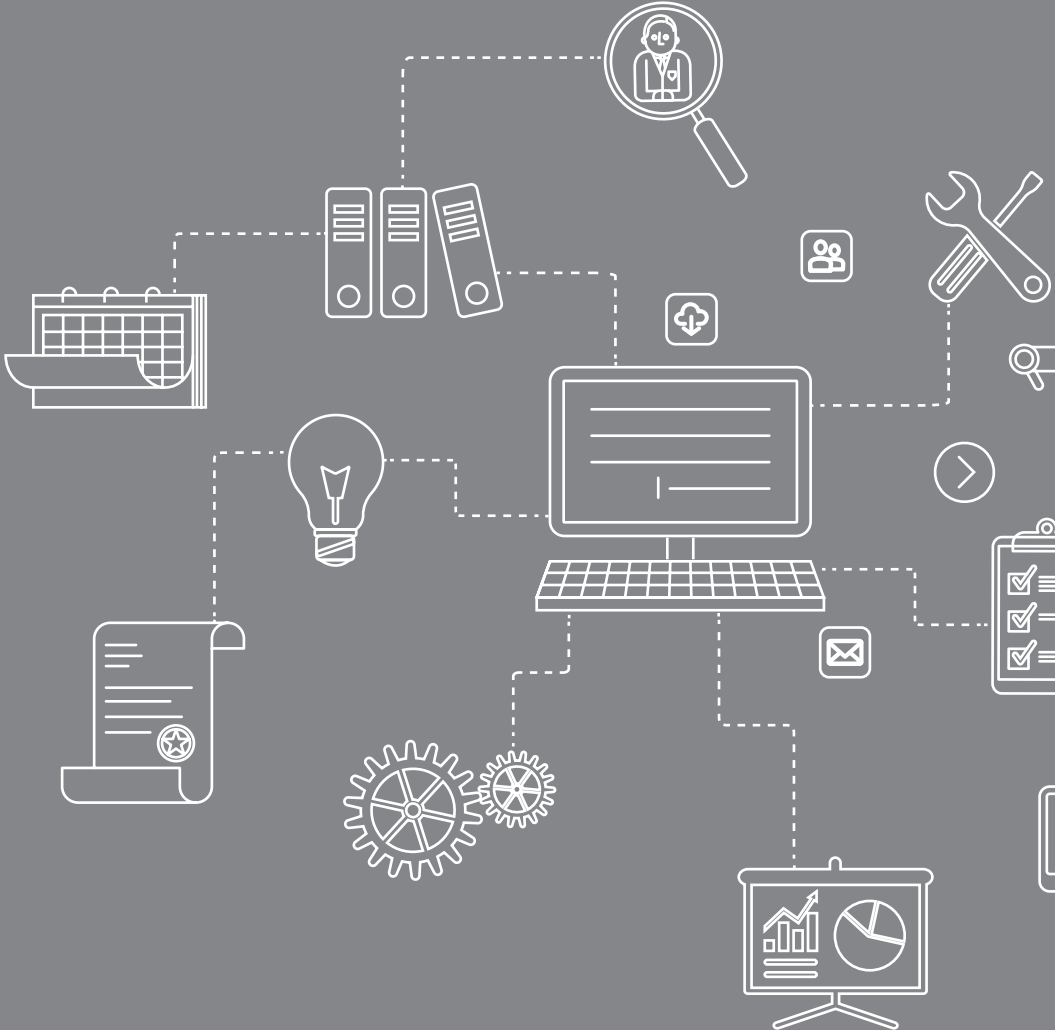


# Sources of further information

- Mind**  
**'Wellbeing and mental health support in the emergency services'**  
[https://www.mind.org.uk/media/34555691/20046\\_mind-blue-light-programme-legacy-report-v12\\_online.pdf?\\_ga=2.60570541.1253664172.1553509257-1386109628.1553509257](https://www.mind.org.uk/media/34555691/20046_mind-blue-light-programme-legacy-report-v12_online.pdf?_ga=2.60570541.1253664172.1553509257-1386109628.1553509257)
- HM Treasury**  
**'£100 million funding for police to tackle violent crime'**  
<https://www.gov.uk/government/news/100-million-funding-for-police-to-tackle-violent-crime>
- IOPC**  
**'Key findings and recommendations from the IOPC youth panel'**  
[https://policeconduct.gov.uk/sites/default/files/Documents/research-learning/iopc\\_youth\\_panel\\_report\\_march2019.pdf](https://policeconduct.gov.uk/sites/default/files/Documents/research-learning/iopc_youth_panel_report_march2019.pdf)
- The Police Foundation**  
**'Data-driven policing and public value'**  
[http://www.police-foundation.org.uk/2017/wp-content/uploads/2010/10/data\\_driven\\_policing\\_final.pdf](http://www.police-foundation.org.uk/2017/wp-content/uploads/2010/10/data_driven_policing_final.pdf)
- Home Office**  
**'Police Workforce, England and Wales, 30 September 2018'**  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/772792/police-workforce-sep18-hosb0219.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/772792/police-workforce-sep18-hosb0219.pdf)
- Home Office**  
**'Home Office approves IOPC guidance and concludes firearms review'**  
<https://www.gov.uk/government/news/home-office-approves-iopc-guidance-and-concludes-firearms-review>
- NPCC**  
**'Police chiefs ask independent police pay body to consider a three-year deal for officers'**  
<https://news.npcc.police.uk/releases/police-chiefs-ask-independent-police-pay-body-to-consider-a-three-year-deal-for-officers>
- NFCC**  
**'New national Leadership Framework launched for fire services'**  
<https://www.nationalfirechiefs.org.uk/News/new-national-leadership-framework-launched-/220017>
- Home Office**  
**'Response times to fires attended by fire and rescue services'**  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/771245/response-times-fires-england-1718-hosb0119.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/771245/response-times-fires-england-1718-hosb0119.pdf)
- Home Office**  
**'Fire and rescue incident statistics'**  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/778612/fire-and-rescue-incident-september-2018-hosb0419.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/778612/fire-and-rescue-incident-september-2018-hosb0419.pdf)

For further information please contact

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rsmuk.com

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**MINUTES OF THE AUDIT AND STANDARDS COMMITTEE MEETING HELD ON 12 APRIL 2019 AT 10.00am**

Present: Councillors Headley (Chair), Chapman, Chatterley, Downing and Waheed  
ACO G Chambers and Mr J Atkinson  
Mr N Harris, Ernst & Young

18-19/AS/056 Apologies

56.1 An apology for absence was received from Councillor Duckett. Councillor Waheed submitted apologies for lateness.

18-19/AS/057 Declarations of Disclosable Pecuniary and Other Interests

57.1 There were no declarations of interest.

18-19/AS/058 Communications

58.1 There were no communications.

18-19/AS/059 Minutes

**RESOLVED:**

That the Minutes of the meeting held on 14 March 2019 be confirmed and signed as a true record.

18-19/AS/060 Public Participation

60.1 There were no members of the public present at the meeting.

18-19/AS/061 and 062 Local Government Act 1972, Schedule 12A, Paragraph 3 of Part 1: Exclusion of the Public

**RESOLVED:**

That, pursuant to Sections 100A(2) and 100A(4) of the Local Government Act 1972, the public be excluded from the discussion of the following item on the grounds that the matters to be discussed involve the likely disclosure of exempt information as defined in Paragraphs 1,2 and 3 of Part 1 of Schedule 12A to the Act (as amended):

Items

- 61. Application of the Abatement Calculation
- 62. Pensions Investigation

The meeting closed at 11.18am

For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 7

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**REPORT AUTHOR:** SECRETARY/MONITORING OFFICER

**SUBJECT:** TERMS OF REFERENCE

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For further information on this Report contact: Nicky Upton  
Democratic and Regulatory Services Supervisor  
Tel No: 01234 845149

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Background Papers: None

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Implications (tick ✓):

LEGAL		FINANCIAL	
HUMAN RESOURCES		EQUALITY IMPACT	
ENVIRONMENTAL		POLICY	
CORPORATE RISK	Known	OTHER (please specify)	
	New		

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To review the Terms of Reference for the Audit and Standards Committee.

## RECOMMENDATIONS:

That:

1. Members consider the Terms of Reference for the Audit and Standards Committee and recommend any changes for 2019/20 to the Fire Authority.
- 

1. Introduction

- 1.1 The Audit and Standards Committee has been established to ensure that the following areas of the Fire and Rescue Service are functioning efficiently and effectively, challenging areas of under performance as required and approving any associated policy as necessary:

- Audit Activity
- Regulatory Framework
- Accounts
- Standards

2. Terms of Reference

- 2.1 The Terms of Reference for the Audit and Standards Committee were last revised in July 2018 and are appended to this report.
- 2.2 Members are asked to consider the current Terms of Reference and recommend any changes required for 2019/20 to the Fire and Rescue Authority
- 2.3 The Terms of Reference may need to be reviewed further following any recommendations from the Governance Audit.

**JOHN ATKINSON**  
**SECRETARY/MONITORING OFFICER**

# **BEDFORDSHIRE FIRE AND RESCUE AUTHORITY**

## **AUDIT AND STANDARDS COMMITTEE**

### **TERMS OF REFERENCE**

The Committee has been established to ensure that the following areas of the Fire and Rescue Service are functioning efficiently and effectively, challenging areas of under performance as required and approving any associated policy or activity as necessary:

- Audit Activity
- Regulatory Framework
- Accounts
- Standards

#### **Membership**

The Group is to consist of those Members appointed by the Fire and Rescue Authority for the ensuing year or as determined by the Fire and Rescue Authority.

One Member, but not a member of the Executive, will be nominated as Chair of the Committee by the Fire and Rescue Authority (the Authority) at its annual meeting and another elected Member will be nominated as Vice Chair at the first Committee meeting held after the annual meeting.

#### **Quorum**

Business shall not be transacted at any meeting of the Committee unless at least one third of voting members are present and at least one member from two constituent authorities.

#### **Support**

The Group will be supported by the individual Principal Officer with responsibility for Corporate Services, the Authority's Treasurer, the Monitoring Officer, Head of Finance and Assistant Treasurer, and members of the Strategic Support Team.

#### **Regularity of Meetings**

The Committee is to meet a minimum of four times a year. Other meetings can be called when deemed necessary by any member of the Committee and following agreement with the Committee Chair.

#### **Reporting**

The Committee has delegated power to take certain decisions on behalf of the Fire and Rescue Authority as identified, in bold, in the Terms of Reference. The Committee's minutes are submitted to the Fire and Rescue Authority under a

covering report from the Committee's Chair with any decisions and recommendations.

## Terms of Reference

### Audit Activity

1. To consider reports and opinion from the Authority's Internal Auditors, and a summary of internal audit activity (actual and proposed) and the level of assurance they can give over the Authority's corporate governance arrangements.
2. To consider summaries of specific internal audit reports as requested.
3. To consider reports dealing with the management and performance of the providers of internal audit services.
4. To consider a report from internal audit on agreed recommendations not implemented within a reasonable timescale.
5. To consider the external auditor's annual letter, relevant reports, and the report to those charged with governance.
6. To consider specific reports as agreed with the external auditor.
7. To comment on the scope and depth of external audit work and to ensure it gives value for money.
8. To commission work from internal and external audit.

### Regulatory Framework

1. To maintain an overview of the Authority's constitution in respect of contract procedure rules, financial regulations and, subject to the terms of reference on standards below, codes of conduct and behaviour.
2. To review any issue referred to it by the Chief Fire Officer.
3. To monitor the Authority's policies on Whistleblowing, the Anti-fraud and Corruption Strategy and the Authority's Complaints Process.
4. **To oversee the production of, and approve, the Authority's Annual Governance Statement on Internal Control and to approve the Fire Authority's Statement of Accounts.**
5. **To oversee the production of, and approve the Authority's Annual Statement of Assurance fulfilling the requirements as set out in the Fire and Rescue National Framework for England.**
6. To consider the Authority's arrangements for corporate governance and agreeing necessary actions to ensure compliance with best practice.
7. To monitor the effective development and operation of corporate risk management including the annual review of the Authority's Strategic Risk Register.

## Accounts

1. To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.

## Standards

1. **To discharge the Authority's duty under the Localism Act 2011 of ensuring that its Members (and any co-opted Members) maintain high standards of conduct.**
2. To advise the Authority on the operation of its Code of Conduct and on any changes to the Code (including its register of interests) that may be necessary or desirable.
3. **To monitor the operation of the Authority's arrangements for dealing with standards allegations against Members under the Localism Act 2011 and to make any changes that may be necessary or desirable.**
4. To receive regular reports on any standards allegations against Members.
5. The Monitoring Officer be authorised to take action on the advice of the Committee Chairman where it is necessary to appoint a Panel of Members to advise whether to investigate a complaint, or an Adjudication Committee to adjudicate upon a complaint following a finding of breach of the Code by a Member, or any other action in relation to the preparation for, or the hearing of, a matter by the Adjudication Committee.

## Review of Terms of Reference

The Terms of Reference are reviewed by the Committee on an annual basis at the first Committee meeting held after the annual meeting.

*Revised Terms of Reference and quorum arrangements agreed by the then CFA on 7 September 2011*

*Committee named changed from Audit Committee to Audit and Standards Committee with revised Terms of Reference agreed by the then CFA on 28 June 2012*

*Updated for change of Authority name – December 2012*

*Revised to separate membership from that of Corporate Services Policy and Challenge Group by FRA on 4 June 2013*

*Amendment to the Terms of Reference to include Item 5 under the Regulatory Framework agreed by the FRA on 11 December 2013*

*Reporting Statement included – FRA Meeting 21 July 2016*

Last review: 06.07.18

*Eighth point under Regulatory Framework (to consider the Authority's compliance with its own and other published standards and controls) be removed as its intention is covered elsewhere in the terms of reference – Recommended by Audit and Standards Committee 8 December 2016 and agreed by FRA 9 February 2017.*

*Audit recommendations on review period of Terms of Reference added and delegated responsibilities highlighted in bold – Audit and Standards Committee on 6 July 2018*



For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 8

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**REPORT AUTHOR: ASSISTANT CHIEF OFFICER/FRA TREASURER**

**SUBJECT: INTERNAL AUDIT ANNUAL REPORT 2018/19**

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For further information on this report contact: Karen Daniels  
Service Assurance Manager  
Tel No: 01234 845013

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Background Papers:

RSM Strategy for Internal Audit  
Bedfordshire Fire Authority 2017/18 to 2019/20

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Implications (tick ✓):

LEGAL			FINANCIAL	
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

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Item 8.1

**PURPOSE:**

To receive and consider an Annual report on progress made against the internal audit plan for 2018/19.

**RECOMMENDATION:**

That the submitted report be received.

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1. Introduction

1.1 An internal audit plan for 2018/19 was agreed by this Committee at its meeting on 28 March 2018.

1.2 A report by RSM on progress made against the internal audit plan for 2018/19 is appended for Members' consideration.

**GAVIN CHAMBERS**  
**ASSISTANT CHIEF OFFICER/FRA TREASURER**



# BEDFORDSHIRE FIRE AND RESCUE AUTHORITY

**Annual internal audit report 2018/2019**

**April 2019**

This report is solely for the use of the persons to whom it is addressed.  
To the fullest extent permitted by law, RSM Risk Assurance Services LLP  
will accept no responsibility or liability in respect of this report to any other party.





# CONTENTS

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- 2 The basis of our internal audit opinion ..... 4
- 3 Our performance ..... 5
- Appendix A: Annual opinions ..... 7
- Appendix B: Summary of internal audit work completed 2018/19 ..... 8
- For further information contact ..... 10

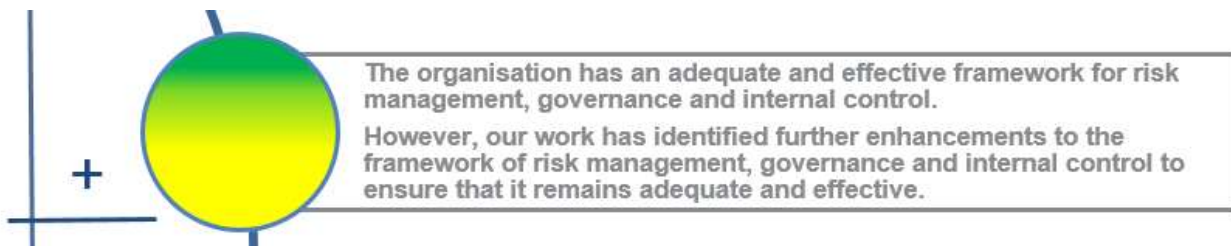
# 1 THE HEAD OF INTERNAL AUDIT OPINION

In accordance with Public Sector Internal Audit Standards, the head of internal audit is required to provide an annual opinion, based upon and limited to the work performed, on the overall adequacy and effectiveness of the organisation's risk management, control and governance processes. The opinion should contribute to the organisation's annual governance statement.

## 1.1 The opinion

For the 12 months ended 31 March 2019, the head of internal audit opinion for Bedfordshire Fire and Rescue Authority is as follows:

### Head of internal audit opinion 2018/19



Please see appendix A for the full range of annual opinions available to us in preparing this report and opinion.

## 1.2 Scope and limitations of our work

The formation of our opinion is achieved through a risk-based plan of work, agreed with management and approved by the audit and standards committee, our opinion is subject to inherent limitations, as detailed below:

- the opinion does not imply that internal audit has reviewed all risks and assurances relating to the organisation;
- the opinion is substantially derived from the conduct of risk-based plans generated from a robust and organisation-led risk management framework. As such, the risk management framework is one component that the Authority takes into account in making its annual governance statement (AGS);
- the opinion is based on the findings and conclusions from the work undertaken, the scope of which has been agreed with management;
- the opinion is based on the testing we have undertaken, which was limited to the area being audited, as detailed in the agreed audit scope;
- where strong levels of control have been identified, there are still instances where these may not always be effective. This may be due to human error, incorrect management judgement, management override, controls being by-passed or a reduction in compliance;

- due to the limited scope of our audits, there may be weaknesses in the control system which we are not aware of, or which were not brought to attention; and
- it remains management's responsibility to develop and maintain a sound system of risk management, internal control and governance, and for the prevention and detection of material errors, loss or fraud. The work of internal audit should not be seen as a substitute for management responsibility around the design and effective operation of these systems.

### 1.3 Factors and findings which have informed our opinion

Factors and findings which have informed our opinion:

The Internal Audit work undertaken in 2018/19 has identified that an adequate control framework had been established across the majority of areas we tested within the organisation, with both strategic and operational audits identifying a clear control framework. The organisation can take substantial assurance for two reviews (Use of Risk Information and Key Financial Controls) and partial assurance for one review (Stock Control) where issues had also been identified by management prior to the start of the audit. In addition, as part of our follow up of previous actions we found that reasonable progress had been made in implementing the actions.

The key issue identified within our Stock Control audit were a number of discrepancies in the counting of stock, attributable to the incorrect use of the Microsoft Dynamics GP stock management system. As a result, we were unable to locate a number of items which were held as stock on the system with our testing of a sample of 20 stock lines noting a potential incorrect stock value of £57.5k of a total sample stock value of £82k (70 per cent error rate).

The Authority can take reasonable assurance from our Risk Management review which covered the arrangements in place for risk management, reviewed risk registers and compliance with the established control framework. We did identify some areas for improvement in relation to the ongoing monitoring and escalation of risks overdue for review. Overall, we noted that there had been improvement in the management of this area since our last review in April 2018.

As part of our Governance review, coverage included the transparency and the clarity of decision making within the senior decision making groups and identified no significant areas of concerns. We agreed one medium priority action and four low priority actions in order to enhance processes. We therefore concluded that the organisation could take reasonable assurance from this review.

A summary of internal audit work undertaken, and the resulting conclusions, is provided at appendix B.

### 1.4 Topics judged relevant for consideration as part of the annual governance statement

Based on the work we have undertaken on the system on internal control, we do not consider that within these areas there are any issues that need to be flagged as significant control issues within the AGS. However, we would expect the Authority to consider in the formulation of the AGS, the internal control weaknesses identified within our partial assurance opinion summarised above, along with the actions taken to address the issues identified.

## 2 THE BASIS OF OUR INTERNAL AUDIT OPINION

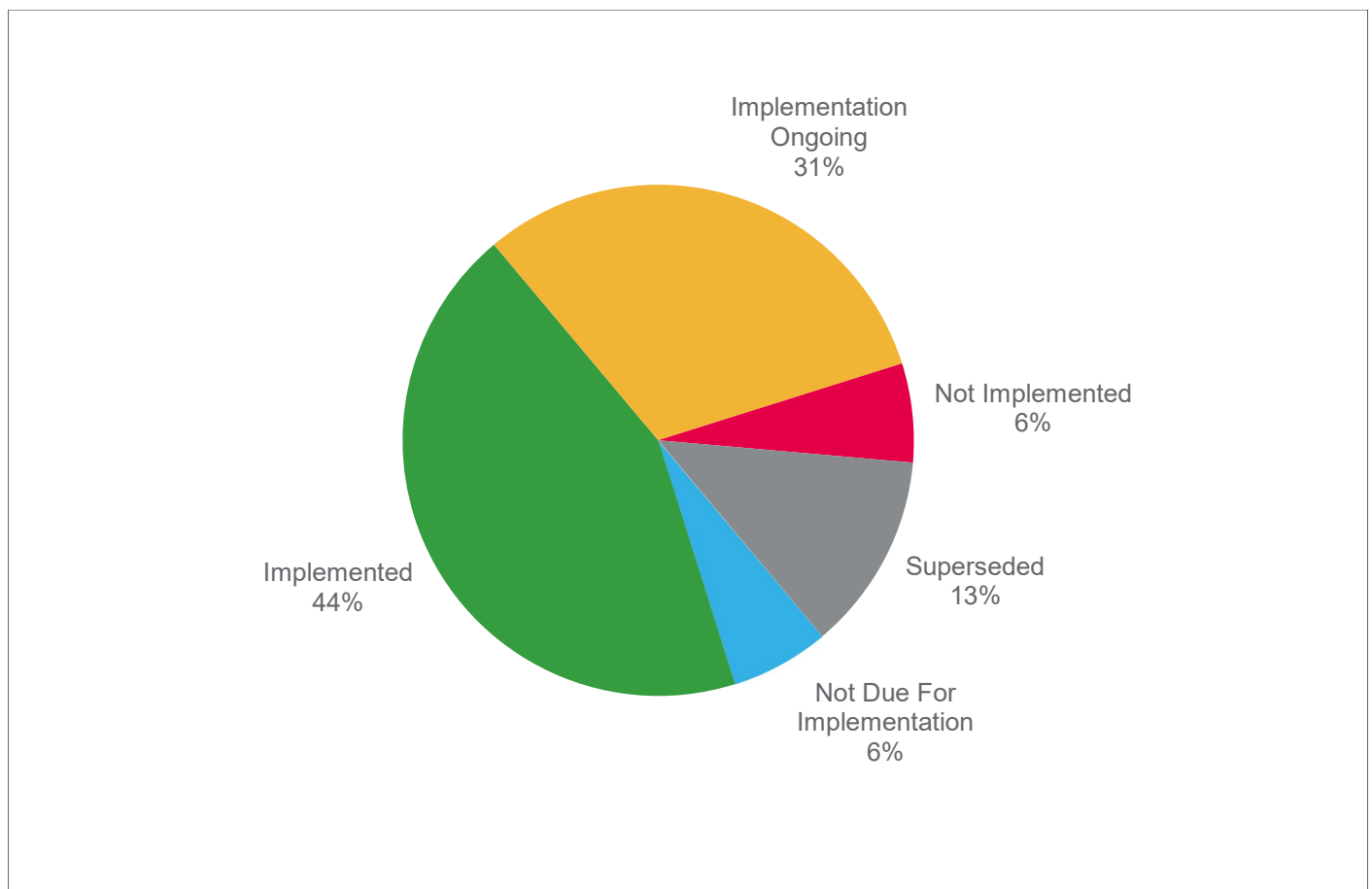
As well as those headlines discussed at paragraph 1.3, the following areas have helped to inform our opinion. A summary of internal audit work undertaken, and the resulting conclusions, is provided at appendix B.

### 2.1 Acceptance of internal audit management actions

Management have agreed actions to address all of the findings reported by the internal audit service during 2018/19. Please note two reports remain in draft at the time of writing this report.

### 2.2 Implementation of internal audit management actions

Our follow up of the actions agreed to address previous years' internal audit findings shows that the organisation had made reasonable progress in implementing the agreed management actions:



### 2.3 Working with other assurance providers

In forming our opinion, we have not placed any direct reliance on other assurance providers.

## 3 OUR PERFORMANCE

### 3.1 Wider value adding delivery

As part of our client service commitment, during 2018/19 we have issued three emergency services sector briefings which were presented to the Audit and Standards Committee. We will continue to share our briefings with you during 2019/20.

As part of our Governance audit, we have completed benchmarking using data available in the public domain for 14 Fire Authorities for the following areas:

- Number of members and meetings of the Fire Authority;
- Number of Committees of the Fire Authority;
- Number of members and meetings for the Committees of the Fire Authority; and
- Fire Authority members remuneration.

This findings of this benchmarking exercise can be used by Bedfordshire Fire and Rescue Authority to help inform and support any changes which the FRA intend to make

We have also provided benchmarking within our reports where possible on the number and category of actions and assurance opinions across organisations similar to yourself.

We have made suggestions throughout our audit reports based on our knowledge and experience in the public sector to provide areas for consideration.

We have met regularly with management to discuss best practice and potential joint reviews across our wider Fire Authority / Service client base.

### 3.2 Conflicts of interest

RSM has not undertaken any work or activity during 2018/19 that would lead us to declare any conflict of interest.

### 3.3 Conformance with internal auditing standards

RSM affirms that our internal audit services are designed to conform to the Public Sector Internal Audit Standards (PSIAS).

Under PSIAS, internal audit services are required to have an external quality assessment every five years. Our risk assurance service line commissioned an external independent review of our internal audit services in 2016 to provide assurance whether our approach meets the requirements of the International Professional Practices Framework (IPPF) published by the Global Institute of Internal Auditors (IIA) on which PSIAS is based.

The external review concluded that “there is a robust approach to the annual and assignment planning processes and the documentation reviewed was thorough in both terms of reports provided to audit committee and the supporting working papers.” RSM was found to have an excellent level of conformance with the IIA’s professional standards.

The risk assurance service line has in place a quality assurance and improvement programme to ensure continuous improvement of our internal audit services. Resulting from the programme, there are no areas which we believe warrant flagging to your attention as impacting on the quality of the service we provide to you.



### **3.4 Quality assurance and continual improvement**

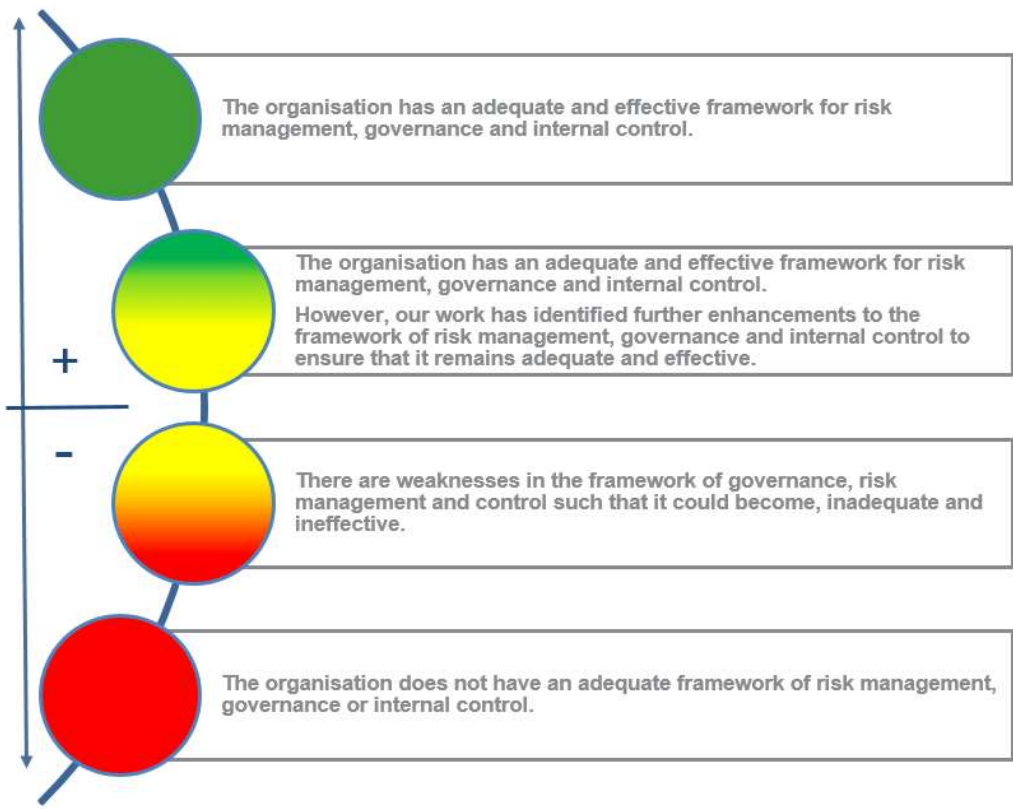
To ensure that RSM remains compliant with the PSIAS framework we have a dedicated internal Quality Assurance Team who undertake a programme of reviews to ensure the quality of our audit assignments. This is applicable to all Heads of Internal Audit, where a sample of their clients will be reviewed. Any findings from these reviews are used to inform the training needs of our audit teams.

This is in addition to any feedback we receive from our post assignment surveys, client feedback, appraisal processes and training needs assessments.

# APPENDIX A: ANNUAL OPINIONS

The following shows the full range of opinions available to us within our internal audit methodology to provide you with context regarding your annual internal audit opinion.

Annual opinions	Factors influencing our opinion
-----------------	---------------------------------



- The factors which are considered when influencing our opinion are:
- inherent risk in the area being audited;
  - limitations in the individual audit assignments;
  - the adequacy and effectiveness of the risk management and / or governance control framework;
  - the impact of weakness identified;
  - the level of risk exposure; and
  - the response to management actions raised and timeliness of actions taken.

## APPENDIX B: SUMMARY OF INTERNAL AUDIT WORK COMPLETED 2018/19

Assignment	Executive lead	Assurance level	Actions agreed		
			H	M	L
Governance	Paul Fuller, Chief Fire Officer	Reasonable Assurance	0	1	4
Use of Risk Information	Gary Jeffery - Service Operational Commander	Substantial Assurance	0	1	2
Key Financial Controls	Gavin Chambers - Head of Finance	Substantial Assurance	0	0	1
Risk Management	Andy Peckham - Head of Service Development and Organisational Assurance	Reasonable Assurance	0	3	7
Stock Control	Gavin Chambers - Head of Finance	Partial Assurance	0	4	0
Follow Up	Karen Daniels - Service Assurance Manager	Reasonable Progress	0	2	5

All of the assurance levels and outcomes provided above should be considered in the context of the scope, and the limitation of scope, set out in the individual Assignment Report.

We use the following levels of opinion classification within our internal audit reports. Reflecting the level of assurance, the authority can take:

	<p>Taking account of the issues identified, the authority cannot take assurance that the controls upon which the organisation relies to manage this risk are suitably designed, consistently applied or effective. Urgent action is needed to strengthen the control framework to manage the identified risk(s).</p>
	<p>Taking account of the issues identified, the authority can take partial assurance that the controls to manage this risk are suitably designed and consistently applied. Action is needed to strengthen the control framework to manage the identified risk(s).</p>
	<p>Taking account of the issues identified, the authority can take reasonable assurance that the controls in place to manage this risk are suitably designed and consistently applied. However, we have identified issues that need to be addressed in order to ensure that the control framework is effective in managing the identified risk(s).</p>
	<p>Taking account of the issues identified, the authority can take substantial assurance that the controls upon which the organisation relies to manage the identified risk(s) are suitably designed, consistently applied and operating effectively.</p>

## FOR FURTHER INFORMATION CONTACT

**Daniel Harris, Head of Internal Audit**

RSM  
The Pinnacle  
170 Midsummer Boulevard  
Central Milton Keynes  
MK9 1BP  
07792 948767

[daniel.harris@rsmuk.com](mailto:daniel.harris@rsmuk.com)

### **rsmuk.com**

The matters raised in this report are only those which came to our attention during the course of our review and are not necessarily a comprehensive statement of all the weaknesses that exist or all improvements that might be made. Actions for improvements should be assessed by you for their full impact. This report, or our work, should not be taken as a substitute for management's responsibilities for the application of sound commercial practices. We emphasise that the responsibility for a sound system of internal controls rests with management and our work should not be relied upon to identify all strengths and weaknesses that may exist. Neither should our work be relied upon to identify all circumstances of fraud and irregularity should there be any.

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We have no responsibility to update this report for events and circumstances occurring after the date of this report.

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For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 9

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**REPORT AUTHOR:** ASSISTANT CHIEF OFFICER/FRA TREASURER

**SUBJECT:** INTERNAL AUDIT PROGRESS REPORT 2018/19 AND 2019/20

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For further information on this report contact: Karen Daniels  
Service Assurance Manager  
Tel No: 01234 845013

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Background Papers: RSM Strategy for Internal Audit  
Bedfordshire Fire Authority 2018/19 to 2020/21

---

Implications (tick ✓):

LEGAL			FINANCIAL	
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To receive and consider a report on progress made against the internal audit plan for 2018/19 and 2019/20.

**RECOMMENDATION:**

That the submitted report be received.

---

1. Introduction

- 1.1 An internal audit plan for 2018/19 was agreed by this Committee at its meeting on 28 March 2018 and for 2019/20 at its meeting on 14 March 2019.
- 1.2 A report by RSM on progress made against the internal audit plan for 2018/19 and 2019/20 is appended for Members' consideration.

**GAVIN CHAMBERS  
ASSISTANT CHIEF OFFICER/FRA TREASURER**



# Bedfordshire Fire and Rescue Authority

## Internal Audit Progress Report

10 July 2019

This report is solely for the use of the persons to whom it is addressed.  
To the fullest extent permitted by law, RSM Risk Assurance Services LLP will accept no responsibility or liability in respect of this report to any other party.



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## Introduction

The Internal Audit Plan for 2018/19 was approved by the Audit & Standards Committee in March 2018. The Internal Audit Plan for 2019/20 was approved by the Audit & Standards Committee in March 2019. This report provides a summary update on progress against each plan and summarises the results of our work to date.

## Progress against the internal audit plan 2018/19

We have finalised three reports since the last meeting shown in **bold** in the tables below.

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Assignment and Executive Lead	Status / Opinion issued	Actions agreed			Opinion Issued
		L	M	H	
Use of Risk Information	Final Report	2	1	0	Substantial Assurance
<b>Governance</b>	<b>Final Report</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>Reasonable Assurance</b>
Key Financial Controls	Final Report	1	0	0	Substantial Assurance
<b>Stock Control</b>	<b>Final Report</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>Partial Assurance</b>
Risk Management	Final Report	4	4	0	Reasonable Assurance
<b>Follow Up</b>	<b>Final Report</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>Reasonable Progress</b>

This completes the plan for 2018/19

## Progress against the internal audit plan 2019/20

Assignment and Executive Lead	Status / Opinion issued	Actions agreed			Opinion Issued
		L	M	H	
Property – Statutory Compliance	Draft Report issued 14 June 2019				
Operational Business Continuity	Draft Report issued 14 June 2019				
ICT – Cyber Security	Fieldwork complete in quality assurance				
Environmental Review	Planned 14 October 2019				
Key Financial Controls	Planned 21 October 2019				
Asset Management – Asset Tracking	Planned 20 January 2020				
Follow up	Planned 20 January 2020				
Risk Management	Planned 3 February 2020				
Mobilising System Project	Planned 2 March 2020				



## Other matters

### Head of Internal Audit Opinion

The Audit and Standards Committee should note that the assurances given in our audit assignments are included within our Annual Assurance report. The Committee should note that any negative assurance opinions will need to be noted in the annual report and may result in a qualified or negative annual opinion.

We have included the 2018/19 Internal Audit Annual Report and opinion as a separate agenda item providing a positive opinion.

We have not finalised any negative opinions to date in relation to 2019/20.

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### Changes to the audit plan

There has been one change to the audit plan since the last meeting:

Note	Auditable area	Reason for change
1	Community Risk Management Plan	As part of our commitment to joint working and sharing of best practice across Bedfordshire, Cambridgeshire and Essex Fire we have been requested by management to add in a review of the development and review of the Community Risk Management Plan. Best practice will be shared between the organisations.

### Information and briefings

There has been one further briefing issued since our last Committee in March 2019.



## Quality assurance and continual improvement

To ensure that RSM remains compliant with the IIA standards and the financial services recommendations for Internal Audit we have a dedicated internal Quality Assurance Team who undertake a programme of reviews to ensure the quality of our audit assignments. This is applicable to all Heads of Internal Audit, where a sample of their clients will be reviewed. Any findings from these reviews being used to inform the training needs of our audit teams.

The Quality Assurance Team is made up of; the Head of the Quality Assurance Department (FCA qualified) and an Associate Director (FCCA qualified), with support from other team members across the department.

This is in addition to any feedback we receive from our post assignment surveys, client feedback, appraisal processes and training needs assessments.



## For more information contact

**Name:** Suzanne Rowlett, Senior Manager

**Email address:** [suzanne.rowlett@rsmuk.com](mailto:suzanne.rowlett@rsmuk.com)

**Telephone number:** 07720 508148

### rsmuk.com

The matters raised in this report are only those which came to our attention during the course of our review and are not necessarily a comprehensive statement of all the weaknesses that exist or all improvements that might be made. Actions for improvements should be assessed by you for their full impact. This report, or our work, should not be taken as a substitute for management's responsibilities for the application of sound commercial practices. We emphasise that the responsibility for a sound system of internal controls rests with management and our work should not be relied upon to identify all strengths and weaknesses that may exist. Neither should our work be relied upon to identify all circumstances of fraud and irregularity should there be any.

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For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 10

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**REPORT AUTHOR:** ASSISTANT CHIEF OFFICER/FRA TREASURER

**SUBJECT:** ANNUAL AUDIT FEES 2019/20

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For further information on this report contact: Nicky Upton  
Democratic and Regulatory Services Supervisor  
Tel No: 01234 845149

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Background Papers: None

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Implications (tick ✓):

LEGAL			FINANCIAL	✓
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To receive and consider the external Annual Audit Fees 2019/20 Letter received from Ernst & Young.

**RECOMMENDATION:**

That Members consider the submitted external Annual Audit Fees for 2019/20 letter dated 29 April 2019.

---

1. Introduction

- 1.1 The submitted Annual Audit Fees letter provides the scale of fees for the audit that Ernst & Young propose to undertake for the 2019/20 financial year.

**GAVIN CHAMBERS  
ASSISTANT CHIEF OFFICER/FRA TREASURER**

Mr. Paul Fuller  
Chief Fire Officer  
Bedfordshire Fire and Rescue Authority  
Fire and Rescue Headquarters, Southfields Road  
Kempston  
MK42 7NR

29 April 2019

Ref: Fee Letter/19-20

Direct line: 01223 394459

Email: [NHarris2@uk.ey.com](mailto:NHarris2@uk.ey.com)

Dear Paul

### **Annual Audit 2019/20**

We are writing to confirm the audit that we propose to undertake for the 2019/20 financial year at Bedfordshire Fire and Rescue Authority.

From 2018/19, local government and police bodies have been responsible for making their own arrangements for the audit of the accounts and reporting on the housing benefit subsidy claim.

The Secretary of State for Housing, Communities and Local Government has specified Public Sector Audit Appointments (PSAA) as an appointing person under provisions of the Local Audit and Accountability Act 2014. PSAA has appointed auditors for bodies that opted into the national scheme. Appointments were made for the duration of the five-year appointing period, covering the audits of the accounts for 2018/19 to 2022/23.

### **Indicative audit fee**

For the 2019/20 financial year, PSAA has set the scale fee for each opted in body. Following consultation on its Work Programme and Scale of Fees, PSAA has maintained scale audit fees at the same level as for 2018/19, unless there are specific circumstances which require otherwise.

The fee reflects the risk-based approach to audit planning set out in the National Audit Office's Code of Audit Practice for the audit of local public bodies.

The audit fee covers the:

- Audit of the financial statements;
- Value for money conclusion; and

- Whole of Government accounts.

Our final fee will include the impact of additional risks and/or circumstances that are out of the scope of the scale fee, for example:

- Additional work performed on asset valuations, including the involvement of our valuation specialists;
- Additional work performed on the valuation of the net pension liability, including the involvement of our pension specialists; and
- Additional work arising from the implementation of IFRS 16 Leases.

This indicative fee is based on certain assumptions, including:

- The overall level of risk in relation to the audit of the financial statements is not significantly different to that of the prior year;
- Officers meet the agreed timetable of deliverables;
- Our accounts opinion and value for money conclusion are unqualified;
- Appropriate quality of documentation is provided by Officers;
- There is an effective control environment; and
- Prompt responses are provided to our draft reports.

Meeting these assumptions will help ensure the delivery of our audit at the indicative audit fee which is set out in the table below.

As we have not yet completed our audit for 2018/19, our audit planning process for 2019/20 will continue as the year progresses. Fees will be reviewed and updated as necessary, within the parameters of our contract.

### Summary of fees

	Indicative fee 2019/20 £	Planned fee 2018/19 £	Actual fee 2017/18 £
Scale Fee	23,271	23,271	30,222
Total Code audit fee	23,271	23,271	30,222

Our 2018/19 audit fee will include a fee variation for the additional work we have undertaken to review the legality and governance arrangements associated with decisions relating to Firefighters pensionable benefits.

Any additional work that we may agree to undertake (outside of the Code of Audit Practice) will be separately negotiated and agreed with you in advance. All variations to the scale fee will be subject to PSAA approval.

### Billing

The scale fee will be billed in 4 quarterly instalments of £5,818.

**Audit plan**

Our plan is expected to be issued in December 2019. This will communicate any significant financial statement and value for money risks identified, planned audit procedures to respond to those risks and the estimated fee implications of these additional procedures. Should we need to make any significant amendments to the audit fee during the course of the audit, we will discuss this in the first instance with the Head of Finance and Treasurer and communicate the revised fee and the matters giving rise to any adjustments to the scale fee in our Audit Results Report which we will present to the Audit and Standards Committee.

For a high level overview of our approach and further information on how we intend to work with you under the PSAA contract, please refer to our leaflet 'EY working with you' which is enclosed.

We remain committed to providing you with a high quality service. If at any time you would like to discuss with us how our service to you could be improved, or if you are dissatisfied with the service you are receiving, please contact me, or Janet Dawson as our Government and Public Sector Assurance Leader at [jdawson1@uk.ey.com](mailto:jdawson1@uk.ey.com). If you prefer an alternative route, please contact Steve Varley, our Managing Partner, by writing to him at 1 More London Place, London, SE1 2AF. We undertake to look into any complaint carefully and promptly and to do all we can to explain the position to you. Should you remain dissatisfied with any aspect of our service, you may of course take matters up with our professional institute.

Yours sincerely



Neil Harris  
Associate Partner  
For and on behalf of Ernst & Young LLP

cc. Gavin Chambers, Head of Finance and Treasurer  
Michael Headley, Audit and Standards Committee Chair.

Confidential

# EY working with you

An overview of our approach

March 2019

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# Our commitment to you

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Bedfordshire Fire and Rescue Authority opted into the Public Sector Audit Appointments (PSAA) Appointing Person scheme which started in 2018/19. PSAA appointed EY as your auditors. PSAA is responsible under the Local Audit (Appointing Person) Regulations 2015 for monitoring compliance with the contract and is committed to ensuring good quality audit services are provided by its suppliers. Details of PSAA's audit quality monitoring arrangements are available from its website, [www.psa.co.uk](http://www.psa.co.uk).



Janet Dawson – Partner

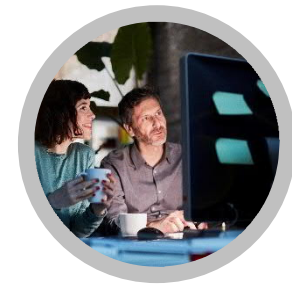
I am the lead partner for this contract, and EY's Global Government and Public Sector Assurance Leader. I have been a partner in Government and Public Sector (GPS) assurance services for 14 years, and have over 20 years of experience and knowledge from working in the sector. My work across health and central government brings an understanding of the broader context of the environment that you operate within.

My appreciation of the value of audit, transparency, and the importance of working in partnership with the public sector aligns with PSAA in promoting and supporting those values through our work. I have asked Neil Harris to lead your engagement on behalf of EY. Our commitment to quality and culture of consultation means that they will draw on the expertise within the firm in fulfilling this responsibility.

Our extensive experience of providing a range of assurance services has demonstrated that strong relationships, clear communication, and investing time with our clients to understand their issues delivers the highest quality outcomes.

This is our commitment to you.

Our contract with PSAA contains a method statement which sets out the firm's commitment to deliver quality audit services, our audit approach, and what clients can expect from us. A summary of the key points of the method statement follows. It is provided as a guide and reference for liaising with us, and a benchmark for you to provide feedback on our performance to PSAA via its survey in Autumn 2019.



# Working with you

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## Communication

Our experience shows that close, constructive working relationships are built on trust and open dialogue.

Neil Harris is your engagement lead and responsible for our relationship protocols, overall audit service and quality. We meet regularly with Officers and Members, discussing sector challenges and bringing insights from our network. Your engagement manager, Eli Johns, is a key contact and brings significant experience of managing local authority audits.

Our relationship protocols allow you to escalate concerns to Janet Dawson (Contact Partner) or Steve Varley (UK Managing Partner) should you need to.

Our Audit Planning Report contains further information on our planning approach and timetable, giving you a risk based, tailored audit. We ensure our senior leaders are accessible for management and members.



## Knowledge and training

Significant investment in the development of dedicated GPS teams is part of our commitment to improve skills in the public sector. Our structured recruiting and training approach delivers the best audit quality. All our training is developed by technical specialists and is quality and risk assessed. Staff must pass online tests following training, to demonstrate they can apply the learning in practice.

GPS sector specific training including emerging opportunities and risks, new requirements and specific technical areas, e.g., capital accounting, group accounts, LG pensions and other areas.

Topics are derived from our sector knowledge and stakeholder engagement.

We share these insights with you via our Audit Committee Briefings, Public Sector Accounting Workshops, Audit Committee Forums and other bespoke training sessions.



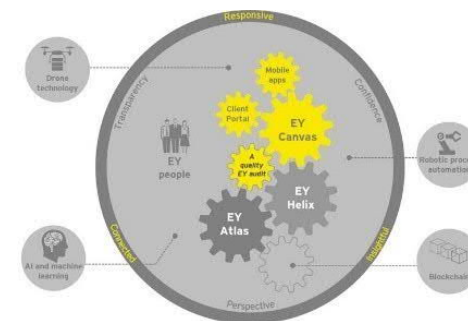
## Quality and Innovation

Audit quality is our primary goal in ensuring confidence in public services in a landscape of constant change and uncertainty. Factors which contribute to achieving consistently high quality audits are our people, tailored audits, consultation, and engagement quality reviews.

Our consultation policies are built upon a culture of collaboration, whereby audit professionals are encouraged to share perspectives on complex accounting, auditing and reporting issues.

Audit quality is at the heart of our innovation strategy.

We will continue to innovate and integrate new technologies into our audit process. The technologies discussed so far are just the start of our journey, designed to grow and be enhanced with additional functionalities.





# Value beyond the audit

In line with the firm's broader vision to build a better working world, EY's commitment to, and investment in, the public sector is focussed on delivering sustainable social value.

We are the first of the Big 4 firms to establish an apprenticeship programme awarded 'employer status' by the Skills Funding Agency, that specifically addresses the needs of deprived communities. 'EY Business Apprenticeships' is a way of investing in local people, directly challenging the UK skills gap, whilst prioritising those from deprived communities, and disadvantaged backgrounds. Our work under the PSAA contract enable us to create around 165 additional apprentice roles.

EY was also the major graduate recruiter to change our minimum entry requirements, increasing inclusivity by opening up opportunities for talented individuals regardless of their background and education.



## Economic and Social

We deliver socio-economic improvements by carefully aligning existing initiatives to our clients' objectives, for example, local authorities' focus on local employability.

Examples include: Removing barriers to employment and education: our 'Smart Futures' initiative provides Year 12 students access to paid work experience, employability workshops and career talks plus 10-months of mentoring from an EY employee. We deliver this from 11 EY offices across the UK. The benefit to you is that we focus on state schools and prioritise those on free school meals. In addition, our 'Stay Curious' and 'Employability Support' initiatives raise awareness of audit career opportunities to STEM students and provide CV advice, networking, mock interviews and assessment centres. Collectively the improvement outcomes include increased employability for young people in the community, connecting schools, universities, employers and building confidence in the students themselves.

Supporting local businesses for prosperity in the community: the EY Foundation, our independent charity, supports collaboration between young people and local businesses. The benefit is a community better connected, focussed on key issues, and providing a voice to the under privileged.

Our global EY Ripples programme enables our staff to donate time to make use of their knowledge, skills and experience to support young people and impact entrepreneurs, by providing mentoring support, business skills training, and more equitable access to resources – to drive sustainable inclusive growth.

## Environmental

We protect the environment by minimising waste and using resources efficiently, e.g., we proactively manage and monitor the environmental impacts of our supply chain, and our own people. We encourage carbon footprint reduction through initiatives such as Bike to Work, Flexible Working Policy, and our sustainable travel strategy. We have also made changes to our processes from procurement to recruitment to minimise the environmental impact of them on the wider world.

## EY | Assurance | Tax | Transactions | Advisory

### About EY

EY is a global leader in assurance, tax, transaction and advisory services. The insights and quality services we deliver help build trust and confidence in the capital markets and in economies the world over. We develop outstanding leaders who team to deliver on our promises to all of our stakeholders. In so doing, we play a critical role in building a better working world for our people, for our clients and for our communities.

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ED None

EY-000089533-01 (UK) 03/19. CSG London.



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For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 11

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**REPORT AUTHOR:** CHIEF FIRE OFFICER AND TREASURER

**SUBJECT:** PRE AUDIT 2018/19 STATEMENT OF ACCOUNTS AND ANNUAL GOVERNANCE STATEMENT

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For further information  
on this Report contact: Gavin Chambers, ACO/Treasurer

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Background Papers: 2017/18 Statement of Accounts.

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Implications (tick ✓):

LEGAL	✓	FINANCIAL	✓
HUMAN RESOURCES		EQUALITY IMPACT	
ENVIRONMENTAL		POLICY	
ORGANISATIONAL RISK		OTHER (please specify)	

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To receive at the pre audit stage the 2018/19 Statement of Accounts, including the Annual Governance Statement and to explain the position regarding external audit.

Item 11.1

## RECOMMENDATION:

That:

1. Members consider the pre external audit version of the 2018/19 Statement of Accounts and Annual Governance Statement.
  2. Members note and comment as appropriate on the delay to the external audit of accounts.
- 

### 1. Introduction

- 1.1 The Accounts and Audit Regulations 2015, require the Treasurer to formally approve the Statement of Accounts by the end of May, following the previous financial year. Ordinarily after external audit, the relevant body of the Authority is required to approve them by the end of July. The relevant body for this Authority is the Audit and Standards Committee (A&SC). As noted below, the accounts will not have been audited on this occasion to enable this.

### 1.2 Early Closure

This is the second year of the early closure. The annual statement of accounts completion requirements, in accordance with the 2015 Accounts and Audit Regulations, moved from the end of June (pre audit) and September (post audit), to the end of May and July for the 2017/18 accounts onwards.

These deadlines from a Service perspective, although significantly changed, have successfully been met again for the 2018/19 accounts. This has been achieved through effective planning and resource management. However as noted in para 3 below the audit will be delayed this year.

### 2. The 2018/19 Statement of Accounts and Annual Governance Statement

- 2.1 The format of the statement of accounts follows detailed guidance, as prescribed in the CIPFA LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2018/19. The content and order of the statement can change from year to year to reflect new requirements or changes in best practice. The accounts are in the format required by International Financial Reporting Standards (IFRS).

- 2.2 In accordance with the public advertisement and the statutory deposit period, the initial pre audit version of the accounts was put on the website on 24th May 2019. The 30 day statutory public inspection period ended on 5th July 2019. At the time of writing this report, there had not been any requests for information on the accounts from a member of the public.
- 2.3 The Statement of Accounts, including the Annual Governance Statement, is attached at Appendix 1.

### 3. External Audit

- 3.1 The Authority's governance arrangements require this Committee to receive and approve the Statement of Accounts, ordinarily following the completion of the external audit by 31st July each year.

Following discussions with the Authority's external auditors a letter was received from Ernst & Young (E&Y) advising the Authority that they are experiencing staff turnover and challenges in recruiting new staff, which affect the audit timetable for the 2018/19 audit. A copy of the letter from E&Y is attached at Appendix 2.

E&Y and the Treasurer have agreed that the audit will take place from 19<sup>th</sup> August 2019 for up to three weeks.

- 3.2 The priority for E&Y is to ensure a high quality audit is undertaken and this is key in ensuring their responsibilities are met in issuing the correct audit opinion. Whilst alternative options have been considered, unfortunately no practical alternative options are available other than delaying the audit to August / September 2019.

This issue is not unique to this Authority, there are nineteen authorities affected who are expecting their audits to be delayed as a result of their resourcing issues.

The Value for Money Conclusion and opinion on the accounts will not be complete until early September and therefore the post audit approval of the accounts will be presented to the Audit and Standards Committee in September 2019.

- 3.3 Annually the Public Sector Audit Appointments (PSAA) publish details of authorities who have not met the 31st July date for publishing their audited accounts. The PSAA have said they will ensure that in any report they issue, the reasons for the delays will be clearly explained.

Neil Harris, Associate Partner at E&Y, will be attending the Audit & Standards Committee meeting to address any questions that Members may have with regard to the delayed 2018/19 final accounts audit.

4. Letter of Representation

4.1 The Authority's letter of representation will be presented with the audited accounts in September 2019. This annual letter summarises the Authority's responsibilities regarding the Financial Statements and Financial Records, Fraud, Compliance with Laws and Regulations, the Completeness of Information and Transactions, Liabilities and Contingencies, Subsequent Events, Accounting Estimates and Retirement Benefits.

5. Revenue Year End outturn

5.1 On the 27 February 2019, the Authority received a budget monitoring report forecasting the year end outturn, based on actuals as at 31 January, as an underspend with a year-end contribution to reserves of £539k. The comparable year end contribution to reserves was £727k, with the variance between these figures being predominantly additional investment income and additional sales income from vehicles and equipment. This is explained in the Income and Government Grant section of the accounts (Appendix 1, page 11). In addition to this, as noted in the same report, £340k was received from the Authority's previous Pensions Administrators which takes the final outturn figure to £1.067m.

6. General and Earmarked Reserves

6.1 The General Reserves balance as at 31 March 2019 was £2.6m. This is following work undertaken to establish specific earmarked reserves, which as at 31 March 2019 totalled £7.475m. This figure includes the Transformational Earmarked Reserve of £5.250m to support future years' budget setting. In addition there is the Collaboration Reserve £2.378m and a capital reserve £2.424m to finance on-going and future capital works. This is in line with the Medium Term Financial Strategy, which takes into account the actual and forecast Government funding reductions to Fire and Rescue Services. The earmarked reserves are reviewed annually by Members as part of the budget setting process. Further details on reserves can be found at note 24 in the Statement of Accounts.

6.2 The capital receipts reserve as at 31 March 2019 was £0.644m.



7. Summary

7.1 Members are invited to:

- Review the current pre audit version of the 2018/19 Statement of Accounts, which includes the Annual Governance Statement.
- Review the position of the delay to the external audit of the accounts.
- Note the General and Earmarked Reserves balances that will be considered further as part of the forthcoming 2020/21 budget setting process.

**PAUL M FULLER CBE QFSM MStJ DL  
CHIEF FIRE OFFICER**

**GAVIN CHAMBERS  
FRA TREASURER**

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# BEDFORDSHIRE FIRE AND RESCUE AUTHORITY



## PRE AUDIT - STATEMENT OF ACCOUNTS 2018/19

**PRE AUDIT - STATEMENT OF ACCOUNTS****2018/19****CONTENTS**

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## AUTHORITY MEMBERSHIP 2018/19

### Chair

Councillor P Downing (Central Bedfordshire Council)

### Vice-Chair

Councillor J Chatterley (Central Bedfordshire Council)

### Councillors

Bedford Borough Council	Central Bedfordshire Council	Luton Borough Council
C Atkins	P Downing	Y Waheed
M Headley	J Chatterley	T Khan
J Mingay	F Chapman	R Saleem
	D McVicar	D Franks
	P Duckett	

The Authority is made up of twelve members who are appointed in proportion to the number of local government electors in each constituent authority area.

During 2018/19:

Chair of Corporate Service Policy and Challenge Group — Cllr F Chapman

Chair of Service Delivery Policy and Challenge Group — Cllr J Mingay

Chair of Human Resources Policy and Challenge Group — Cllr Y Waheed

Chair of Audit and Standards Committee — Cllr M Headley

At the Annual General Meeting of the FRA on the 6 June 2019, the following are updates to the above:

FRA Chair – Cllr Chatterley

Vice Chair – Cllr Waheed

Chair of Audit and Standards Committee – Cllr Headley

Chair of Corporate Service Policy and Challenge Group – Cllr (tbc)

The following Members discontinued to be on the Fire and Rescue Authority (FRA), Cllrs Downing, Chapman, Saleem, Khan, Mingay, these were replaced by Cllrs Malik, Berry, Choudhry, Gambold, Shingler.

## NARRATIVE STATEMENT

### Background Information

#### **Population**

Bedfordshire Fire and Rescue Service (BFRS) covers an area of approximately 1,234.45 square kilometres (476.94 square miles) and has a population of approximately 664,000 including large towns such as Luton, Bedford, Leighton Buzzard, Dunstable and Kempston.

#### **Travel and Transport**

The region is under flight paths to a number of commercial and private airports/airfields and includes Luton Airport which has its own fire and rescue service but is supported by the FRS; no permanent presence, but familiarisation and full emergency planning visits are undertaken. Other significant airfields include Cranfield and Shuttleworth.

BFRS has a number of rivers in the area, and has the use of one rescue boat located at Bedford.

A number of major motorways (A1, M1 etc.), motorway intersections and arterial roads pass through the region. This includes a number of remote roads through countryside.

In addition to the residential risks presented, the geographical area covered includes farming, woodland and forests, major motorway networks, rail network, airport, heritage sites and rivers.

### **Service Mission, Objectives and Priorities**

#### **Mission**

The Services Mission is to provide outstanding fire and rescue services that help make Bedfordshire safer.

For us, delivering our mission means focusing on the following six aims:

1. **Preventing** fires and other emergencies from happening.
2. **Protecting** people and property when fires happen.
3. **Responding** to fires and other emergencies promptly and effectively.
4. **Empowering** our people as we work together to make Bedfordshire safer.
5. **Utilising** our assets and resources efficiently and effectively.
6. **Maximising** use of data and digital solutions to drive improvements.

## **Narrative Statement (continued)**

### **Organisational Statistics and Structure**

BFRS employs over 560 staff consisting of:

- Wholetime (full time) firefighters.
- On-Call (retained) firefighters.
- Central staff.
- Corporate (support) staff.

There are 14 strategically positioned Fire Stations and an Emergency Communication centre. These include five wholetime stations, crewed 24 hours a day, one day crewed and night retained station and 8 retained stations.

### **Other Local FRS**

BFRS is bordered to the north and east by Cambridgeshire, to the north and west by Northamptonshire FRS, to the south by Hertfordshire and to the south and west by Buckinghamshire FRS.

### **Management and the Authority**

Structure of the Service comprises a Chief Fire Officer and the following Principal Officers (including responsibilities):

- Deputy Chief Fire Officer
  - Response
  - Protection and Prevention
  - Operational Service Support
  - ICT
- Assistant Chief Officer
  - Treasurer to the FRA
  - Finance and Procurement
  - Development and Assurance
  - Property and Facilities

Headquarters is located at Kempston, Bedford, which houses the corporate team, directors, central operations, transport & engineering team, training facility, command & control room and a hot fire training facility.

There is a wide range of fire stations within the authority with some having cooking facilities, gyms and sleeping accommodation for fire fighters.

## BFRS activities

**General:** BFRS undertakes day to day emergency response and community safety work and operates from 14 fire stations of varying ages (mainly purpose built and located in city/town/village centres close to residential, commercial and industrial areas with some dating back to the 1960's).

### **Narrative Statement (continued)**

The following table summarises the volume of incidents attended over recent years.

<b>Fin Yr</b>	<b>Total Incidents</b>	<b>False Alarm</b>	<b>Fire</b>	<b>Special Service</b>
2009-10	6471	2388	2827	1256
2010-11	6242	2456	2538	1248
2011-12	6071	2488	2485	1098
2012-13	5315	2264	1858	1196
2013-14	5546	2289	2123	1134
2014-15	5948	2629	2041	1278
2015-16	5754	2538	2009	1207
2016-17	6496	2723	2088	1685
2017-18	6045	2360	2098	1587
2018-19	6056	2444	2158	1454

As well as firefighting and rescue, the service responds to road traffic collisions, water rescue, flooding, working at height, animal rescues, chemical and decontamination incidents to name a few.

### **Performance**

The Authority annually sets performance measures at each of its three policy and challenge groups and receives monitoring reports on these indicators during the year.

There is also an annual overarching performance report presented to the Fire and Rescue Authority, with the most recent report presented at the meeting on 19 July 2018 covering 2017/18. This report is aligned to the Service's strategic objectives and strategies and can be viewed via the link below. The 2018/19 report will be presented to the FRA in July 2019.

<https://bedsfireresauth.moderngov.co.uk/ieListDocuments.aspx?CId=134&MId=334&Ver=4>

The report covers that in 2017/18 the Service achieved or performed better than target in 71% of its strategic objective measures.

**Strategic Objective 1** To respond effectively, manage risks and reduce the number of emergency incidents that we attend – Achieved or performed better than target in 8 out of 14 indicators reported.



**Strategic Objective 2** to ensure high standards of corporate governance and continued service improvement – Achieved or performed better than target in 8 out of 18 indicators reported.

**Strategic Objective 3** To develop our employees and create a safe, fair and caring workplace for our staff – Achieved or performed better than target in 16 out of 22 indicators reported.

### **Narrative Statement (continued)**

#### **Value for Money**

All procurements over £10k must involve the Procurement Manager and the Authority now advertises these electronically via the Bluelight EU Supply e-Tendering portal. This is to ensure that the Authority appropriately makes contracts available to a wide range of suppliers and seeks to obtain value for money in its purchases of goods and services.

In accordance with the Authority's procurement Policy and Contract Procedures, purchases up to £50k will require quotations or tenders (in the case of bespoke items). Where over £50k, the Procurement Manager will be involved in tenders and where over the prescribed limit the European procurement (OJEU) process will be adhered to.

The Authority seeks to collaborate with others across the public and private sectors in the procurement of its requirements, in order to widen the scope of its experience, explore the opportunity for new initiatives, maximise purchasing power and harness economics of scale.

## **TREASURERS REPORT**

### **1. Introduction**

The Bedfordshire Fire and Rescue Authority (FRA) is a precepting authority – this means that its net cost, after receipt of Government Grant, is met by a proportion of local business rates and council tax payers in Bedford, Central Bedfordshire and Luton in proportion to the valuation band of their property.

The FRA is acutely aware, particularly in the current economic climate, of the need to keep any increase in council tax to the minimum, always bearing in mind the need to adequately fund the Fire and Rescue Service. Resources must, therefore, be sufficient to enable this emergency service to be fully operational throughout the year. However, as a result of a major exercise by Officers during the financial years 2011/12 to 2017/18 to identify efficiency savings for the 2018/19 budget, the FRA was able to keep its Council Tax increase to 2.99% for 2018/19. As a consequence of not having an increase in Council Tax for 2011/12, the Authority received a Council Tax Freeze Grant from this financial year. The Authority should still be in receipt of this grant; however it is now part of the main grant funding and is not visible.

The Authority has considered the impacts of Britain exiting the European Union and considers at this point in time there are not any significant implications that need recording in the statement of accounts.

### **2. 2018/19 – A Financial Commentary**

#### **Revenue Budget:**

For 2018/19 the FRA approved a revenue budget requirement of £29.437m. This was felt to be the minimum required to maintain the level of service referred to above. Revenue Account details are summarised in paragraph 4 below.

#### **Capital Budget:**

What the FRA spends on capital expenditure and how that expenditure is financed is governed by a Prudential Code, which has been adopted by the Authority. The FRA each year considers and determines what can be afforded taking into account service needs and the effect of the cost of financing the expenditure at local council tax payer level. The FRA approves prudential indicators to control this activity and receives regular monitoring reports throughout the year. For 2018/19 the FRA determined that capital expenditure be approved at £1.253m, of which £0.404m was to replace fire appliances and other operational vehicles. The capital programme was funded from capital grant received from Central Government and revenue contributions. Capital expenditure details appear on Note 11 to the accounts.

#### **Pensions Liability:**

The pension's liability has increased from £332.6m at the end of 2017/18 to £360.6m at the end of 2018/19. Changes in actuarial deficits or surpluses can arise as a result of events that have not coincided with the actuarial assumptions made for the last valuation or because the actuarial assumptions have changed. Further details of this increase in deficit are analysed in Note 29.

## **Treasurer's Report (continued)**

### Reserves:

The General Reserve balance as at 31 March 2019 was £2.6m. This is following work undertaken over the last few years to establish specific earmarked reserves, which as at 31 March 2019 totalled £7.475m. The year-end revenue budget underspend of £1.067m has been allocated to the Transformation Earmarked Reserve £0.595m and the Collaboration Reserve £0.472m. The specific budget setting reserve (Transformational) now totals £5.250m that will be used over the medium term to balance the revenue budget. This is in line with the Medium Term Financial Strategy, which takes into account the back loaded, and on-going Government funding reductions to Fire and Rescue Services.

The Capital Receipts Reserve as at 31 March 2019 was £644k.

### **3. Statement of Accounts**

The FRA's Statement of Accounts for the year ending 31 March 2019 is set out in the following pages. The Statement includes:

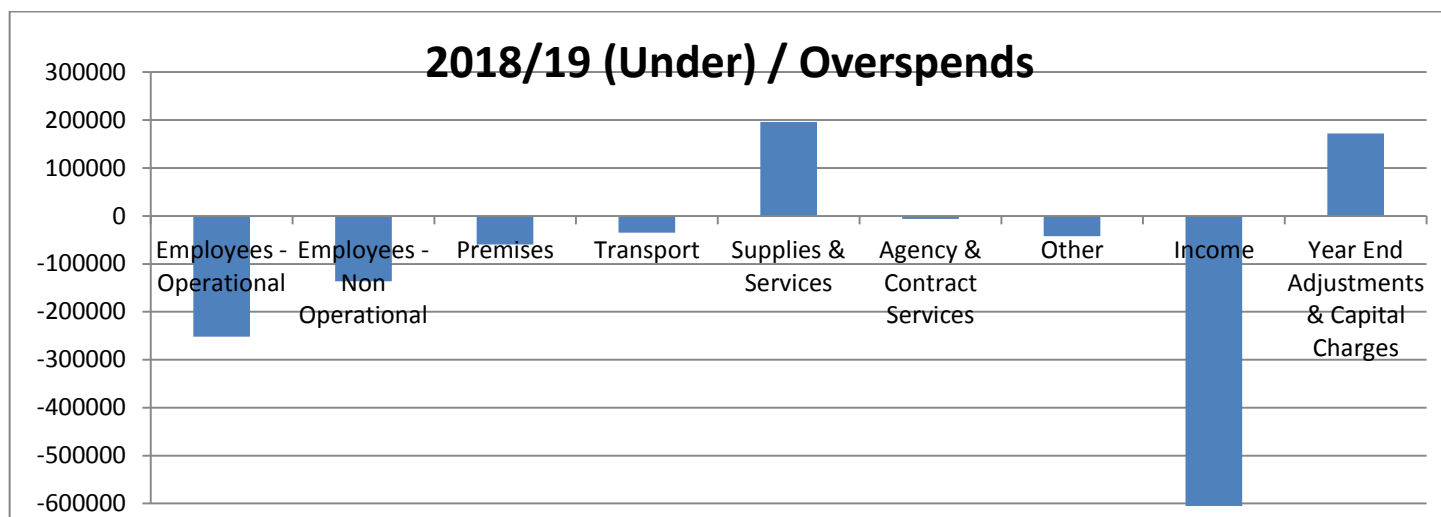
- a. The Statement of Responsibilities for the Statement of Accounts which sets out the responsibilities of the FRA and the Treasurer to the FRA.
- b. The Annual Governance Statement.
- c. The Movement in Reserves Statement which summarises the FRA's spending against the council tax it raised, taking into account the use of reserves during the year.
- d. The Comprehensive Income and Expenditure Statement which summarises the income and expenditure of the FRA.
- e. The Balance Sheet which displays the financial position of the FRA as at 31 March 2019.
- f. The Cash Flow Statement which summarises the changes in the FRA's funds.
- g. The Pension Fund Account for the year together with the Net Assets Statement at the year end.

The Accounts are supported by a Statement of Accounting Policies and various Notes to the Core Financial Statements. In addition, a glossary of terms is included to provide further explanation.

**Treasurer's Report (continued)****4. 2018/19 Year End Contribution to Reserves**

On the 27 February 2019, the Authority received a budget monitoring report forecasting the year end outturn, based on actuals as at 31 January, as an underspend with a year-end contribution to reserves of £539k. The comparable year end contribution to reserves was £727k, with the variance between these figures explained in the Income and Government Grant sections below. In addition to this, as noted in the same report, £340k was received from the Authority's previous Pensions Administrators which takes the final outturn figure to £1.067m.

<b>Summary of Expenditure by Category 2018/19</b>	<b>Budget £</b>	<b>Actual £</b>	<b>Variance to Budget £</b>
Employees – Operational	16,980,500	16,728,764	(251,736)
Employees – Non Operational	5,497,200	5,361,175	(136,025)
Premises	1,239,300	1,179,923	(59,377)
Transport	600,100	565,236	(34,864)
Supplies & Services	3,486,000	3,682,249	196,249
Agency & Contract Services	23,300	17,435	(5,865)
Other	800,600	758,187	(42,413)
Income	(590,000)	(1,240,616)	(650,616)
Year End Adjustments & Capital Charges	1,400,300	1,572,162	171,862
<b>Year End Contribution to Reserves</b>	<b>29,437,300</b>	<b>28,624,515</b>	<b>(812,785)</b>
Government Grants and Precepts (Incl. Collection Fund)	(29,437,300)	(29,691,855)	(254,555)
<b>Year End Contributions to Reserves</b>	<b>0</b>	<b>(1,067,340)</b>	<b>(1,067,340)</b>



## **Treasurer's Report (continued)**

### **Variances over £50k**

#### **Employees**

There was an underspend on Whole-time salaries of (£208k), mainly relating to the pay award budget being set at a higher amount than agreed, and Retained salaries of (£124k) due to vacancies, these were offset by an increase in the cost of injury & ill Health pension contributions by the service £73k. Non-operational Salaries were underspent by (£136k) as a result of vacant non-operational roles predominantly within ICT, this is offset by an increase in costs within Supplies and Services.

#### **Premises**

The underspend in Premises mainly relates to an underspends on utilities, gas (£33k), electricity (£19k) & waste disposal (£8k) plus other minor variances.

#### **Supplies and Services**

The overspend on Supplies and Services relates mainly to a recharge of £137k for ICT staff in relation to the ICT Shared Service, this is offset by an underspend of £106k in non-operational staff costs due to vacancies in ICT. There is a further overspend on operational equipment which is offset by income received in relation to equipment being sold.

#### **Income**

The over achievement of income budgets mainly relates to (£340k) received from the Authority's previous Pensions Administrator, (£73k) received in relation to the sale of vehicles and equipment and an over achievement of interest received of (£58k) The Authority received a further (£40k) in relation to the Firelink grant received from government, (£27k) was received in the year relating to work carried out on vehicles undertaken on behalf of Cambridgeshire FRS, there were other minor over achievements of income including (£10k) from kitchen income in relation to meals served.

### **Government Grants and Precepts (inc. Collection Fund)**

The increase in government grants & collection fund relate to extra income received in relation to Business rates (£70k) and also the reported (£90k) received in relation to the surplus levy, both of these relate to the 2017/18 financial year but received in 2018/19.

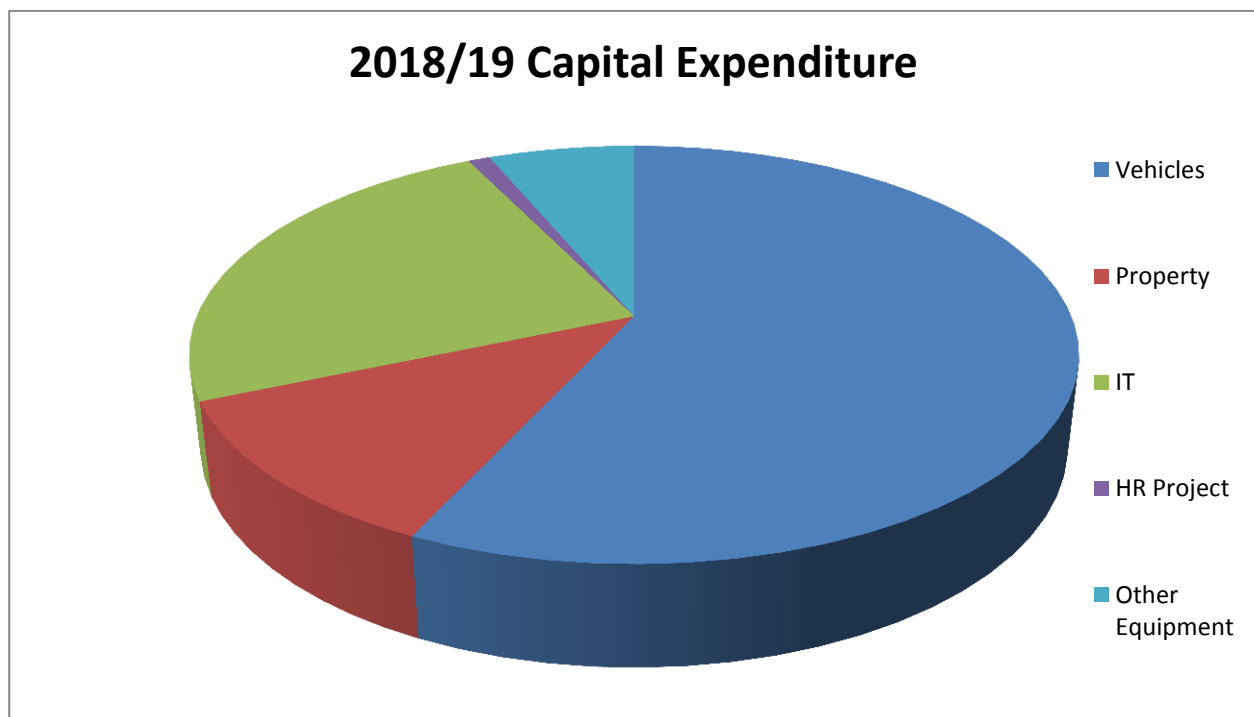
### **Year End Adjustments and Capital Charges**

The variance on the Year End adjustments of £172k, is mainly as a result of the difference between unused budget managers' reserves/project funding from 2017/18 that were moved into 2018/19 and also the carry forward of these from 2018/19 into 2019/20. These are for use on projects which span the financial years.

The variance of (£1.036m) stated above, is the actual outturn compared to the FRA's original budget provision. This will be transferred to the Transformational and Collaboration reserves, until further consideration/allocation is made by the FRA.

### **2018/19 Capital Programme**

In 2018/19 the FRA spent £1.292m on capital Projects, of which £735k was spent on vehicles, £151k property spend, £311k on IT systems, HR System replacement £12k, Technical Equipment £39k and other expenditure £44k. The FRA funded its capital programme from capital grants £10k, £134k of capital receipts and revenue contribution to capital of £1.148m.



The table below shows capital resources used and available to fund future capital expenditure.

	<b>Brought Forward</b>	<b>Received/Transferred to in Year</b>	<b>Used/Transferred from in Year</b>	<b>Available to fund future year expenditure</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Usable Capital Receipts	697	81	(134)	644
Grants and Other Contributions	199	0	(10)	189
Vehicle Appliance Reserve	48	0	0	48
Capital Reserve	2,535	1,036	(1,147)	2,424
	<b>3,479</b>	<b>1,117</b>	<b>(1,291)</b>	<b>3,305</b>

As reported to the Fire and Rescue Authority on the 27 February 2019, the outturn on the vehicles capital scheme needs to be treated with fluidity, as the work on the vehicle build specifications and the time taken to build the vehicles moves across financial years. The non-vehicle scheme slippage includes ICT communication projects and the HR System project which are due to complete in 2019/20.

## **STATEMENT OF RESPONSIBILITIES FOR THE STATEMENT OF ACCOUNTS**

### **The Fire Authority's Responsibilities**

The Authority is required to:-

- Make arrangements for the proper administration of its financial affairs and to secure that one of its officers has the responsibility for the administration of those affairs. In this Authority, the officer is the Treasurer;
- Manage its affairs to secure economic, efficient and effective use of resources and safeguard its assets;
- Approve the Statement of Accounts.

### **The Treasurer's Responsibilities**

The Treasurer is responsible for the preparation of the Authority's Statement of Accounts in accordance with proper practices as set out in the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom ( 'the Code').

In preparing this Statement of Accounts, the Treasurer has:

- Selected suitable accounting policies and then applied them consistently;
- Made judgments and estimates that were reasonable and prudent;
- Complied with the local authority Code;
- Kept proper accounting records which were up-to-date;
- Taken reasonable steps for the prevention and detection of fraud and other irregularities.

### **Certificate of the Treasurer**

I certify that the Statement of Accounts gives a true and fair financial position of the Bedfordshire Fire and Rescue Authority at the accounting date and its income and expenditure for the year ended 31 March 2019.



GAVIN CHAMBERS CPFA  
Treasurer to Bedfordshire Fire and Rescue Authority

### **Signed on behalf of the Fire Authority**

*I confirm that these accounts were approved at the pre audit stage, by Bedfordshire Fire and Rescue Authority Audit & Standards Committee on 10 July 2019.*

Councillor Michael Headley  
Chair of the Audit & Standards Committee



## **ANNUAL GOVERNANCE STATEMENT FOR THE YEAR 2018/19**

### **1. Scope of Responsibility**

Bedfordshire Fire and Rescue Authority is responsible for ensuring its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for, and used economically, efficiently and effectively. The Authority also has a duty under the Local Government Act 1999 to make arrangements to secure the continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In discharging this overall responsibility, the Authority is responsible for putting in place proper arrangements for the governance of its affairs and for ensuring that there is a sound system of internal control which facilitates the effective exercise of its functions and which includes arrangements for the management of risk.

The Authority has approved and adopted a Code of Corporate Governance, which is consistent with the principles of the CIPFA/SOLACE Framework *Delivering Good Governance in Local Government*.

This Statement explains how the Authority has complied with the Code and also meets the requirements of the Accounts and Audit Regulations 2015 in relation to the publication of an Annual Governance Statement.

The Authority's financial arrangements conform to the governance requirements of the CIPFA —Statement on the Role of the Chief Financial Officer in Local Government. The Treasurer reports in his role directly to the Chief Fire Officer and from 1 April 2014 has sat on both the Strategic Command Team (quarterly) as well as the Corporate Management Team. The Treasurer is in a position to bring influence on all material business decisions and is involved in the daily business of the Authority as well as the strategic planning. On 11 April 2019 the Treasurer was appointed to the position of Assistant Chief Officer.

### **2. The Purpose of the Governance Framework**

The governance framework comprises the systems, processes, culture and values by which the Authority is directed and controlled and its activities through which it accounts to and engages with the community. It enables the Authority to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate, cost effective services.

The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an on-going process designed to identify and prioritise the risks to the achievement of the Authority's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.

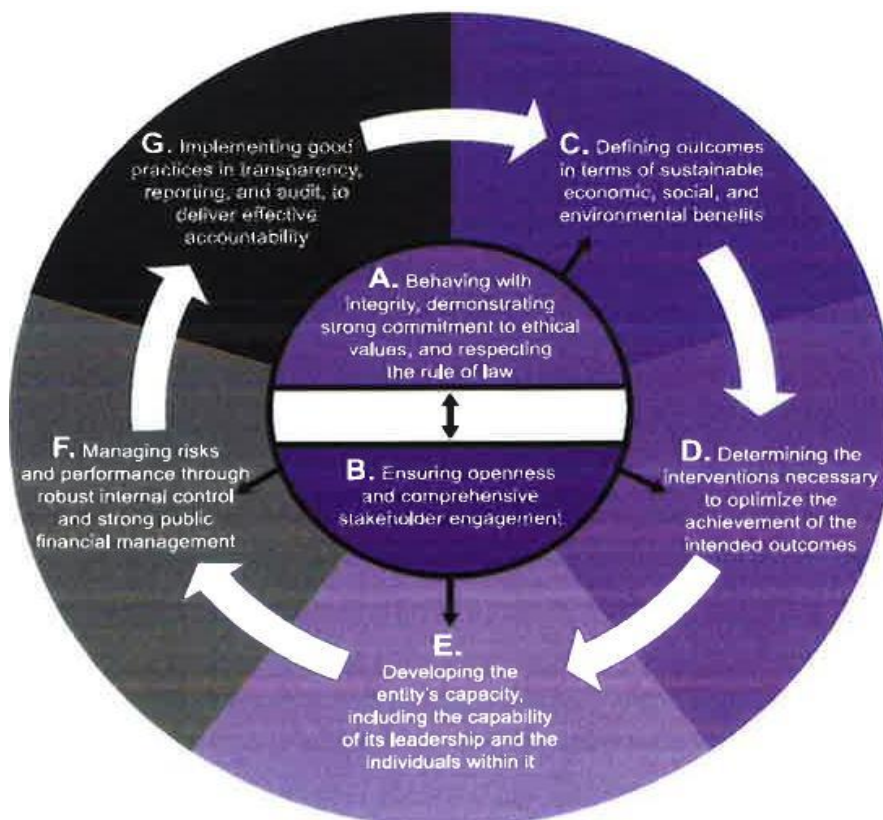
The governance framework for the Authority has been in place for the whole of the financial year 2018/19.

### 3. The Governance Framework

Bedfordshire Fire and Rescue Authority's governance framework derives from seven principles identified in The International Framework: Good Governance in the Public Sector (CIPFA/IFAC 2014). The updated framework that was reviewed by CIPFA in 2015 and published in April 2016 includes these. The seven principles are:

- a. behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of the law
- b. ensuring openness and comprehensive stakeholder engagement
- c. defining outcomes in terms of sustainable economic, social and environmental benefits
- d. determining the interventions necessary to optimise the achievement of the intended outcomes
- e. developing the entity's capacity, including the capability of its leadership and the individuals within it
- f. managing risks and performance through robust internal control and strong public financial management
- g. implementing good practices in transparency, reporting and audit to deliver effective accountability

The diagram below is taken from the International Framework: Good Governance in the Public Sector (CIPFA/IFAC 2014) and is reproduced in the 2016 Framework. It illustrates the various principles of good governance in the public sector and how they relate to each other.



There is a substantial element of common ground between the seven principles introduced in the 2016 framework and the six core principles used in the original 2007 framework.

The key elements of each of these core principles at Bedfordshire Fire and Rescue Authority are as follows:

**a. behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of the law**

The behaviour of Members and Officers is regulated through separate Codes of Conduct which have been formally approved and adopted. These Codes are supported by numerous protocols that apply the principles of the codes to specific areas of Authority activity.

In addition the Authority has a Committee that covers standards, the Audit and Standards Committee (A&SC), whose roles and functions relating to Standards include:

- Discharging the Authority's duty under the Localism Act 2011 to ensure that its Members (and any co-opted Members) maintain high standards of conduct.
- Advising the Authority on the operation of its Code of Conduct and any changes to the Code (including its register of interests) that may be necessary or desirable.
- Monitoring the operation of the Authority's arrangements for dealing with standards allegations against Members under the Localism Act 2011 and making any changes that may be necessary or desirable.
- Receiving regular reports on any standards allegations against Members.
- Authorising the Monitoring Officer to take action on the advice of the Committee Chair where it is necessary to appoint a Panel of Members to advise whether to investigate a complaint; or an Adjudication Committee to adjudicate upon a complaint following a finding of breach of the Code by a Member; or any other action in relation to the preparation for, or the hearing of, a matter by the Adjudication Committee.

The FRA has collaborated with local public sector organisations for the recruitment of a Panel of Independent Persons. This is noted in para 4b below.

The Authority recognises the importance of the principles of Corporate Governance and the need to apply them across all areas of the Authority's corporate activities. The Governance Framework is reviewed against the guidelines issued by CIPFA/SOLACE and the findings are reported to Committee annually.

As well as a Code of Conduct outlining behaviour for Officers, the Chief Fire Officer, Treasurer (as Section 112/151 Officer) and Monitoring Officer have specified roles within the Constitution to ensure reports prepared for Member decision comply with the budget and policy framework and are lawful.

Each Member receives copies of meeting agendas in advance. As one of the agenda items for each meeting, the Members are required to declare any interests at the outset of the meeting.

In addition, Members are encouraged to undertake any training relevant to their area of decision making.

In 2010, the Authority agreed a recommendation from the Audit Committee, that it publishes an Annual Review of the Fire Authority's Effectiveness and Record of Member Attendance. A Form of Review Questionnaire was thereafter prepared and annually sent out to all Members for consideration and completion. In prior years, this was discussed in each Policy and Challenge Group and then the consolidated feedback was reviewed at the March meeting of the Audit and Standards Committee. It was agreed for the 2018/19 year, in light of a new authority commencing from June 2019, and that the process had been repeated over a number of years, that the review would not take place for this year only. This annual review will however recommence during 2019/20.

The Internal Auditors give an annual opinion on the internal control framework. The Internal Auditors operate to standards set out in the 'Code of Practice for Internal Audit in Local Government in the UK'.

External audit complies with the statutory requirements governing their audit, in particular:

- The Local Government Act 1999
- The National Audit Office's Code of Audit Practice (the Code).

The Code defines the auditors' responsibilities in relation to the financial statements and the arrangements for securing economy, efficiency and effectiveness of the audited body's use of resources.

The Authority has policies to safeguard both itself and its staff when making decisions. Both an Anti-Fraud, Bribery and Corruption Strategy and a Whistle Blowing Policy have been developed and are communicated to staff as part of the employee induction process and on an annual basis. The Whistle Blowing Policy and the Anti-Fraud, Bribery and Corruption Strategy (including the National Fraud Initiative) were reviewed and approved by the Audit and Standards Committee on 8 December 2017.

The financial management of the Authority is conducted in accordance with the financial rules set out within the Constitution and in the Financial Regulations.

The Authority's overall financial arrangements are governed by its Medium-Term Financial Strategy, which sets out the financial framework for the delivery of the Authority's strategies and plans. In determining the revenue and capital financial framework, a number of factors are taken into account including the national context, the distribution of local government funding from central government along with other local and external funding sources.

This is supported by robust budget setting and monitoring arrangements and detailed financial regulations, which form part of the Constitution. All designated budget managers are required to monitor their budgets on a monthly basis, in consultation with the Head of Finance/Treasurer. Budget managers are responsible for their expenditure (and income) and are therefore ultimately accountable to Members for their budgets. The forecast outturn position is reported in year to the Corporate Management Team (CMT) and FRA.

The Authority manages its investments within the guidelines of its Treasury Management Strategy, which is approved by Members on an annual basis. This is in accordance with the

Treasury Management Strategy and Practices adopted by the Authority that are in line with the CIPFA guidance.

There is now a requirement for each Pension Scheme Manager (Bedfordshire Fire & Rescue Authority in our case) to establish Local Pension Boards that will assist the Scheme Manager in ensuring that the scheme complies with legislation relating to its governance and administration, its own rules and any requirements of The Pensions Regulator. The Authority established a Pensions Board at its meeting on 31 March 2015. The Pension Board meets at least three times a year. An annual report was presented to the FRA in March 2019.

## **b. ensuring openness and comprehensive stakeholder engagement**

Bedfordshire Fire and Rescue Authority recognises that communication and engagement with all stakeholders plays a fundamental role in the successful delivery of high quality, cost effective services.

The Authority is constantly striving to improve its communications performance, to build on its track record of continuous improvement and to ensure that the Authority as a whole is open and accessible to the community, service users and staff In 2018/19 the Authority has:

- Adhered to the Transparency Code requirements, with information as required in the code published on the Authority's website;
- Updated and revised its integrated Communications and Engagement Strategy and Action Plan;
- Continued to promote the Service's brand to ensure the public recognise the services we provide;
- Operated a cross functional positive action plan;
- Hosted Open Days at all 14 of its Community Fire Stations to engage with local communities;
- Taken part in a wide range of National Safe Weeks and other events to promote fire, road, water and other safety messages to local communities;
- Launched a new website in May 2018 to improve public access to information about the Service, safety and incident information and their ability to contact the Service;
- Ensured the new website is compliant with the Disability Discrimination Act (DDA) and World Wide Web Consortium (W3C) guidelines for accessibility;
- Continued the development of a [Modern.gov](#) website to improve access to Fire and Rescue Authority documents and decisions;
- Operated a Single Equality Scheme cross functional plan;
- Provided 24/7 PR Officer cover, with resilience to maintain cover in the case of sickness or holiday absence;
- Developed the use of the consultation element of the BedsFireAlert community messaging system to improve engagement with local people on the Service's budget for 2019/20, the Community Risk Management Plan 2019-2023 and its People Strategy;
- Worked on the publication of a new Community Risk Management Plan 2019-2023 from May 2019;
- Completed quarterly user satisfaction surveys to allow Senior Management to gauge customer satisfaction with regard to the effectiveness of service delivery;
- Further developed the use of Twitter: @bedsfire to engage directly with public and promote the Service and provide information to local people to keep them informed of live incidents;

- Established Facebook pages for each Community Fire Station to increase engagement with local communities, increase recruitment (particularly from women and from BAME communities) and improve community safety;
- Launched an Instagram feed and YouTube channel to further develop its social media presence;
- Continued the joint electronic Precept Leaflet (setting out the annual budget and expenditure);
- Expanded the Community Messaging system, as a mechanism for integrated community engagement following the Police joining the service;
- Successfully supported a major recruitment campaign to encourage more women and members of BAME communities to apply to be firefighters;
- Continued to improve internal communications including increasing the number of station visits by senior staff to Community Fire Stations to directly engage with crews and staff;
- Continued to provide reassurance and advice to residents of high rise buildings following the Grenfell Tower tragedy about staying safe and what to do in an emergency. A Safety Seminar was held on 26 March by the Service;
- Taken part in the Luton Carnival and Bedford River Festival to engage directly with local people.

The Authority continues to listen to feedback from the local community and to learn from best practice across the country.

The Authority's Community Risk Management Plan (CRMP) represents the key document that outlines its mission, aims and priorities for the future, sets performance targets and outlines the Authority's accountability to its stakeholders. When identifying priorities for the Plan, the views of stakeholders are taken into account and when completed is made available to all stakeholders, ensuring that they are aware of the mission, aims, priorities and performance of the Authority.

The Authority's programme for securing continuous improvement in its services is set out in the CRMP. Actions for improvement are drawn from a variety of sources including external performance assessment, the Authority's internal reviews and audits, external inspections, issues arising from performance management, consultation exercises, and Service improvements identified by the Authority's complaints and comments procedure.

The Fire and Rescue Authority and Audit and Standards Committees are open to the public except where personal or confidential matters are discussed. All agendas and minutes are placed on-line, along with the Authority's plans, policies and strategies. These items are also available by directly contacting the Authority, should anyone be unable to access these electronically.

- c. defining outcomes in terms of sustainable economic, social and environmental benefits, and**
- d. determining the interventions necessary to optimise the achievement of the intended outcomes**

A clear statement of the Authority's mission and direction is set out in the Authority's strategic aims which form an overarching guide to the development of Service strategies which are considered and reviewed as part of the annual strategic assessment. Based upon the long

term strategic direction and strategic assessment the Authority consults upon, develops and publishes an annual Community Risk Management Plan which contains the Authority's priorities and key service delivery actions for a rolling four year period to coincide with the four year Medium Term Financial Strategy, and gives a detailed description of the key improvement projects for the current year. A Service Programme Board comprising of the Service Principal Officers', FRA Chair and the Head of Finance/Treasurer, over 2018/19 reviewed the progress of the major change projects as a whole on a quarterly basis and individual projects are managed by way of project boards. Performance outcomes and overall performance and achievements of the Authority are contained within a section of the Community Risk Management Plan.

A Medium-Term Financial Strategy, covering a rolling four year period and aligned with the Community Risk Management Plan, is developed to resource the Authority's plans. As part of the budget cycle, Service Managers produce financial proposals for key Service priorities and associated projects which are presented to Members for approval, in conjunction with the Authority's on-going financial commitments.

The Authority has a formal performance management framework in place which links the Authority's vision to its strategic objectives and priorities, the Medium-Term Financial Strategy, projects contained in the Community Risk Management Plan and Functional/Area Work Plans.

Performance indicators are set and targets are agreed in line with the Authority's planning cycle and target setting methodology. Once the Community Risk Management Plan and annual budget have been finalised and approved by the Authority, employee personal appraisals and development reviews, agreeing individual targets and actions, take place.

Performance against targets is monitored on a quarterly basis by Areas/Functions, the Corporate Management Team, the Strategic Command Team and the Elected Members Policy and Challenge Groups, in order that Service standards are maintained and corrective action can be taken. The Performance Management arrangements of the Service have again been enhanced over 2018/19 through improved data quality and performance information systems. An overarching performance summary is now produced publishing results for different functional groups in one report to the full Authority.

**e. Developing the entity's capacity, including the capability of its leadership and the individuals within it.**

Bedfordshire Fire and Rescue Authority has adopted a Constitution which sets out how the Authority operates, how decisions are made and the procedures which are followed to ensure these are efficient, transparent and accountable to local people.

The main decision making body is the Fire and Rescue Authority (FRA) whose meetings are open to the public. In 2010/11, the Authority established an Audit Committee and replaced its Scrutiny Groups with Policy and Challenge Groups to facilitate Members having more involvement and impact on the Authority's policy decisions and monitoring, and take more of a 'challenge' role. These groups also align with the structure of the Service to ensure a more interactive relationship between Members and make the scrutiny role of Members more visibly effective. The Audit Committee became the Audit and Standards Committee in 2012.

Each meeting has clearly defined Terms of Reference which are reviewed annually, with the Policy and Challenge Groups during 2018/19 encompassing the following Service areas:

- Corporate Services;
- Service Delivery, and
- Human Resources.

The Chairs of the Audit and Standards Committee and Policy and Challenge Groups report any recommendations arising from meetings to each meeting of the Authority.

Ongoing policy and decision making are facilitated by a clear framework of delegation set out in the Authority's Constitution, with clear details of delegated authorities to officers.

All reports are reviewed for legal, HR, financial, equality and risk considerations prior to being presented to Members of the Authority for formal decision-making.

The Authority meets five times a year. This, together with an appropriate level of delegation to both the Authority Executive and senior managers, enables speedy decision making.

The Corporate Management Team, which is chaired by the Chief Fire Officer, meets on a monthly basis with Functional Heads attending and provides the ongoing management of the implementation of the Service strategy. It also considers other internal control issues, including risk management, performance management, compliances, efficiency, value for money and financial management. There is a CMT strategy meeting every six months where all Principal Officers and Functional Heads attend. In addition, ongoing strategic direction is provided by the Strategic Command Team, which now meets formally on a quarterly basis, comprising during 2018/19 of the Service's Principal Officers and the Head of Finance/Treasurer. The Service has reviewed the terms of reference for each of these management teams and has also aligned performance and project management reporting between these teams and the Fire and Rescue Authority meetings.

A full suite of job descriptions and person specifications defining the roles of officers and the statutory positions of Treasurer and Monitoring Officer are in place.

During 2018/19 the Authority had a Treasurer and Monitoring Officer. Between them, they ensure that the Authority complies with relevant laws and regulations, internal policies and procedures and that expenditure is lawful. They act as independent advisors to the Authority.

The Treasurer will ensure that appropriate financial advice is given on all financial matters, that proper financial records and accounts are maintained and that there is an effective system of internal financial control. The Monitoring Officer ensures that agreed procedures are followed and that all applicable statutes and regulations are complied with.

Both the Monitoring Officer and the Treasurer see all draft Authority reports before they are published. They also attend the Authority briefing meetings that are prior to the formal meetings and attend the formal public meetings too.

There is a robust budget and policy framework and detailed financial regulations, which are monitored by the Treasurer and the Monitoring Officer. The financial regulations were updated and recommended for approval by the Audit and Standards Committee on 14 March 2019 and



approved by the FRA on 28 March 2019. The Procurement Policy and Contract Procedures that replaces the Standing Order for Contracts, was presented to the Audit and Standards Committee on 17 March 2016 and subsequently approved by the FRA. These will be reviewed again during 2019/20. The Constitution is updated continually to reflect any changes in structure.

### **ICT Shared Service**

A formal shared ICT service agreement was signed under seal by the Secretary and Monitoring Officers for both Bedfordshire and Cambridgeshire Fire and Rescue Services in October 2013. Schedule 4 of that document defines the terms of reference for the Shared Services Governance Board. The board's role is to:

- Ensure that the ICT Shared Service is effective, efficient and resilient
- Agree Budget for the following Financial Year
- Identify opportunities for improvement
- Ensure an annual review of the agreement

The Governance Board currently meets every 6 weeks and is quorate with the attendance of Principal Officers of each party.

The Authority has devoted resources to ensuring the high standards of its Members and staff to ensure that the Authority's employees have the right knowledge, skills and motivation to work effectively.

For all operational staff, the Authority continues to embed the requirements of the national Integrated Personal Development System (IPDS) which supports a competency based personnel management approach using role maps underpinned by National Occupational Standards. The system is designed to improve efficiency and develop staff effectively, and ensures that all staff are recruited, developed and progressed fairly and transparently, with overall performance and competencies regularly reviewed.

Job Descriptions and Person Specifications have been drawn up for all posts to ensure that the best candidates are appointed into each position. All officers (operational and non-operational) employed by the Authority receive an annual Personal Development Review (appraisal) at which performance is measured against set objectives. Training needs are also identified as part of this process and addressed via the Service Training Manager or the individual's Line Manager as appropriate.

A significant commitment has also been made towards retaining staff, by offering various 'flexible working schemes' and where possible encouraging succession planning and promotion from within. This ensures that valuable skills and experience are retained and passed on, rather than being lost.

The Authority's Chair and Chief Fire Officer have a good working relationship and held regular meetings to discuss any emerging issues. There were regular formal meetings between Members and Senior Officers through the Policy and Challenge Groups. These Groups allow Officers to brief Members on key service areas and for Members to discuss Agenda items and ask pertinent questions to inform the decision making process. The Policy and Challenge Groups also agree, and review at each meeting, a work programme for the year ahead. The

alignment of the Policy and Challenge Groups to the Service's senior management structures further enhances Member / Officer interaction. In addition, a formal member and employee protocol has been developed and adopted by the Authority.

There is a significant amount of training available to Members throughout their term of office. As well as an initial induction programme, training is also provided through bespoke training days and information reports on various subjects such as the Statement of Accounts, budget setting process, treasury management and risk management.

**f. managing risks and performance through robust internal control and strong public financial management**

The Authority had one committee during 2018/19: the Audit and Standards Committee, and had three Policy and Challenge Groups to provide its Members with an in-depth understanding of key issues, to ensure they can challenge management activity and outcomes, scrutinise and provide input into the Authority's strategic plans.

The Audit and Standards Committee is outlined at Section a) *Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of the law*. The Audit and Standards Committee has been established to evaluate Audit Activity, Regulatory Framework, Accounts and Standards. In February 2011, the Authority increased the powers of the Audit and Standards Committee to oversee the production of, and approve, the Authority's Annual Governance Statement and the Statement of Accounts.

The Policy and Challenge Groups do not make decisions. They do however report their proceedings and make recommendations on matters within their terms of reference to the FRA.

The Policy and Challenge Groups have been established to ensure that the areas of the Fire and Rescue Service noted below are functioning efficiently and effectively, by challenging areas of underperformance and approving associated policy and activity.

It should be noted that following a Governance audit and review undertaken during 2018/19, the Authority will reconsider its scrutiny groups and functions at the Members Development Day on 2 July 2019. The Governance review was reported to and discussed at the FRA Meeting on 28 March 2019.

The Groups during 2018/19 were as follows:

Corporate Services Policy and Challenge Group:

- Strategic Support
- Finance and Procurement
- Asset Management
- Information, Communications and Technology

Service Delivery Policy and Challenge Group:

- Emergency Response
- Prevention
- Protection

Human Resources Policy and Challenge Group  
 Health, Safety and Welfare  
 Equality and Diversity  
 Training and Staff Development  
 Human Resource Planning  
 Organisational Development  
**Payroll**

The management of risk and business continuity continues to develop across the Authority and is driven by way of a strategic project and supported by a range of policies and procedures covering both elements.

The strategic project is regularly reported to Members detailing progress and provides a route map for implementation of the management of risk processes set against the relevant standards and guidance where appropriate and covering in detail the 3 key areas of Risk Management of:

- Business Continuity;
- Protective Security; and,
- Information Security.

The Service's business continuity arrangements are tested as part of the assurance framework to ensure delivery of service during times of business disruption, in particular during a trade dispute or reduced staffing due to pandemic. Following the trade dispute between the Fire Brigades Union (FBU) and the Government in May 2013 over pension arrangements the Service's business continuity arrangements have been formally tested on a number of occasions where national strike action has taken place. During all periods of strike action the Service has successfully implemented business continuity plans ensuring that fire cover has been provided in line with current arrangements.

In addition to the development of risk management and business continuity processes the Service's Corporate Risk Register has recently undergone further refinements. These refinements allow for the assessment and prioritisation of risks providing for full and detailed evaluation of control measures thereby minimising any potential impacts of identified risks within the monitoring framework.

The identification and management of corporate risk remains a priority for the Service with it being a standard agenda item for strategic meetings, cascaded across the Service through managerial chains and reported to the Fire and Rescue Authority through the Policy and Challenge groups and Audit and Standards committee. All identified risks within the Service have an owner assigned from the Corporate Management Team who is responsible for the development of an appropriate action plan. The action plan is used as the basis to mitigate risk and is regularly reported to members of the Corporate Management Team and the Service Assurance Group for progress and amendments including changes to levels of risk and associated actions

The Service's Risk Management – An audit of Risk Management was undertaken in 2019 that focused on the key controls in place. It was also to provide assurance over the effectiveness of the risk management framework and the supporting governance processes, to ensure risks to the achievement of the Authority's objectives are identified and managed effectively.

In summary, following the on-site audit the outcome confirmed that the Authority ‘can take reasonable assurance that the controls in place to manage this area are suitably designed and consistently applied’.

**g. implementing good practices in transparency, reporting and audit to deliver effective accountability.**

The Service fully meets the requirements of the Transparency Code. This published information can be found via the following website link:

<https://www.bedsfire.gov.uk/About/Governance/Transparency.aspx>

Transparent decision making is evident through many sources, including the Fire and Rescue Authority. All decisions of the Fire and Rescue Authority are captured in the publicly available reports and minutes. The policy and challenge groups do not make formal decisions but refer any decisions as recommendations to the FRA. The reports are written in an understandable style, ensuring that they are easy to access and interrogate, without too much detail.

A review was undertaken on a pensions matter during 2018/19, which was led by the Monitoring Officer and involved external audit, the Treasurer and the Audit Committee. The outcome of this review will be formally reported back to the FRA in June 2019 and for transparency, a document summarising the findings will be made publicly available.

The Authority is now using the Modern.gov system to enable easy access to committee papers and decisions.

Key reports, demonstrating the above include this Annual Governance Statement, the summary and full statement of accounts, the annual external and internal audit reports and numerous annual committee reports which can be viewed via the link below.

<https://bedsfireresauth.moderngov.co.uk/ieDocHome.aspx?bcr=1>

Internal audit recommendations are reported on to ensure these are completed in a timely manner. Where medium or high recommendations, these are followed up by internal audit to ensure that they have been implemented appropriately as reported.

Both internal and external audit have access to the Treasurer, Chair of the Audit and Standards Committee, FRA Chair, Monitoring Officer and the Chief Fire Officer.

The Authority welcomes peer challenge, review and inspections. A Peer Review was carried out in 2015. The new inspectorate, Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), was welcomed to the Service in the summer of 2018, as part of tranche one of inspections. The inspection reports can be found via the following link:

<https://www.justiceinspectors.gov.uk/hmicfrs/>

The Service and Authority were delighted to be judged as “Good” at “effectively keeping people safe and secure” within our communities.

Where formal working partnerships have developed, such as the Shared ICT Services with Cambridgeshire FRS, there are clear governance arrangements in place. These include Board meetings and minutes that are presented to Members in the Corporate Services Policy and Challenge Group. Another example is the Blue Light Collaboration Board, where there are formal meetings held between the Fire & Rescue Service, the Police and Ambulance Services.

#### **4. Review of Effectiveness of System of Internal Control**

Bedfordshire Fire and Rescue Authority has responsibility for conducting, at least annually, a review of the effectiveness of the system of internal control. The review of the effectiveness of the system of internal control is informed by the work of the internal auditors and the Corporate Management Team, who have responsibility for the development and maintenance of the internal control environment, and also by the reports and recommendations of the external auditors and other review agencies and inspectorates.

The key features of the Authority's internal control framework which directly contribute to the review of effectiveness are:

- a. The Authority
- b. The Audit and Standards Committee
- c. Internal Audit
- d. External Audit
- e. Assurance Statements
- f. Internal Performance Management Framework

##### **a. The Authority**

The key formal documents governing the internal control framework for the Authority are within its Handbook. All delegation of decision-making is made in accordance with the requirements of the policies within the Handbook and the Scheme of Delegation.

The formal rules governing the way in which the Authority and Officers conduct their business are also set out in the Handbook and include:

- Standing Orders
- Procurement Policy and Procedures
- The Financial Regulations;
- Code of Conduct
- Information Security

Authority reports are reviewed by the Monitoring Officer to ensure that they are lawful and by the Treasurer (Section 112/151 Officer) for financial and risk implications prior to being presented to Members.

The Monitoring Officer has a duty to monitor and review the Constitution to ensure that its aims and principles are current. The Constitution is reviewed regularly and updates are issued as necessary. Recent changes to the Constitution have included updates to the Financial

Regulations and the updates to the Procurement Policy and Contract Procedures to the revised Procurement Policy and Procedures.

As mentioned at Section a) *Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of the law*, the Authority, in 2011/12, agreed to review its effectiveness on an annual basis. A Review of the Authority's Effectiveness was put on hold for 2018/19 and will continue from 2019/20 with the new FRA Members. A Record of Members Attendance is available on request.

## **b. Standards**

There have been no complaints against Members during 2018/19.

The Fire and Rescue Authority (FRA) discharges its duty under the Localism Act 2011 (the Act) through its Audit and Standards Committee. The standards provisions of the Act came into force on 1 July 2012 and place a duty on authorities to ensure that its Members (and any co-opted Members) maintain high standards of conduct. The Act also requires authorities to adopt a Code of Conduct (in place of the former National Code) and have in place arrangements to investigate any written complaints of breach of the Code of Conduct by a Member.

The FRA has adopted a Code of Conduct and updated its registration of interest's arrangements to reflect the change to disc losable pecuniary and other interests required by the Act.

The Act also required the FRA to put in place arrangements for the appointment of at least one independent person whose views must be sought and taken into account before the FRA can take any decision on an allegation it has decided to investigate. The views of the independent person may also be sought in relation to an allegation at other stages in the process and s/he may also be consulted by a Member who is the subject of an allegation.

Following discussions with the Monitoring Officer of Bedford Borough Council, the Authority was included in joint arrangements for the appointment of new independent persons. The selection process was carried out by Bedford Borough Council and two individuals were appointed and confirmed at Bedford Borough Council's Full Council on 20 July 2016. Bedford Borough Council appointed the independent persons for a period of 4 years commencing on 1 August 2016 and therefore this period applies to for the FRA.

## **c. Audit Committee**

The Audit Committee was established in 2010/11 and now meets quarterly as the Audit and Standards Committee. Its Committee ensures that the following areas of the Fire and Rescue Authority are functioning efficiently and effectiveness, challenging areas of underperformance as required and approving any associated policy or activity as necessary:

- Audit activity
- Regulatory Framework
- Accounts
- Standards

#### d. Internal Audit

The role of internal audit is to review the internal control framework that governs the operations of the Authority and, in so doing, provide an independent opinion to both Management and Members of the Authority on the robustness of the Authority's internal control environment.

RSM continue as the Authority's internal auditors following a successful procurement tender process in 2016. The work of the team complies fully with the requirements of CIPFA's Code of Practice for Internal Audit in Local Government in the UK.

An Annual Audit Plan is developed by the auditors, in conjunction with the Head of Finance/Treasurer and is based on a risk assessment of all the services/systems of the Authority. Members and Service Managers are directly involved in the development of the plan. The plan is subject to review by CMT, prior to being approved by the Audit and Standards Committee. The plan identifies the audits to be completed each year, including core fundamental systems and other operational systems.

The reporting process for internal audit requires a report of each audit to be submitted to the relevant Corporate Management Team member and other relevant Service Managers. The Treasurer also receives a report of all audits completed.

Each audit report includes agreed recommendations for improvement. All recommendations are followed up where above low, to ensure they have been implemented. An opinion of the overall internal control environment is also provided. Where assurance is deemed to be unsatisfactory, immediate action is required.

The work contained within the 2018/19 Audit Plan is shown in the Table below. Where applicable, management action plans have been agreed to address issues raised.

The table below shows the evaluation received for each area of work. There are four levels of assessment — No Assurance, Partial, Reasonable and Substantial. The level of recommendations made is also identified below, there were no high recommendations made during the 2018/19 audits.

Assignment	Date Planned	Opinion Issued	Actions Agreed		
			H	M	L
<b>Governance</b>	Final	Reasonable	0	1	4
<b>Use of Risk Information</b>	Final	Substantial	0	1	2
<b>Key Financial Controls</b>	Final	Substantial	0	0	1
<b>Risk Management</b>	Final	Reasonable	0	3	7
<b>Stock Control</b>	Final	Partial	0	4	0
<b>Follow Up</b>	Final	Reasonable	0	2	5

The Annual Internal Audit report for 2018/19 by RSM, advises that “The organisation has an adequate and effective framework for risk management, governance and internal control. However, our work has identified further enhancements to the framework of risk management, governance and internal control to ensure that it remains adequate and effective”.

RSM also stated in their Annual Report for 2018/19 that “We have not issued any partial or no assurance opinions issued in 2018/19. We are not therefore suggesting any issues need to be considering as part of the AGS”.

#### **e. External Audit**

This Authority remains committed to continuing to improve its performance towards achieving excellence in all areas. Value for Money (VFM) is still part of an annual review carried out by the external auditors. The Authority’s external auditors, Ernst and Young (EY), will report on the adequacy of the Authority’s arrangements.

Public Sector Audit Appointments (PSAA) regulate the local public audit market, where signed up to its framework, and monitor the performance of the firms providing audit services.

#### **Value for Money**

Our external auditors will consider whether the Authority has put in place ‘proper arrangements’ to secure economy, efficiency and effectiveness for the use of our resources. This is known as the value for money conclusion.

For 2018/19 this is based on the overall evaluation criterion:

“In all significant respects, the audited body had proper arrangements to ensure it took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people”

Proper arrangements are defined by statutory guidance issued by the National Audit Office. They comprise of arrangements to:

- Take informed decisions;
- Deploy resources in a sustainable manner; and
- Work with partners and other third parties.

In considering proper arrangements, EY will draw on the requirements of the CIPFA/SOLACE framework for local government, to ensure that our assessment is made against a framework that the Authority is already required to have in place and to report on through documents such as this Annual Governance Statement.

For the 2018/19 financial year, the review has yet to take place. Due to resourcing capacity issues within Ernst & Young, the audit and therefore VFM conclusion, will take place in August 2019 and reported back to the A&SC in September 2019.

#### **f. Assurance Statements**

An integral element of the production of this Annual Governance Statement is completion, by all of CMT, of an annual Assurance Statement. The statement is based on the seven core governance principles that this AGS follows. The individual assurance statement gives each CMT member the opportunity to independently comment on their own area and that of the Service as a whole. All returns were received from CMT.



## g. Internal Performance Management Framework

The Authority has a Performance Management Framework through which quality of service can be measured by local performance indicators. Performance targets are set and agreed for the coming year and are monitored on a bi-monthly basis by the Corporate Management Team in order that corrective action can be taken where areas of service are deemed to be underperforming. Performance is also reported to the Strategic Command Team and the Policy and Challenge Groups. Individual performance is monitored through the appraisal system as previously mentioned.

### 5. Governance Issues

A Governance review took place during 2018/19, by our Internal Auditors. There was also a discussion with Members on Governance at the second Members Budget workshop in January 2019. The FRA report from March 2019 can be found via the following link:

<https://bedsfireresauth.moderngov.co.uk/ieListDocuments.aspx?CId=134&MId=338&Ver=4>

Following the receipt of this, the Authority has considered how to take forward recommendations. These discussions are due to continue at the FRA Members Development Day on 2 July 2019.

Prior to summarising the issues and improvement actions identified during 2018/19, the issues and actions contained within the 2017/18 Annual Governance Statement are reviewed.

### ***Review of Issues and Actions identified within 2017/18 Annual Governance Statement***

The following Table briefly summarises the issues identified through the 2017/18 review of effectiveness process and the improvement actions that have been taken to address them during 2018/19:

<b>Issue/Area for Improvement</b>	<b>Improvement Action Planned</b>	<b>Actions Completed</b>
Medium term Budget/CRMP	To continue to address the medium term funding gap.	The budget was balanced and a medium term financial strategy approved by Members in February 2019.
Review of Authority Effectiveness	All actions from the 2017/18 Review of Authority Effectiveness Action Plan to be completed during 2018/19 and formally reviewed by Members as part of the following year's process.	Completed
Difficulty in attracting and recruiting to non-operational vacancies.	To conduct a salary benchmarking exercise.	Completed and implemented.

## Issues and Improvement Actions identified by 2018/19 Annual Governance Statement

The following Table summarises the issues and improvement actions identified through the 2018/19 review of effectiveness process. As in previous years, a summary review of their implementation will be included within the next Annual Governance Statement.

<b>Issue/Area for Improvement</b>	<b>Source</b>	<b>Improvement Action Plan</b>
Medium Term Budget/CRMP	Assurance Statements	To continue to address the medium term funding gap and manage for forthcoming funding pressures.
Review of Authority Effectiveness	Governance report to FRA March 2019	Members decided in 2018/19 that the annual process was not required in this year and that the exercise would be completed again in 2019/20 with the new FRA members, who will be in place from June 2019.

**COUNCILLOR JOHN CHATTERLEY**  
Chair  
Bedfordshire FRA

**PAUL FULLER**  
Chief Fire Officer  
Bedfordshire FRS  
CBE QFSM MstJ DL

## **STATEMENT OF ACCOUNTING POLICIES**

### **1. General Principles**

The Statement of Accounts summarises the Authority's transactions for the 2018/19 financial year and its position at the year end of 31 March 2019. The Authority is required to prepare an annual Statement of Accounts by the Accounts and Audit Regulations 2015, which those Regulations require to be prepared in accordance with proper accounting practices. These practices primarily comprise the Code of Practice on Local Authority Accounting in the United Kingdom 2018/19, supported by International Financial Reporting Standards (IFRS).

The accounting convention adopted in the Statement of Accounts is principally historical cost, modified by the revaluation of certain categories of non-current assets and financial instruments.

### **2. Property, Plant and Equipment**

Assets that have physical substance and are held for use in the production or supply of goods or services, for rental to others or for administrative purposes and that are expected to be used during more than one financial year are classified as Property, Plant and Equipment.

**Recognition:** All expenditure on the acquisition, creation or enhancement of Property, Plant and Equipment is capitalised on an accruals basis provided that it is probable that the future economic benefits or service potential associated with the item will flow to the Authority and the cost of the item can be measured reliably. Expenditure that maintains but does not add to an asset's potential to deliver future economic benefits or service potential (i.e. repairs and maintenance) is charged as an expense when it is incurred. Amounts in excess of £10,000 are categorised as capital expenditure.

#### **Measurement:**

Assets are initially measured at cost, comprising:

- the purchase price
- any costs attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management

The Authority does not capitalise borrowing costs incurred while assets are under construction.

The cost of assets acquired other than by purchase is deemed to be its fair value, unless the acquisition does not have commercial substance (i.e. it will not lead to a variation in the cash flows of the Authority). In the latter case, where an asset is acquired via an exchange, the cost of the acquisition is the carrying amount of the asset given up by the Authority.

Donated assets are measured initially at fair value. The difference between fair value and any consideration paid is credited to the Taxation and Non-Specific Grant Income line of the Comprehensive Income and Expenditure Statement, unless the donation has been made conditionally. Until conditions are satisfied, the gain is held in the Donated Assets Account. Where gains are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance to the Capital Adjustment Account in the Movement in Reserves Statement.

Assets are then carried in the Balance Sheet using the following measurement bases:

- assets under construction — historical cost
- all other assets — current value, determined as the amount that would be paid for the asset in its existing use (existing use value — EUV).
- Where non-property assets that have short useful lives or low values (or both), depreciated historical cost basis is used as a proxy for current value

Where there is no market based evidence of current value because of the specialist nature of an asset, depreciated replacement cost (DRC) is used as an estimate of current value.

Assets included in the Balance Sheet at current value are reviewed every three years or sooner if there has been a significant movement in values, to ensure that their carrying amount is not materially different from their current value at the year end. Increases in valuations are matched by credits to the Revaluation Reserve to recognise unrealised gains. (Exceptionally, gains might be credited to the Surplus or Deficit on the Provision of Services where they arise from the reversal of a loss previously charged to a service).

Where decreases in value are identified, they are accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of the accumulated gains)
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.

The Revaluation Reserve contains revaluation gains recognised since 1 April 2007 only, the date of its formal implementation. Gains arising before that date have been consolidated into the Capital Adjustment Account.

**Impairment:** The values of each category of assets are reviewed at the end of each financial year for evidence of reductions in value. Where impairment is identified as part of this review or as a result of a valuation exercise, this is accounted for by:

- where there is a balance of revaluation gains for the asset in the Revaluation Reserve, the carrying amount of the asset is written down against that balance (up to the amount of accumulated gains).
- where there is no balance in the Revaluation Reserve or an insufficient balance, the carrying amount of the asset is written down against the relevant service line(s) in the Comprehensive Income and Expenditure Statement.
- where an impairment loss is reversed subsequently, the reversal is credited to the relevant service line(s) in the Comprehensive Income and Expenditure Statement, up to the amount of the original loss, adjusted for depreciation that would have been charged if the loss had not been recognised.

**Disposals:** When an asset is disposed of, the value of the asset in the Balance Sheet is written off to the Other Operating Expenditure line in the Comprehensive Income and

Expenditure Statement as part of the gain or loss on disposal. Receipts from disposals are credited to the same line in the Comprehensive Income and Expenditure Statement also as part of the gain or loss on disposal (i.e. netted off the carrying value of the asset at the time of disposal). Any revaluation gains in the Revaluation Reserve are transferred to the Capital Adjustment Account.

Amounts in excess of £10,000 are categorised as capital receipts and are credited to the Capital Receipts Reserve. Receipts are appropriated to the Reserve from the General Fund Balance in the Movement in Reserves Statement.

The written off value of disposals is not a charge against council tax, as the cost of noncurrent assets is fully provided for under separate arrangements for capital financing. Amounts are appropriated to the Capital Adjustment Account from the General Fund Balance in the Movement in Reserves Statement.

**Depreciation:** Depreciation is provided for on all Property, Plant and Equipment assets with a finite useful life. An exception is made for assets without a determinable finite useful life (i.e. freehold land) and assets that are not yet available for use (i.e. assets under construction).

Depreciation is calculated on the following bases

### **Buildings**

Straight line allocation over the useful life of the property as estimated by the valuer

### **Vehicles, Plant, Furniture and Equipment**

Depreciation is calculated using the straight line method over the anticipated life of the asset which has been assessed as between three and twenty years, or in the case of assets acquired under a finance lease, the length of the lease. Assets are not depreciated in their year of acquisition nor in their year of disposal.

Revaluation gains are also depreciated, with an amount equal to the difference between current value depreciation charges on assets and the depreciation that would have been chargeable based on their historical cost being transferred each year from the Revaluation Reserve to the Capital Adjustment Account.

## **3. Heritage Assets**

Heritage Assets, defined as those assets that are intended to be preserved in trust for future generations because of their cultural, environmental or historical associations, are recognised and measured (including the treatment of revaluation gains and losses) in accordance with the Authority's accounting policies on property, plant and equipment. The Authority's heritage asset is accounted for as follows.

Steam Boiler on Shand Mason Fire Engine.

The Authority has obtained a valuation from a suitably qualified external valuer. The valuation will be reviewed on a regular basis. This is a current valuation based upon expert opinion and knowledge of similar assets types within the UK.

#### **4. Intangible Assets**

Expenditure on non-monetary assets that do not have physical substance but are controlled by the Authority as a result of past events (e.g. software licences) is capitalised when it is expected that future economic benefits or service potential will flow from the intangible asset to the Authority.

Intangible assets are measured initially at cost. Amounts are only revalued where the fair value of the assets held by the Authority can be determined by reference to an active market. In practice, no intangible asset held by the Authority meets this criterion, and they are therefore carried at amortised cost. The depreciable amount of an intangible asset is amortised over its useful life to the relevant service line(s) in the Comprehensive Income and Expenditure Statement from its date of acquisition. An asset is tested for impairment whenever there is an indication that the asset might be impaired — any losses recognised are posted to the relevant service line(s) in the Comprehensive Income and Expenditure Statement. Any gain or loss arising on the disposal of an intangible asset is posted to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

Where expenditure on intangible assets qualifies as capital expenditure for statutory purposes, amortisation, impairment losses and disposal gains and losses are not permitted to have an impact on the General Fund Balance. The gains and losses are therefore reversed out of the General Fund Balance in the Movement in Reserves Statement and posted to the Capital Adjustment Account.

#### **5. Charges to Revenue for Non-current Assets**

Service revenue accounts and support services are debited with the following amounts to record the cost of holding non-current assets during the year:

- Depreciation attributable to the assets used by the relevant service.
- Revaluation and impairment losses on assets used by the service where there are no accumulated gains in the Revaluation Reserve against which the losses can be written off.
- Amortisation of intangible assets attributable to the service.

The Authority is not required to raise council tax to cover depreciation, revaluation and impairment losses or amortisation. However, it is required to make an annual contribution from revenue towards the reduction in its overall borrowing requirement equal to an amount calculated on a prudent basis determined by the Authority in accordance with statutory guidance. Depreciation, revaluation and impairment losses and amortisation are therefore replaced by the contribution of Minimum Revenue Provision (MRP) to the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two. The calculation of MRP is based on the Equal Instalment Method.

#### **6. Financial Instruments – Borrowing**

Financial liabilities are recognised on the Balance Sheet when the Authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value and are carried at their amortised cost. Annual charges to the Financing and Investment

Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest payable are based on the carrying amount of the liability, multiplied by the effective rate of interest for the instrument.

The effective interest rate is the rate that exactly discounts estimated future cash payments over the life of the instrument to the amount at which it was originally recognised. This means that the amount presented in the Balance Sheet is the outstanding principal repayable (plus accrued interest); and interest charged to the Comprehensive Income and Expenditure Statement is the amount payable for the year according to the loan agreement.

There is full compliance with the Treasury Management Code of Practice issued by CIPFA (updated in 2011). A Treasury Policy Statement issued under this Code sets out the Treasury Management Strategy and the Treasury Management Policies to be pursued. From 1 May 1995 CIPFA also introduced a Standard of Professional Practice on Treasury Management which sets out the obligations for Treasury Management.

## **7. Financial Instruments – Investments**

Loans and receivables are recognised on the Balance Sheet when the Authority becomes a party to the contractual provisions of a financial instrument and are initially measured at fair value. They are subsequently measured at their amortised cost. Annual credits to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement for interest receivable are based on the carrying amount of the asset, multiplied by the effective rate of interest for the instrument. This means that the amount presented in the Balance Sheet is the outstanding principal receivable (plus accrued interest) and interest credited to the Comprehensive Income and Expenditure Statement is the amount receivable for the year in the loan agreement.

Where assets are identified as impaired because of a likelihood arising from a past event that payments due under the contract will not be made, the asset is written down and a charge made to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement. The impairment loss is measured as the difference between the carrying amount and the present value of the revised future cash flows discounted at the asset's original effective interest rate.

Any gains and losses that arise on the de-recognition of the asset are credited/debited to the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

## **8. Debtors and Creditors**

Activity is accounted for in the year that it takes place, not simply when cash payments are made or received. In particular:

Revenue from the sale of goods is recognised when the Authority transfers the significant risks and rewards of ownership to the purchaser and it is probable that economic benefits or service potential associated with the transaction will flow to the Authority.

- Revenue from the provision of services is recognised when the Authority can measure reliably the percentage of completion of the transaction and it is probable that economic benefits or service potential associated with the transaction will flow to the Authority.
- Supplies are recorded as expenditure when they are consumed — where there is a gap between the date supplies are received and their consumption, they are carried as inventories on the Balance Sheet.
- Expenses in relation to services received (including services provided by employees) are recorded as expenditure when the services are received rather than when payments are made.
- Interest receivable on investments and payable on borrowings is accounted for respectively as income and expenditure on the basis of the effective interest rate for the relevant financial instrument rather than the cash flows fixed or determined by the contract.

Where income and expenditure have been recognised but cash has not been received or paid, a debtor or creditor for the relevant amount is recorded in the Balance Sheet. Where it is doubtful that debts will be settled, the balance of debtors is written down and a charge made to revenue for the income that might not be collected.

## **9. Inventories**

Inventories are included in the Balance Sheet at the lower of cost and net realisable value. Inventories held for distribution at no charge are measured at the lower of cost and current replacement cost. The cost of inventories is assigned using the first-in, first-out (FIFO) or average cost as appropriate. Where stocks have been identified as being of no further use to the Authority, and the appropriate procedures have been complied with, the obsolete stock has been written off.

## **10. Employee Benefits**

### **Post-Employment Benefits – Pensions**

The FRA participates in two Pension Schemes:

- a. Firefighters -  
The Firefighters' Pension Scheme is an unfunded, defined benefit scheme which is available to firefighters.
- b. Control and Non-Uniformed Personnel -  
The Local Government Superannuation Scheme is a funded, defined benefit scheme which is available to control and non-uniformed staff. The Scheme's assets are valued on a bid basis annually as at 31 March.

The costs of retirement benefits are charged when they are earned by the employees rather than when they are actually paid as benefits. This charge is estimated by an actuarial valuation. Past service costs, where officers are awarded injury benefits, are charged to Head of Finance and Treasurer subdivision of the Net Cost of Service in the CIES Expenditure Analysis on Page 47.

Interest cost of liabilities and any actuarial gains or losses on assets are also charged to the Comprehensive Income and Expenditure Statement. International Accounting Standard 19



(IAS 19) accounting entries are then reversed out from the General Fund Balance in the Movement in Reserves Statement in order that they do not represent a charge to the council tax payer. The pension information provided by the actuary is included within Note 29.

### **Termination Benefits**

Where a firefighter is retired on ill health grounds the Authority makes a contribution to the pension fund towards the cost of the additional pension awarded. Where a firefighter is retired on injury grounds any injury award and injury pension costs will be charged to the Net Cost of Service. Termination benefits relating to compulsory and voluntary redundancies are charged, on an accruals basis, to the appropriate service area.

### **Benefits Payable during Employment**

Short-term employee benefits are those due to be settled within 12 months of the year end. They include such benefits as wages and salaries, paid annual leave and paid sick leave, bonuses and non-monetary benefits (e.g. cars) for current employees and are recognised as an expense for services in the year in which employees render service to the Authority. An accrual is made for the cost of holiday entitlements (or any form of leave, e.g. time off in lieu) earned by employees but not taken before the year end which employees can carry forward into the next financial year. The accrual is made at the wage and salary rates applicable at current year rates, which is not in line with IAS 19 but the difference is not deemed to be material. The accrual is charged to Surplus or Deficit on the Provision of Services, but then reversed out through the Movement in Reserves Statement so that holiday benefits are charged to revenue in the financial year in which the holiday absence occurs.

## **11. Leases**

### **Finance Leases:**

The Authority accounts for leases as finance leases where the terms of the lease transfer substantially all the risks and rewards incidental to ownership of the property, plant or equipment from the lessor to the lessee.

Where a lease covers both land and buildings, the land and buildings elements are considered separately for classification.

Arrangements that do not have the legal status of a lease but convey the right to use an asset in return for payment are accounted for under this policy where fulfilment of the arrangement is dependent on the use of specific assets.

Property, plant and equipment held under finance leases is recognised on the Balance Sheet at the commencement of the lease at its fair value measured at the lease's inception (or the present value of the minimum lease payments, if lower). The asset recognised is matched by a liability for the obligation to pay the lessor. Initial direct costs of the Authority are added to the carrying amount of the asset. Premiums paid on entry into a lease are applied to writing down the lease liability. Contingent rents are charged as expenses in the periods in which they are incurred.

Lease payments are apportioned between:

- A charge for the acquisition of the interest in the property, plant or equipment —applied to write down the lease liability, and
- A finance charge (debited to Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement).

Property, Plant and Equipment recognised under finance leases is accounted for using the policies applied generally to such assets, subject to depreciation being charged over the lease term if this is shorter than the asset's estimated useful life (where ownership of the asset does not transfer to the Authority at the end of the lease period).

The Authority is not required to raise council tax to cover depreciation or revaluation and impairment losses arising on leased assets. Instead, a prudent annual contribution is made from revenue funds towards the deemed capital investment in accordance with statutory requirements. Depreciation, revaluation and impairment losses are therefore substituted by a revenue contribution in the General Fund Balance, by way of an adjusting transaction with the Capital Adjustment Account in the Movement in Reserves Statement for the difference between the two.

### **Operating Leases - Authority as Lessee**

Leases that do not meet the definition of finance leases are accounted for as operating leases. Rentals payable are charged to the relevant service revenue account on a straight line basis over the term of the lease, generally meaning that rentals are charged when they become payable.

### **Operating Leases — Authority as Lessor**

Where the Authority grants an operating lease over a property, the asset is retained in the Balance Sheet. Rental income is credited to the Other Operating Expenditure line in the Comprehensive Income and Expenditure Statement.

## **12. Provisions, Contingent Liabilities and Contingent Assets**

### **Provisions**

Provisions are made where an event has taken place that gives the Authority a legal or constructive obligation that probably requires settlement by a transfer of economic benefits or service potential, and a reliable estimate can be made of the amount of the obligation.

Provisions are charged as an expense to the appropriate service line in the Comprehensive Income and Expenditure Statement in the year that the Authority becomes aware of the obligation, and are measured at the best estimate at the balance sheet date of the expenditure required to settle the obligation, taking into account relevant risks and uncertainties.

When payments are eventually made, they are charged to the provision carried in the Balance Sheet. Estimated settlements are reviewed at the end of each financial year — where it becomes less than probable that a transfer of economic benefits will now be required (or a

lower settlement than anticipated is made), the provision is reversed and credited back to the relevant service.

### **Contingent Liabilities**

A contingent liability arises where an event has taken place that gives the Authority a possible obligation whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Authority. Contingent liabilities also arise in circumstances where a provision would otherwise be made but either it is not probable that an outflow of resources will be required or the amount of the obligation cannot be measured reliably.

Contingent liabilities are not recognised in the Balance Sheet but disclosed in a note to the accounts.

### **Contingent Assets**

A contingent asset arises where an event has taken place that gives the Authority a possible asset whose existence will only be confirmed by the occurrence or otherwise of uncertain future events not wholly within the control of the Authority.

Contingent assets are not recognised in the Balance Sheet but disclosed in a note to the accounts where it is probable that there will be an inflow of economic benefits or service potential.

## **13. Reserves**

Reserves are specific amounts set aside for either future policy purposes, called Earmarked Reserves, or to cover contingencies, called General Reserve. Reserves are created by appropriating amounts out of the General Fund Balance in the Movement in Reserves Statement. Expenditure is then debited to the Comprehensive Income and Expenditure Statement when it is incurred. The reserve is then appropriated back into the General Fund Balance in the Movement in Reserves Statement so there is no net charge against council tax for the expenditure.

Certain reserves are kept to manage the accounting processes for non-current assets, financial instruments, retirement and employee benefits and do not represent usable resources for the Authority — these reserves are explained in the relevant notes.

## **14. Support Services Allocation**

The segmental reporting structure in the CIES is now structured in the way we report to our management internally.

## **15. Government Grants and Contributions**

Whether paid on account, by instalments or in arrears, government grants and third party contributions and donations are recognised as due to the Authority when there is reasonable assurance that:

- the Authority will comply with the conditions attached to the payments, and
- the grants or contributions will be received

Amounts recognised as due to the Authority are not credited to the Comprehensive Income and Expenditure Statement until conditions attached to the grant or contributions have been satisfied. Conditions are stipulations that specify that the future economic benefits or service potential embodied in the asset acquired using the grant or contribution are required to be consumed by the recipient as specified, or future economic benefits or service potential must be returned to the transferor.

Monies advanced as grants and contributions for which conditions have not been satisfied are carried in the Balance Sheet as creditors. When conditions are satisfied, the grant or contribution is credited to the relevant service line (attributable revenue grants and contributions) or Taxation and Non-Specific Grant Income (non-ring-fenced revenue grants and all capital grants) in the Comprehensive Income and Expenditure Statement.

Where capital grants are credited to the Comprehensive Income and Expenditure Statement, they are reversed out of the General Fund Balance in the Movement in Reserves Statement. Where the grant has yet to be used to finance capital expenditure, it is posted to the Capital Grants Unapplied Reserve. Where it has been applied, it is posted to the Capital Adjustment Account. Amounts in the Capital Grants Unapplied Reserve are transferred to the Capital Adjustment Account once they have been applied to fund capital expenditure.

The Government pay a 'Top Up' grant to cover the net costs of the Pension Fund Account. This grant is not shown as income in the Comprehensive Income and Expenditure Statement but is paid direct to the Pension Fund Account.

## **16. VAT**

Income and expenditure excludes any amounts related to VAT, as VAT collected is payable to HM Revenues and Customs and all VAT paid is recoverable from it.

## **17. Revenue Expenditure Funded from Capital under Statute**

Expenditure incurred during the year that may be capitalised under statutory provisions but that does not result in the creation of a non-current asset has been charged as expenditure to the relevant service in the Comprehensive Income and Expenditure Statement in the year. Where the Authority has determined to meet the cost of this expenditure from existing capital resources or by borrowing, a transfer in the Movement in Reserves Statement from the General Fund Balance to the Capital Adjustment Account then reverses out the amounts charged so that there is no impact on the level of council tax.

## **18. Cash and Cash Equivalents**

Cash is represented by cash in hand and deposits with financial institutions repayable without penalty on notice of not more than 24 hours. Cash equivalents are investments that mature in less than three months from the date of acquisition and that are readily convertible to known amounts of cash with insignificant risk of change of value.

In the Cash Flow Statement, cash and cash equivalents are shown net of bank overdrafts that are repayable on demand and form an integral part of the Authority's cash management.

### **19. Events after the Balance Sheet Date**

Events after the Balance Sheet date are those events, both favourable and unfavourable, that occur between the end of the reporting period and the date when the Statement of Accounts is authorised for issue. Two types of events can be identified:

- those that provide evidence of conditions that existed at the end of the reporting period - the Statement of Accounts is adjusted to reflect such events.
- those that are indicative of conditions that arose after the reporting period — the Statement of Accounts is not adjusted to reflect such events, but where a category of events would have a material effect, disclosure is made in the notes of the nature of the events and their estimated financial effect.
- Events taking place after the date of authorisation for issue are not reflected in the Statement of Accounts.

### **20. Foreign Currency Transactions**

Where the Authority has entered into a transaction denominated in a foreign currency, the transaction is converted into sterling at the exchange rate applicable on the date the transaction was effective. Where amounts in foreign currency are outstanding at the year end, they are re-converted at the spot exchange rate at 31 March. Resulting gains or losses are recognised in the Financing and Investment Income and Expenditure line in the Comprehensive Income and Expenditure Statement.

### **21. Prior period adjustments, changes in accounting policies and estimates and errors**

#### **2018/19 presentational changes to the statement of accounts**

There are no prior year adjustments, changes in accounting policies or estimates and errors within the 2017/18 financial year.

#### **Critical Judgements in Applying Accounting Policies**

In applying the accounting policies set out above, the Authority has had to make certain judgements about complex transactions or those involving uncertainty about future events. The critical judgements made in the Statement of Accounts are:

There is a high degree of uncertainty about future levels of funding for local government. However, the Authority has determined that this uncertainty is not yet sufficient to provide an indication that the assets of the Authority might be impaired as a result of a need to close stations and reduce levels of service provision.

Standards that have been issued but not yet adopted, which may require disclosure in 2018/19 accounts, are anticipated to be listed in Appendix C of the 2019/20 Code when it is published. In the interim potentially relevant standards include:

- Amendments to IAS 40 Investment Property: Transfers of Investment Property

- Annual Improvements to IFRS Standards 2014 - 2016 Cycle
- IFRIC 22 Foreign Currency Transactions and Advance Consideration
- IFRIC 23 Uncertainty over Income Tax Treatments
- Amendments to IFRS 9 Financial Instruments: *Prepayment Features with*

#### *Negative Compensation*

It is not anticipated that any of the revised standards will have a material impact on the amounts disclosed.

### **Assumptions made about future and other major sources of estimation uncertainty**

The preparation of financial statements requires management to make judgements, estimates and assumptions that affect the amounts reported for assets and liabilities as at the balance sheet date and the amounts reported for the revenues and expenses during the year. However, the nature of estimation means that actual outcomes could differ from those estimates. The key judgements and estimation uncertainty that have a significant risk of causing material adjustment to the carrying amounts of assets and liabilities within the next financial year are on the pension liabilities for both the Firefighters Pension Scheme and the Local Government Pension Scheme.

The estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected return on pension fund assets (LGPS Scheme only). The actuaries have been appointed to provide the Authority with expert advice about both assumptions made in the pension calculations and about sensitivities to these assumptions.

Depreciation — the remaining useful lives of all assets are estimated. The Authority relies on the expertise of an external valuer to determine the lives of all building assets. The lives of vehicles, plant and equipment and intangible assets are based on historical experience and professional estimates. If the estimates were to differ from the actuals this would affect the level of depreciation and amortisation charged to the Comprehensive Income and Expenditure Statement, as well as the carrying amounts of non-current assets in the Balance Sheet. The carrying amounts of non-current assets as at 31 March 2019 was £33.540m. Total depreciation for the year was £1.878m and the reversal of impairment for the year was (£163k).

Revaluations and Impairments — the value of non-current assets are reviewed annually by a qualified valuer based on the latest guidance from the Royal Institute of Chartered Surveyors and the recently observed market information. If the estimates were to differ from the actual results this would result in a higher or lower carrying amount for non-current assets in the Balance Sheet.

### **Assumptions made about the future and other major sources of estimation uncertainty**

Estimation of the net liability to pay pensions depends on a number of complex judgements relating to the discount rate used, the rate at which salaries are projected to increase, changes in retirement ages, mortality rates and expected returns on pension fund assets.

The sensitivities regarding principal assumptions used to measure the scheme liabilities are set out below;

<b>Fire Fighters Pension Sensitivity Analysis</b>	<b>£'000</b>
Increase to the discount rate of 0.5%	
Increase on Present Value of total scheme liabilities	35,000
Increase in salary increase rate of 0.5%	
Increase on Present Value of total scheme liabilities	5,000
Increase in the Pensions Increase Rate (CPI) of 0.5%	
Increase on Present Value of total scheme liabilities	26,000
Increase in life expectancy of one (1) year	
Increase on Present Value of total scheme liabilities	8,000
<b>LGPS Pension Scheme Sensitivity Analysis</b>	<b>£'000</b>
Decrease to the discount rate of 0.1%	
Increase on Present Value of total scheme liabilities	724
Increase in salary increase rate of 0.1%	
Increase on Present Value of total scheme liabilities	156
Increase in pension increases & deferred revaluation 0.1%	
Increase on Present Value of total scheme liabilities	567
Increase in the Life Expectancy Assumptions of 1Yr	
Increase on Present Value of total scheme liabilities	1,308

## **MOVEMENT IN RESERVES STATEMENT**

This statement shows the movement in the year on the different reserves held by the Authority, analysed into 'usable reserves' (i.e. those that can be applied to fund expenditure or reduce local taxation) and other reserves. The Surplus or (Deficit) on the Provision of Services line shows the true economic cost of providing the Authority's services, more details of which are shown in the Comprehensive Income and Expenditure Statement. This is different from the statutory amount required to be charged to the General Fund Balance for council tax setting purposes. The Net Increase/Decrease before Transfers to Earmarked Reserves line shows the statutory General Fund Balance before any discretionary transfers to or from earmarked reserves undertaken by the Authority.

### **Usable Reserves**

	General Fund Balance	Earmarked Reserves	Capital Grants & Other Contributions Unapplied	Capital Receipts Reserve	Total Usable Reserves	Unusable Reserves (see below)	Total Authority Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Balance at 31 March 2017</b>	<b>2,600</b>	<b>12,248</b>	<b>202</b>	<b>641</b>	<b>15,692</b>	<b>(300,138)</b>	<b>(284,446)</b>
<b>Movement in Reserves 2017/18</b>							
Surplus or (deficit) on provision of service (accounting basis)	(6,104)	0	0	0	(6,104)	0	(6,104)
Other Comprehensive Income and Expenditure	0	0	0	0	0	(1,992)	(1,992)
<b>Total Comprehensive Income and Expenditure</b>	<b>(6,104)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(6,104)</b>	<b>(1,992)</b>	<b>(8,096)</b>
Adjustment between accounting basis and funding basis under regulations	6,303	0	(3)	56	6,356	(6,356)	0
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>199</b>	<b>0</b>	<b>(3)</b>	<b>56</b>	<b>252</b>	<b>(8,348)</b>	<b>(8,096)</b>
Transfers to/from Earmarked Reserves	(199)	199	0	0	(0)	0	0
<b>Increase/Decrease in Year</b>	<b>(0)</b>	<b>199</b>	<b>(3)</b>	<b>56</b>	<b>252</b>	<b>(8,348)</b>	<b>(8,096)</b>
<b>Balance at 31 March 2018</b>	<b>2,600</b>	<b>12,448</b>	<b>199</b>	<b>697</b>	<b>15,944</b>	<b>(308,485)</b>	<b>(292,541)</b>
<b>Movement in Reserves 2018/19</b>							
Surplus or (deficit) on provision of service (accounting basis)	(6,588)	0	0	0	(6,588)	0	(6,588)
Other Comprehensive Income and Expenditure	0	0	0	0	0	(20,127)	(20,127)
<b>Total Comprehensive Income and Expenditure</b>	<b>(6,588)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(6,588)</b>	<b>(20,127)</b>	<b>(26,715)</b>
Adjustment between accounting basis and funding basis under regulations	6,809	0	(10)	(53)	6,746	(6,746)	0
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>221</b>	<b>0</b>	<b>(10)</b>	<b>(53)</b>	<b>158</b>	<b>(26,873)</b>	<b>(26,715)</b>
Transfers to/from Earmarked Reserves	(221)	221	0	0	0	0	0
<b>Increase/Decrease in Year</b>	<b>(0)</b>	<b>221</b>	<b>(10)</b>	<b>(53)</b>	<b>158</b>	<b>(26,873)</b>	<b>(26,715)</b>
<b>Balance at 31 March 2019</b>	<b>2,600</b>	<b>12,669</b>	<b>189</b>	<b>644</b>	<b>16,102</b>	<b>(335,358)</b>	<b>(319,256)</b>



**Movement in Reserve Statement (continued)****Unusable Reserves**

	Revaluation Reserve	Capital Adjustment Account	LGPS Pension Reserve	Firefighters Pension Reserve	Collection Fund Adjustment Account	Accumulated Absences Account	Total Unusable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Balance at 31 March 2017</b>	<b>5,713</b>	<b>16,641</b>	<b>(12,749)</b>	<b>(309,933)</b>	<b>367</b>	<b>(177)</b>	<b>(300,138)</b>
<b>Movement in Reserves 2017/18</b>							
Surplus or (deficit) on provision of service (accounting basis)	0	0	0	0	0	0	0
Other Comprehensive Expenditure and Income	952	0	336	(3,280)	0	0	(1,992)
<b>Total Comprehensive Expenditure and Income</b>	<b>952</b>	<b>0</b>	<b>336</b>	<b>(3,280)</b>	<b>0</b>	<b>0</b>	<b>(1,992)</b>
Adjustment between accounting basis and funding basis under regulations	(215)	865	(1,200)	(5,737)	(72)	4	(6,355)
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>737</b>	<b>865</b>	<b>(864)</b>	<b>(9,017)</b>	<b>(72)</b>	<b>4</b>	<b>(8,347)</b>
Transfers to/from Earmarked Reserves	0	0	0	0	0	0	0
<b>Increase/Decrease in Year</b>	<b>737</b>	<b>865</b>	<b>(864)</b>	<b>(9,017)</b>	<b>(72)</b>	<b>4</b>	<b>(8,347)</b>
<b>Balance at 31 March 2018</b>	<b>6,450</b>	<b>17,506</b>	<b>(13,613)</b>	<b>(318,950)</b>	<b>295</b>	<b>(173)</b>	<b>(308,485)</b>
<b>Movement in Reserves 2018/19</b>							
Surplus or (deficit) on provision of service (accounting basis)	0	0	0	0	0	0	0
Other Comprehensive Expenditure and Income	1,163	0	291	(21,581)	0	0	(20,127)
<b>Total Comprehensive Expenditure and Income</b>	<b>1,163</b>	<b>0</b>	<b>291</b>	<b>(21,581)</b>	<b>0</b>	<b>0</b>	<b>(20,127)</b>
Adjustment between accounting basis and funding basis under regulations	(271)	329	(1,122)	(5,649)	(11)	(23)	(6,747)
<b>Net Increase/Decrease before Transfers to Earmarked Reserves</b>	<b>892</b>	<b>329</b>	<b>(831)</b>	<b>(27,230)</b>	<b>(11)</b>	<b>(23)</b>	<b>(26,874)</b>
Transfers to/from Earmarked Reserves	0	0	0	0	0	0	0
<b>Increase/Decrease in Year</b>	<b>892</b>	<b>329</b>	<b>(831)</b>	<b>(27,320)</b>	<b>(11)</b>	<b>(23)</b>	<b>(26,874)</b>
<b>Balance at 31 March 2019</b>	<b>7,342</b>	<b>17,836</b>	<b>(14,444)</b>	<b>(346,180)</b>	<b>284</b>	<b>(196)</b>	<b>(335,358)</b>

## **COMPREHENSIVE INCOME AND EXPENDITURE STATEMENT FOR THE YEAR ENDING 31 MARCH 2019**

This statement shows the accounting cost in the year of providing services in accordance with generally accepted accounting practices, rather than the amount to be funded from taxation. Authorities raise taxation to cover expenditure in accordance with regulations; this may be different from the accounting cost. The taxation position is shown in the Movement in Reserves Statement.

2017/18 (restated)				2018/19			
Gross Expenditure £'000	Income £'000	Net Expenditure £'000	By Service	Gross Expenditure £'000	Income £'000	Net Expenditure £'000	
605	(6)	599	Strategic Management	678	(8)	670	
15,694	(45)	15,649	Head of Response	16,285	(36)	16,249	
2,877	(60)	2,817	Head of Service Support	3,701	(239)	3,462	
1,158	0	1,158	Head of Service Development and Assurance	1,146	0	1,146	
1,001	(25)	976	Head of Human Resources	1,073	(8)	1,065	
2,475	(312)	2,163	Head of Information Communications	2,682	(227)	2,455	
1,798	(32)	1,767	Head of Protection	1,816	(38)	1,778	
1,114	(269)	845	Head of Finance and Treasurer	1,050	(536)	514	
<b>26,723</b>	<b>(750)</b>	<b>25,973</b>	<b>Net Cost of Services</b>	<b>28,431</b>	<b>(1,092)</b>	<b>27,339</b>	
			<b>Other Operating Expenditure</b> (Gains) and Losses on the Disposal of Fixed Assets				
26	(56)	(30)		11	(82)	(71)	
			<b>Financing and Investment Income and Expenditure</b>				
422	0	422	Interest Payable and Similar Charges	422	0	422	
0	(108)	(108)	Interest and Investment Income	0	(148)	(148)	
8,523	0	8,523	Net Interest on the net defined benefit liability (asset)	8,456	0	8,456	
			<b>Non-Specific Grant Income</b>				
0	(3,516)	(3,516)	General Government Grants (incl. council tax freeze grant)	0	(2,863)	(2,863)	
0	(2,049)	(2,049)	Retained Business Rate	0	(2,141)	(2,141)	
0	(3,743)	(3,743)	Business Rates Top Up and Grants	0	(4,170)	(4,170)	
			<b>Taxation Precepts:</b>				
0	(5,400)	(5,400)	Bedford Borough Council	0	(5,664)	(5,664)	
0	(9,183)	(9,183)	Central Bedfordshire Council	0	(9,651)	(9,651)	
0	(4,785)	(4,785)	Luton Borough Council	0	(4,921)	(4,921)	
<b>35,694</b>	<b>(29,590)</b>	<b>6,104</b>	<b>(Surplus) or Deficit on Provision of Service</b>	<b>37,320</b>	<b>(30,732)</b>	<b>6,588</b>	
		<b>(952)</b>	(Surplus) or Deficit of Non-Current Assets			<b>(1,163)</b>	
		<b>2,944</b>	Re-measurement of the net defined benefit/liability			<b>21,290</b>	
		<b>8,096</b>	<b>Total Comprehensive Income and Expenditure</b>			<b>26,715</b>	

\* The 2017/18 figures above have been restated to take into account a minor movements between service areas.

**BALANCE SHEET AS AT 31 MARCH 2019**

The Balance Sheet shows the value as at the Balance Sheet date of the assets and liabilities recognised by the Authority. The net assets of the Authority (assets less liabilities) are matched by reserves held by the Authority. Reserves are reported in two categories. The first category of reserves are usable reserves, i.e. those reserves that the Authority may use to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (for example the Capital Receipts Reserve that may only be used to fund capital expenditure or repay debt). The second category of reserves are those that the Authority is not able to use to provide services. This category of reserves includes reserves that hold unrealised gains and losses (for example the Revaluation Reserve), where amounts would only become available to provide services if the assets are sold; and reserves that hold timing differences shown in the Movement in Reserves Statement line 'Adjustments between accounting basis and funding basis under regulations'.

31 March 18 £'000		31 March 19 £'000	See Note
	<b>Non-Current Assets</b>		
25,139	Land and Buildings	25,867	11
6,592	Vehicles, Plant and Equipment	7,239	11
	<b>Non-Operational Assets</b>		
1,080	Assets Under Construction	434	11
<b>32,811</b>	<b>Total Property, Plant and Equipment</b>	<b>33,540</b>	
35	Heritage Assets	35	
0	Intangible Assets	0	12
188	Long term Debtors	149	14
<b>33,034</b>	<b>Total Long Term Assets</b>	<b>33,724</b>	
	<b>Current Assets</b>		
394	Inventories	341	13
3,723	Short Term Debtors	2,626	14
1,042	Prepayments	1,078	15
13,524	Short Term Investments	14,550	20
1,878	Cash and Cash Equivalents	2,298	21
<b>20,561</b>	<b>Total Current Assets</b>	<b>20,893</b>	
<b>53,595</b>	<b>Total Assets</b>	<b>54,617</b>	
	<b>Current Liabilities</b>		
0	Short Term Borrowing	0	
(2,755)	Short Term Creditors	(2,539)	16
(532)	Other Creditors	(474)	17
(64)	Lease Creditors	(5)	10
<b>(3,351)</b>	<b>Total Current Liabilities</b>	<b>(3,018)</b>	
	<b>Non-Current Liabilities</b>		
(9,987)	Long Term Borrowing	(9,987)	19
(6)	Lease Creditors	0	10
(229)	Provisions	(244)	23
(332,563)	Defined Benefit Pension Scheme	(360,624)	24
<b>(342,785)</b>	<b>Total Non-Current Liabilities</b>	<b>(370,855)</b>	
<b>(346,136)</b>	<b>Total Liabilities</b>	<b>(373,873)</b>	
<b>(292,541)</b>	<b>Net Assets/Liabilities</b>	<b>(319,256)</b>	

**BALANCE SHEET AS AT 31 MARCH 2019 (continued)**

<b>31-March-18 £'000</b>		<b>31-March-19 £'000</b>	<b>See Note</b>
	<b>Reserves</b>		
	<b>Unusable Reserves</b>		
6,450	Revaluation Reserve	7,342	25
17,506	Capital Adjustment Account	17,836	25
295	Collection Fund Adjustment Account	284	18
(173)	Accumulated Absences Account	(196)	25
(332,563)	Pension Reserve	(360,624)	25/29
<b>(308,485)</b>	<b>Total Unusable Reserves</b>	<b>(335,358)</b>	
	<b>Usable Reserves</b>		
697	Capital Receipts Reserve	644	24
199	Grants and Other Contributions Unapplied	189	24
12,448	Earmarked Reserves	12,669	24
2,600	General Reserves	2,600	24
<b>15,944</b>	<b>Total Usable Reserves</b>	<b>16,102</b>	
<b>(292,541)</b>	<b>Total Tax Payers Equity</b>	<b>(319,256)</b>	

The Draft Statement of Accounts were authorised on the 24 May 2019 by the Assistant Chief Officer / FRA Treasurer.

## **CASH FLOW STATEMENT**

The Cash Flow Statement shows the changes in cash and cash equivalents of the Authority during the reported period. The statement shows how the Authority generates and uses cash and cash equivalents by classifying cash flows as operating, investing and financing activities. The amount of net cash flows arising from operating activities is a key indicator of the extent to which the operations of the Authority are funded by way of taxation and grant income or from recipients of services provided by the Authority. Investing activities represent the extent to which cash outflows have been made for resources which are intended to contribute to the Authority's future service delivery. Cash flows arising from financing activities are useful in predicting claims on future cash flows by providers of capital (i.e. borrowing) to the authority.

<b>2017/18 £'00</b>		<b>2018/19 £'000</b>	<b>2018/19 £'000</b>
	<b>Operating Activities</b>		
	<b>Cash Outflows:</b>		
23,756	Cash paid to and on behalf of Employees	22,048	
4,618	Cash Paid to Suppliers of Goods and Service	5,176	
211	Interest Paid	422	
28,585	Cash Outflows Generated from Operating Activities		27,646
	<b>Cash Inflows:</b>		
(19,440)	Council Tax Receipts	(20,311)	
(5,792)	National Non-Domestic Rates	(6,246)	
(3,509)	Revenue Support Grant	(2,856)	
(426)	Other Grants	(261)	
(699)	Sales of Goods and Rendering of Services	(563)	
0	Other Operating Cash Receipts	0	
(111)	Interest Received	(121)	
(29,977)	Cash Inflows Generated from Operating Activities		(30,358)
<b>(1,392)</b>	<b>Net Cash Outflow/(Inflow) on Operating Activities:</b>		<b>(2,712)</b>
	<b>Investing Activities</b>		
	<b>Cash Outflows:</b>		
1,053	Purchase of Property, Plant and Equipment	1,310	
0	Purchase of Long term and Short Term Investments	1,000	
	<b>Cash Flows:</b>		
(56)	Sale of Property, Plant and Equipment	(82)	
0	Capital Grants and Other Receipts	0	
<b>997</b>	<b>Net Cash Outflow/(Inflow) from Investing Activities</b>		<b>2,228</b>
	<b>Financing Activities:</b>		
	<b>Cash Outflows:</b>		
62	Cash Payments for the Reduction of the Outstanding Liabilities relating to Finance Leases	64	
	<b>Cash Inflows:</b>		
<b>62</b>	<b>Net Cash Outflow/(Inflow) from Financing:</b>		<b>64</b>
<b>(333)</b>	<b>Net (Increase)/Decrease in Cash and Cash Equivalents</b>		<b>(420)</b>
(1,545)	Cash and Cash Equivalents at the beginning of the reporting year		(1,878)
(1,878)	Cash and Cash equivalents at the end of the reporting year		(2,298)
<b>(333)</b>	<b>Net Change in Cash and Cash equivalents in the Year</b>		<b>(420)</b>

## **NOTES TO THE CORE FINANCIAL STATEMENTS**

### **1. Expenditure and Funding Analysis**

The Expenditure and Funding Analysis shows how annual expenditure is used and funded from resources (government grants, rents, council tax and business rates) by local authorities in comparison with those resources consumed or earned by authorities in accordance with generally accepted accounting practices. It also shows how this expenditure is allocated for decision making purposes between the authority's directorates/services/departments. Income and expenditure accounted for under generally accepted accounting practices is presented more fully in the Comprehensive Income and Expenditure Statement:

2017/18 (Restated)				2018/19		
Net Expenditure chargeable to the General Fund	Adjustments between Funding and Accounting Basis	Net Expenditure in the CIES	By Service	Net Expenditure chargeable to the General Fund	Adjustments between Funding and Accounting Basis	Net Expenditure in the CIES
£'000	£'000	£'000		£'000	£'000	£'000
539	60	599	Strategic Management	612	58	670
14,341	1,306	15,647	Head of Response	14,938	1,310	16,248
3,108	(290)	2,817	Head of Service Support	3,147	314	3,461
1,069	89	1,158	Head of Service Development and Assurance	1,066	79	1,141
1,616	150	1,767	Head of Protection	1,628	151	1,779
732	113	845	Head of Finance & Treasurer	473	42	515
1,949	215	2,163	Head of Information Communications	2,185	270	2,455
814	163	977	Head of Human Resources	909	157	1,066
<b>24,167</b>	<b>1,806</b>	<b>25,973</b>	<b>Net Cost of Services</b>	<b>24,958</b>	<b>2,381</b>	<b>27,339</b>
(24,366)	4,497	(19,869)	Other Income & Expenditure	(25,179)	4,428	(20,751)
<b>(199)</b>	<b>6,303</b>	<b>6,104</b>	<b>(Surplus)/Deficit on provision of Services</b>	<b>(221)</b>	<b>6,809</b>	<b>6,588</b>
(2,600)			Opening General Fund Balance	(2,600)		
<b>(199)</b>			<b>Less/Plus (Surplus)/Deficit on General Fund</b>	<b>(221)</b>		
199			Transfer to Earmarked Reserves	221		
<b>(2,600)</b>			<b>Closing General Fund Balance @ 31 March</b>	<b>(2,600)</b>		

#### **1.a. Segmental Income**

For information regarding income please see CIES.

**1.b. Adjustments between Funding and Accounting Basis****2018/19**

<b>Adjustments from General Fund to Arrive at the Comprehensive Income and Expenditure Statement Amounts</b>	<b>Adjustments for Capital Purposes £'000</b>	<b>Net Change for Pension Adjustments £'000</b>	<b>Other Differences £'000</b>	<b>Total Adjustments £'000</b>
Strategic Management	28	30	0	58
Head of Response	1,097	213	0	1,310
Head of Service Support	200	114	0	314
Head of Service Development and Assurance	0	79	0	79
Head of Protection	27	124	0	151
Head of Finance & Treasurer	73	(31)	0	42
Head of Information Communications	172	98	0	270
Head of Human Resources	54	103	0	157
<b>Net Cost of Services</b>	<b>1,651</b>	<b>730</b>	<b>0</b>	<b>2,381</b>
Other Income & Expenditure from the EFA Analysis	(1,647)	6,041	34	4,428
<b>Differences between the General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Services</b>	<b>4</b>	<b>6,771</b>	<b>34</b>	<b>6,809</b>

For comparison, the following table sets out the disclosures for adjustments between funding and accounting basis during 2017/18 having been restated to reflect minor changes in movements between service areas within the year.

**2017/18 Restated**

<b>Adjustments from General Fund to Arrive at the Comprehensive Income and Expenditure Statement Amounts</b>	<b>Adjustments for Capital Purposes £'000</b>	<b>Net Change for Pension Adjustments £'000</b>	<b>Other Differences £'000</b>	<b>Total Adjustments £'000</b>
Strategic Management	27	32	0	60
Head of Response	1,046	261	0	1,307
Head of Service Support	(392)	101	0	(290)
Head of service Development and Assurance	0	89	0	89
Head of Protection	10	140	0	150
Head of Finance & Treasurer	73	41	0	113
Head of Information Communications	130	85	0	215
Head of Human Resources	54	108	0	162
<b>Net Cost of Services</b>	<b>948</b>	<b>857</b>	<b>0</b>	<b>1,806</b>
Other Income & Expenditure from the EFA Analysis	(1,650)	6,079	68	4,497
<b>Differences between the General Fund Surplus or Deficit and CIES Surplus or Deficit on the Provision of Services</b>	<b>(702)</b>	<b>6,936</b>	<b>68</b>	<b>6,303</b>

### **i. Adjustments for Capital Purposes**

Adjustments for capital purposes — this column adds in depreciation and impairment and revaluation gains and losses in the services line, and for:

- Other operating expenditure - adjusts for capital disposals with a transfer of income on disposal of assets and the amounts written off for those assets.
- Financing and investment income and expenditure - the statutory charges for capital financing i.e. Minimum Revenue Provision and other revenue contributions are deducted from other income and expenditure as these are not chargeable under generally accepted accounting practices.
- Taxation and non-specific grant income and expenditure — Capital grants are adjusted for income not chargeable under generally accepted accounting practices. Revenue grants are adjusted for those receivable in the year to those receivable without conditions or for which conditions were satisfied throughout the year. The Taxation and Non-Specific grant Income and Expenditure line is credited with Capital grants receivable in the year without conditions or for those where conditions were satisfied in the year.

### **ii. Net Change for the Pensions Adjustments**

Net change for the removal of pension contributions and the addition of IAS19 Employee Benefits pension related expenditure and income:

- For services this represents the removal of the employer pension contributions made by the Authority as allowed by statute and the replacement with current service costs and past service costs.

### **iii. Other Differences**

Other differences between amounts debited/credited to the Comprehensive Income and Expenditure Statement and amounts payable/receivable to be recognised under statute:

- For Financing and investment income and expenditure - the other differences column recognises adjustments to the General Fund for the timing differences for premiums and discounts.
- The charge under Taxation and non-specific grant income and expenditure represents the difference between what is chargeable under statutory regulations for council tax and NDR that was projected to be received at the start of the year and income recognised under generally accepted accounting practises in the code. This is a timing difference as any difference will be brought forward in the future Surplus or deficit on the Collection Fund.
- The Accumulated Absences Account absorbs the differences that would otherwise arise on the General Fund balance from accruing for Compensated Absences earned but not taken in year.



### 1.c Expenditure and Income Analysed By Nature

The Authority's expenditure and income is analysed as follows:

<b>Expenditure/Income Service Analysis</b>	<b>2017/18 £'000</b>	<b>2018/19 £'000</b>
Fees, Charges and Other Service Income	(598)	(861)
Interest and Investment Income	(108)	(148)
Income from Council Tax	(19,368)	(20,236)
Government Grants and Contributions	(9,516)	(9,487)
<b>Total Income</b>	<b>(29,590)</b>	<b>(30,732)</b>
Employee Expenses	21,004	21,421
Employee Absence Accrual	(4)	23
Other Operating Expenses	4,712	5,272
Depreciation, Amortization and Impairment	1,010	1,715
Interest Payments	422	422
Pensions Interest Cost and Return on Pension Fund Assets	8,523	8,456
Disposal on non-current assets	26	11
<b>Total Operating Expenses</b>	<b>35,694</b>	<b>37,320</b>
<b>Surplus (-) or deficit on the provision of Services</b>	<b>6,104</b>	<b>6,588</b>

## Appendix 1

2018-2019

## Usable Reserves

	General Fund Balance £'000	Earmarked Reserves £'000	Capital Receipts Reserve £'000	Capital Grants and Other Contributions £'000	Total Useable Reserves £'000
<b>Adjustments primarily Involving the Capital Adjustment Account:</b>					
Charges for depreciation and impairment of non-current assets	(1,715)				(1,715)
Difference between historic cost and current cost depreciation	0				0
Amount by which finance costs calculated in accordance with the Code are different from the amount of finance costs calculated in accordance with statutory requirements	64				64
Statutory provision for the financing of Capital investment	428				428
Write out on disposal of fixed assets	(10)				(10)
Capital expenditure charged to the General Fund Balance	1,147				1,147
<b>Adjustments Primarily Involving the Pensions Reserve:</b>					
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different from the contributions due under Local Government pension Scheme regulations	(1,122)				(1,122)
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different the contributions due under Uniformed pension scheme regulations	(5,649)				(5,649)
<b>Adjustments Primarily Involving the Capital Receipts Reserve:</b>					
Transfer of cash sale proceeds credited as part of the gain/loss on disposals to the CIES	82		(82)		0
Capital receipts applied	0		134		134
<b>Adjustments Primarily Involving the Capital Grants Unapplied Account:</b>					
Capital Grants Received in prior years applied	0			10	10
<b>Adjustments Primarily Involving the Accumulated Absences Account:</b>					
Amounts by which officer remuneration included in the CIES is different from the amount taken to the General Fund in accordance with regulations	(23)				(23)
<b>Adjustments Primarily Involving the Collection Fund Adjustment Account:</b>					
Amount by which council tax and non-domestic rating account income included in the Comp. I & E Account is different from the amount taken to the General Fund in accordance with regulations	(11)				(11)
	(6,809)	0	52	10	(6,747)

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**2. Adjustments between accounting basis and funding basis under regulations**

This note details the adjustments that are made to the total comprehensive income and expenditure recognised by the Authority in the year in accordance with proper accounting practice to the resources that are specified by statutory provisions as being available to the Authority to meet future capital and revenue expenditure.

## Appendix 1

**2018-2019**  
**Unusable Reserves**

	Total Usable Reserves £'000	Revaluation Reserve £'000	Capital Adjustment Account £'000	LGPS Pension Reserve £'000	Firefighters Pension Reserve £'000	Collection Fund Adjustment Account £'000	Accumulated Absences Account £'000	Unusable Reserve Total £'000	Total £'000
<b>Adjustments Primarily Involving the Capital Adjustment Account:</b>									
Charges for depreciation and impairment of non-current assets	(1,715)		1,715					1,715	0
Difference between historic cost and current cost depreciation		271	(271)					0	0
Amount by which finance costs calculated in accordance with the Code are different from the amount of finance costs calculated in accordance with statutory requirements	64		(64)					(64)	0
Statutory provision for the financing of Capital investment	428		(428)					(428)	0
Write out on disposal of fixed assets	(10)		10					10	0
Capital expenditure charged to the General Fund Balance	1,147		(1,147)					(1,147)	0
<b>Adjustments Primarily Involving the Pensions Reserve:</b>									
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different from the contributions due under Local Government pension Scheme regulations	(1,122)			1,122				1,122	0
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different the contributions due under Uniformed pension scheme regulations	(5,649)				5,649			5,649	0
<b>Adjustments Primarily Involving the Capital Receipts Reserve:</b>									
Transfer of cash sale proceeds credited as part of the gain/loss on disposals to the CIES	0							0	0
Capital receipts applied	134		(134)					(134)	0
<b>Adjustments Primarily Involving the Capital Grants Unapplied Account:</b>									
Capital Grants Received in prior years applied	10		(10)					(10)	0
<b>Adjustments Primarily Involving the Accumulated Absences Account:</b>									
Amounts by which officer remuneration included in the CIES is different from the amount taken to the General Fund in accordance with regulations	(23)						23	23	0
<b>Adjustments Primarily Involving the Collection Fund Adjustment Account:</b>									
Amount by which council tax and non-domestic rating account income included in the Comp. I & E Account is different from the amount taken to the General Fund in accordance with regulations	(11)					11		11	0
	(6,747)	271	(329)	1,122	5,649	11	23	6,747	0

## Appendix 1

2017-18

## Usable Reserves

	General Fund Balance £'000	Earmarked Reserves £'000	Capital Receipts Reserve £'000	Capital Grants and other Contributions £'000	Total Usable Reserves £'000
<b>Adjustments Primarily Involving the Capital Adjustment Account:</b>					
Charges for depreciation and impairment of non-current assets	(1,010)				(1,010)
Difference between historic cost and current cost depreciation	0				0
Amount by which finance costs calculated in accordance with the Code are different from the amount of finance costs calculated in accordance with statutory requirements	62				62
Statutory provision for the financing of Capital investment	434				434
Write out on disposal of fixed assets	(26)				(26)
Capital expenditure charged to the General Fund Balance	1,186				1,186
<b>Adjustments Primarily Involving the Pensions Reserve:</b>					
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different from the contributions due under Local Government pension Scheme regulations	(1,200)				(1,200)
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different the contributions due under Uniformed pension scheme regulations	(5,737)				(5,737)
<b>Adjustments Primarily Involving the Capital Receipts Reserve:</b>					
Transfer of cash sale proceeds credited as part of the gain/loss on disposals to the CIES	56		(56)		0
<b>Adjustments Primarily Involving the Capital Grants Unapplied Account:</b>					
Capital Grants Received in prior years applied				3	3
<b>Adjustments Primarily Involving the Accumulated Absences Account:</b>					
Amounts by which officer remuneration included in the CIES is different from the amount taken to the General Fund in accordance with regulations	4				4
<b>Adjustments Primarily Involving the Collection Fund Adjustment Account:</b>					
Amount by which council tax and non-domestic rating account income included in the Comp. I & E Account is different from the amount taken to the General Fund in accordance with regulations	(72)				(72)
	<b>(6,303)</b>	<b>0</b>	<b>(56)</b>	<b>3</b>	<b>(6,356)</b>

## Appendix 1

**2017-2018**  
**Unusable Reserves**

	Total Usable Reserves £'000	Revaluation Reserve £'000	Capital Adjustment Account £'000	LGPS Pension Reserve £'000	Firefighters Pension Reserve £'000	Collection Fund Adjustment Account £'000	Accumulated Absences Account £'000	Unusable Reserve Total £'000	Total £'000
<b>Adjustments Primarily Involving the Capital Adjustment Account:</b>									
Charges for depreciation and impairment of non-current assets	(1,010)		1,010					1,010	0
Difference between historic cost and current cost depreciation	0	215	(215)					0	0
Amount by which finance costs calculated in accordance with the Code are different from the amount of finance costs calculated in accordance with statutory requirements	62		(62)					(62)	0
Statutory provision for the financing of Capital investment	434		(434)					(434)	0
Write out on disposal of fixed assets	(26)		26					26	0
Capital expenditure charged to the General Fund Balance	1,186		(1,186)					(1,186)	0
<b>Adjustments Primarily Involving the Pensions Reserve:</b>									
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different from the contributions due under Local Government pension Scheme regulations	(1,200)			1,200				1,200	0
Amount by which pension costs calculated in accordance with the Code (i.e.; in accordance with IAS 19) are different the contributions due under Uniformed pension scheme regulations	(5,737)				5,737			5,737	0
<b>Adjustments Primarily Involving the Capital Receipts Reserve:</b>									
Transfer of cash sale proceeds credited as part of the gain/loss on disposals to the CIES	0							0	0

## Appendix 1

**2017-2018**  
**Unusable Reserves (continued)**

	Total Usable Reserves £'000	Revaluation Reserve £'000	Capital Adjustment Account £'000	LGPS Pension Reserve £'000	Firefighters Pension Reserve £'000	Collection Fund Adjustment Account £'000	Accumulated Absences Account £'000	Unusable Reserve Total £'000	Total £'000
<b>Adjustments Primarily Involving the Capital Grants Unapplied Account:</b>									
Capital Grants Received in prior years applied	3		(3)					(3)	0
<b>Adjustments Primarily Involving the Accumulated Absences Account:</b>									
Amounts by which officer remuneration included in the CIES is different from the amount taken to the General Fund in accordance with regulations	4						(4)	(4)	0
<b>Adjustments Primarily Involving the Collection Fund Adjustment Account:</b>									
Amount by which council tax and non-domestic rating account income included in the Comp. I & E Account is different from the amount taken to the General Fund in accordance with regulations	(72)					72		72	0
	<b>(6,356)</b>	<b>215</b>	<b>(864)</b>	<b>1,200</b>	<b>5,737</b>	<b>72</b>	<b>(4)</b>	<b>6,356</b>	<b>0</b>

### 3. Members' Allowances

A Members' Allowance Scheme for the Combined Fire Authority (CFA) was implemented on 31 December 2003 in accordance with the Local Government (Members Allowances) (England) Regulations 2003. The Authority paid the following amounts to Members of the CFA during the year:

	<b>2017/18 £'000</b>	<b>2018/19 £'000</b>
Allowances	68	70
Expenses	2	3
<b>Total</b>	<b>70</b>	<b>73</b>

### 4. Officers' Remuneration

The number of employees whose remuneration, excluding employer's pension contributions, was £50,000 or more in bands of £5,000 were:

<b>2017/18 No. of Employees</b>	<b>Remuneration Band</b>	<b>2018/19 No. of Employees</b>
5	50,000 to 54,999	8
7	55,000 to 59,999	7
4	60,000 to 64,999	2
4	65,000 to 69,999	6
1	70,000 to 74,999	0
0	75,000 to 79,999	1
5	80,000 to 84,999	2
0	85,000 to 89,999	2
2	90,000 to 94,999	0
0	95,000 to 99,999	0
2	100,000 to 104,999	3
0	105,000 to 109,999	0
0	110,000 to 114,999	0
0	115,000 to 119,999	1
0	145,000 to 150,000	1
<b>30</b>	<b>Total</b>	<b>33</b>

For this purpose 'remuneration' means all amounts paid to or receivable by an employee and includes sums due by way of taxable expenses, allowances and the estimated money value of any benefit received by an employee other than in cash.

NB - Includes officers that have retired and returned in different roles.

The following tables set out the remuneration disclosures for Senior Officers whose salary is less than £150,000 but equal to or more than £50,000 per annum:

**2018/19**

	Notes	Salary (including fees and allowances)  £	Expenses Allowance  £	Benefits in Kind  £	Total Remuneration (excluding) Pension Contributions  £	Employer's Pension Contributions  £	Total Remuneration (including pension contributions)  £
Chief Fire Officer	1	93,751	0	0	93,751	0	<b>93,751</b>
Deputy Chief Fire Officer	2	109,945	0	0	109,945	15,722	<b>125,667</b>
ACO Director of HR & OD	3	78,826	1,033	0	79,859	13,637	<b>93,496</b>
Secretary/ Monitoring Officer	6	11,877	0	0	11,877	2,055	<b>13,932</b>
Head of Finance & Treasurer to CFA	5	70,349	1,033	0	71,382	12,170	<b>83,552</b>
Temporary Assistant Chief Officer	4	17,156	206	0	17,362	2,968	<b>20,330</b>
<b>TOTAL</b>		<b>381,904</b>	<b>2,272</b>	<b>0</b>	<b>384,176</b>	<b>46,552</b>	<b>430,728</b>

**Notes**

1. Abated Salary (26.22hours)
2. Starter 04/05/18
3. Leaver 31/01/2019
4. Starter in role 01/02/2019
5. 31/01/2019 – left for acting up above item 4
6. Based on 30 days per year ACO salary (FTE Salary £102,685)

**2017/18**

	Notes	Salary (including fees and allowances)  £	Expenses Allowance  £	Benefits in Kind  £	Total Remuneration (excluding) Pension Contributions  £	Employer's Pension Contributions  £	Total Remuneration (including pension contributions)  £
Chief Fire Officer	1	90,662	0	1,859	92,521	0	<b>92,521</b>
Deputy Chief Fire Officer	2	81,673	0	362	82,035	17,512	<b>99,547</b>
Assistant Chief Fire Officer	3	98,319	639	3,378	102,336	17,240	<b>119,576</b>
Head of Finance & Treasurer to CFA		83,273	1,239	0	84,512	14,389	<b>98,901</b>
Secretary/ Monitoring Officer	5	11,645	0	0	11,645	0	<b>11,645</b>
ACO Director of HR & OD	4	92,966	1,239	0	94,205	16,083	<b>110,288</b>
<b>TOTAL</b>		<b>458,538</b>	<b>3,117</b>	<b>5,599</b>	<b>467,254</b>	<b>65,224</b>	<b>532,478</b>

**Notes**

1. Salary is abated as Pension is being paid. Salary equates to 26.22 hours. FTE based on 42 hours.
2. Left post 07/12/17.
3. Started in post 14/08/17.
4. Works 34 hours a week, FTE based on 37 hours.
5. Works 30 days a year (Annualised calculations £99,920)



## **Termination Benefits/Exit Packages**

In 2017/18 there were no compulsory redundancies. There was one exit package of £9,807.

During 2018/19, there were four redundancies as a result of restructures. The total cost of these four redundancies and exit payments was £127,800.47.

## **5. Related Party Transactions**

### Introduction

The UK Government exerts significant influence through legislation and funding. This funding can be identified in the Non-Specific Grants Income section of the Comprehensive Income and Expenditure Statement Account (the Top Up Grant and General Government Grants). The Fire Authority is also funded by taxation precepts from Local Authorities which are identified in the Taxation Precepts section of the Comprehensive Income and Expenditure Statement.

### Declarations

All Members, Senior Officers and Budget Managers, the Monitoring Officer and Treasurer of the Authority have been consulted with regard to related party transactions. From the declarations received, there were no material transactions to report.

During 2018/19, works and services to the value of £97k were commissioned from the Chief Fire Officers Association (CFOA), CFOA National Resilience Limited, CFOA Services Limited, the Firefighters Charity and the Fire Sector Federation. During the year £7.2k was received in rental income from St. John's Ambulance Trust. These are all entities of which an Officer had an interest. This officer has declared their interest in accordance with IAS24.

### The Fire and Rescue Indemnity Company

Until 31 October 2015 insurances for the Authority were arranged as part of a consortium of nine Fire and Rescue Authorities. These Fire and Rescue Authorities, including Bedfordshire, are now members of the Fire and Rescue Indemnity Company Limited. The company commenced trading in November 2015. The Authority's risk protection arrangements are provided through the pooled funds of the company. During 2018/19 the Authority made a contribution of £256,654 to the company for the year to 31 October 2019 with £149,715 of this treated as an expense in 2018/19.

## **6. Disclosure of Audit Costs**

In 2018/19 the Authority incurred the following fees relating to external audit and inspection:

<b>2017/18 £'000</b>		<b>2018/19 £'000</b>
37	Fees payable to Ernst & Young with regard to external Audit services carried out by the appointed auditor.	23
0	Fees payable in respect of other services provided by the Audit Commission and Ernst & Young.	0
<b>37</b>	<b>Total</b>	<b>23</b>

The 2017/18 costs include an amount for extra work undertaken as part of the 2016/17 Audit of the Accounts. The costs in 2018/19 are as a result of the new contracts agreed with Public Sector Audit (PSA).

## 7. Capital Expenditure and Financing

	2017/18 £'000	2018/19 £'000
Opening Capital Financing Requirement	9,386	8,890
Capital Investment:		
Property, Plant and Equipment	1,189	1,291
Intangible Assets	0	0
Revenue Expenditure Funded from Capital Under Statute	0	0
Sources of Finance:		
Capital receipts	0	(134)
Government Grants and Other Contributions	(3)	(10)
Sums Set Aside from Revenue:		
Direct Revenue Contributions	(1,186)	(1,147)
MRP and Finance Lease repayment	(496)	(492)
<b>Closing Capital Financing Requirement</b>	<b>8,890</b>	<b>8,398</b>
Explanation of Movements in Year:		
Assets acquired under finance leases	0	0
Increase/(Decrease) in underlying need to borrowing (unsupported by Government financial assistance)	(496)	(492)
<b>Increase/(decrease) in Capital Financing Requirement</b>	<b>(496)</b>	<b>(492)</b>

## 8. Information on Assets Held

Non-Current Assets owned by the FRA include the following:

Non-Current Assets	31 March 2018	31 March 2019
<b>Operational Buildings:</b>		
Headquarters (including Training Centre, Control and Workshops)	1	1
Fire safety Area Offices	2	2
Fire Stations:		
Wholetime	5	5
Day Crewing	1	1
Retained	8	8
Houses	7	7
Garages	6	6

Non-Current Assets	31 March 2018			31 March 2019		
	Leased	Owned	Total	Leased	Owned	Total
<b>Operational Appliances:</b>						
Pumping Appliances	0	22	22	0	23	23
Aerial Appliances	0	2	2	0	2	2
Fire Boats	0	1	1	0	1	1
Other Special Appliances	0	21	21	0	23	23
Modules	0	5	5	0	5	5
Appliances under construction	0	10	10	0	2	2
Special appliances under construction	0	0	0	0	0	0
Appliances awaiting disposal	0	4	4	0	4	4
<b>Non-Operational Appliances:</b>						
Reserve/Training Appliances	0	5	5	0	5	5
Ancillary Vehicles	0	47	47	0	48	48
Trailers etc.	0	8	8	0	8	8
Specials/Vans awaiting disposal	0	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>125</b>	<b>125</b>	<b>0</b>	<b>121</b>	<b>121</b>

## 9. Operating Leases:

Under the IFRS rules governing leases, specifically IFRIC 4 (International Financial Reporting Interpretations Committee), 'Determining Whether an Arrangement Contains a Lease', this Authority has sought to identify contractual and other arrangements which involve the provision of services using specific underlying assets and which therefore can be considered as containing a lease for those assets.

### Authority as a Lessee:

Vehicles and Equipment — the Authority had one operating lease in 2017/18 which ceased in January 2019 relating to a car. In 2018/19 the Authority acquired the lease of 2 further cars, these leases were due to end in 2019/20. The amount paid under these arrangements in 2018/19 was £6k (£3k in 2017/18).

A further ICT lease was taken out for the Authority's Multi-functional Devices (Printers) at a cost of £44k over 3 years.

The expenditure charged into Comprehensive Income and Expenditure Statement during the year in relation to these leases was:

	2017/18 £'000	2018/19 £'000
Minimum Lease Payments	3	21

### Disclosure for Note to the Accounts:

The future minimum lease payments due under non-cancellable leases in future years are:

	£'000
Not later than one year	20
Later than one year but less than five years	15
Later than five years	0
<b>Total</b>	<b>35</b>

### Authority as a Lessor:

Under the IFRS rules governing leases, specifically IFRIC 4 (International Financial Reporting Interpretations Committee), 'Determining Whether an Arrangement Contains a Lease', this Authority has sought to identify contractual and other arrangements which involve the provision of services using specific underlying assets and which therefore can be considered as containing a lease for those assets.

In 2018/19, it was determined that there were five embedded leases for renting out part various Fire Stations to the East of England Ambulance Service, Bedfordshire Police and The Road Victims Trust, which should be classified as leases under IFRIC 4.

The Authority leases out property and equipment under operating leases for the provision of community services, such as the support for emergency services and its associated entities. The income received into the Comprehensive Income and Expenditure Statement during the year in relation to these leases were:

	2017/18 £'000	2018/19 £'000
Income Receivable	42	42

The minimum lease payments receivable do not include rents that are contingent on events taking place after the lease was entered into, such as adjustments following rent reviews. In 2018/19, £NIL contingent rents were receivable by the Authority (2017/18 £NIL).

### 10. Finance Leases

Under the IFRS rules governing leases, specifically IFRIC 4 (International Financial Reporting Interpretations Committee), 'Determining Whether an Arrangement Contains a Lease', this Authority has sought to identify contractual and other arrangements which involve the provision of services using specific underlying assets and which therefore can be considered as containing a lease for those assets.

The Authority entered into two contracts in 2011-12 for the Managed Services for Personal protective Equipment and for the Firelink Radios under the Airwaves Contract. The Managed Services for Personal Protective Equipment was still in existence in 2018-19, however, the lease for Firelink Radios ceased as at 31 March 2017. Under IFRIC 4 the PPE lease contract is determined as being an embedded lease.

The following values of assets were held under finance leases by the Authority, accounted for as part of non-current assets:

	Vehicles, Plant and Equipment		
	Gross Value	Accumulated Depreciation	Net Value
	£'000	£'000	£'000
As at 1 April 2018	540	(420)	119
Write Outs in the Year (adjustments)	0	0	0
Additions	0	0	0
Disposals	0	0	0
Depreciation	0	(59)	(59)
<b>As at 31 March 2019</b>	<b>540</b>	<b>(479)</b>	<b>59</b>

In 2018/19 the Authority made a total of £66k payments under finance leases relating to this lease.

Outstanding obligations to make payments under these finance leases (excluding finance costs) at 31 March 2019 accounted for as part of long term liabilities, are as follows:

	<b>£000</b>
Obligations payable in 2019/20	5
Obligations payable between 2020/21 and 2023/24	0
Obligations payable after 2023/24	0
<b>Total Liability at 31 March 2019</b>	<b>5</b>

#### **11. Property, Plant and Equipment and Heritage Assets - Movement on Balances 2018/19**

	<b>Land and Buildings</b>	<b>Vehicles, Plant and Equipment</b>	<b>Assets Under Construction</b>	<b>Total Property, Plant and Equipment</b>	<b>Heritage Assets</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Cost of Valuation</b>					
<b>At 1 April 2018</b>	<b>25,820</b>	<b>12,023</b>	<b>1,080</b>	<b>38,923</b>	<b>35</b>
Additions	144	598	550	1,292	
Donations	0	0	0	0	
Revaluation increases /(decreases) recognised in the Revaluation Reserve	1,163	0	0	1,163	
Revaluation increases /(decreases) recognised in the CIES	163	0	0	163	
Disposals/Write Outs	0	(213)	0	(213)	
Reclassifications	27	1,169	(1,196)	0	
<b>At 31 March 2019</b>	<b>27,317</b>	<b>13,577</b>	<b>434</b>	<b>41,328</b>	<b>35</b>
<b>Depreciation and Impairments</b>					
<b>At 1 April 2018</b>	<b>(681)</b>	<b>(5,431)</b>	<b>0</b>	<b>(6,112)</b>	
Depreciation Charge for 2018/19	(769)	(1,109)	0	(1,878)	
Depreciation written out to the Revaluation Reserve	0	0	0	0	
Disposals/Write Outs	0	202	0	202	
Reclassifications	0	0	0	0	
<b>At 31 March 2019</b>	<b>(1,450)</b>	<b>(6,338)</b>	<b>0</b>	<b>(7,788)</b>	<b>0</b>
<b>Balance Sheet Amount as at 31 March 2019</b>	<b>25,867</b>	<b>7,239</b>	<b>434</b>	<b>33,540</b>	<b>35</b>
<b>Balance Sheet Amount as at 31 March 2018</b>	<b>25,139</b>	<b>6,592</b>	<b>1,080</b>	<b>32,811</b>	<b>35</b>
<b>Nature of Asset Holding</b>					
Owned	25,867	7,239	434	33,540	35
Finance Lease	0	0	0	0	0
	<b>25,867</b>	<b>7,239</b>	<b>434</b>	<b>33,540</b>	<b>35</b>

**Comparative Movements 2017/18**

	<b>Land and Buildings</b>	<b>Vehicles, Plant and Equipment</b>	<b>Assets Under Construction</b>	<b>Total Property, Plant and Equipment</b>	<b>Heritage Assets</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Cost or Valuation:</b>					
At 1 April 2017	23,931	10,902	1,577	36,410	35
Additions	250	606	333	1,189	
Donations	0	0	0	0	
Revaluation increases /(decreases) recognised in the Revaluation Reserve	<b>952</b>	0	0	952	
Revaluation increases /(decreases) recognised in the CIES	687	0	0	687	
Disposals/Write Outs	0	(315)	0	(315)	0
Reclassification	0	830	(830)	0	0
<b>At 31 March 2018</b>	<b>25,820</b>	<b>12,023</b>	<b>1,080</b>	<b>38,923</b>	<b>35</b>
<b>Depreciation and Impairments:</b>					
At 1 April 2017	0	(4,705)	0	(4,705)	
Depreciation Charge for 2017/18	(681)	(1,016)	0	(1,697)	
Depreciation written out to the Revaluation Reserve	0	0	0	0	
Disposals/Write Outs	0	290	0	290	0
Reclassifications	0	0	0	0	0
<b>At 31 March 2018</b>	<b>(681)</b>	<b>(5,431)</b>	<b>0</b>	<b>(6,112)</b>	<b>0</b>
<b>Balance Sheet Amount as at 31 March 2018</b>	<b>25,139</b>	<b>6,592</b>	<b>1,080</b>	<b>32,811</b>	<b>35</b>

**Valuation information — Non-Current Assets**

The valuations, as at 31 March 2019, on land and buildings have been carried out by NPS Group and have been signed by Deborah O'Shea MRICS, an external valuer. These values have been updated for 2018/19 by the relevant indexation factors supplied by the same company.

The basis for valuation is set out in the Statement of Accounting Policies.

The Heritage Asset is a 1908 Shand Mason Steam Fire Pump (Steamer) which was valued as at 31 March 2016 by Jeremy Curzon MNAVA of Cheffins, an external valuer. The Steamer is taken to various outdoor events where it is exhibited by a team of volunteers. The Thorney Steamer webpage has a history of the Steamer which includes details of its renovation.

**Capital Commitments**

The Authority, in collaboration with Essex FRS, has completed a tender process for the purchase of ten rescue pumps. The total cost of these vehicles is about £1.5m and the roll out commenced in 2017: they will all be in service by the end of 2019/20.

## 12. Intangible Assets — Movement on Balances 2018/19

The Authority accounts for its software as intangible assets, to the extent that the software is not an integral part of a particular IT system and accounted for as part of the hardware item of Property, Plant and Equipment. The intangible assets only include purchased licences.

All software is given a finite useful life, based on assessments of the period that the software is expected to be of use to the Authority. The useful life assigned to the major software suites used by the Authority is five years.

The carrying amount of intangible assets is amortised on a straight line basis. All Intangible Assets were fully amortised in the 2015/16 financial year and no new Intangible Assets were purchased in the 2018/19 financial year.

The table below shows that there were no movements on Intangible Assets during the year.

	2017/18 Intangible Assets £'000	2018/19 Intangible Assets £'000
<b>Balance at start of the year</b>		
Gross carrying amounts	205	205
Accumulated amortisation	(205)	(205)
<b>Net carrying amount at start of year</b>	0	0
Additions	0	0
Amortisation for the period	0	0
<b>Net carrying amount at the end of the year</b>	<b>0</b>	<b>0</b>
<b>Comprising</b>		
Gross Carrying amounts	205	205
Accumulated amortisation	(205)	(205)

There are two items of capitalised software that are individually material to the financial statements:

	Carrying Amount		Remaining Amortisation Period
	31 March 2018 £'000	31 March 2019 £'000	
Step Software	167	167	Nil
Virtualisation Software	38	38	Nil

## 13. Inventories

2017/18 £'000	Inventories	2018/19 £'000
179	Technical	145
97	Smoke Alarms	58
36	Uniforms & protective Clothing	50
44	Workshops	48
25	Fuel	27
13	Other	13
<b>394</b>	<b>Total</b>	<b>341</b>

**14. Debtors**

<b>2017/18 £'000</b>	<b>Debtors</b>	<b>2018/19 £'000</b>
173	H M Revenues and Customs (re-VAT)	112
2,353	Pension Fund Account	1,472
59	Employees	42
1,199	Collection Fund	1,070
0	Capital	0
122	Accounts Rendered	72
3	Investment Income	5
0	General	0
2	Other Debtors	2
<b>3,911</b>	<b>Total</b>	<b>2,775</b>

The figures above contain Long Term and Short Term Debtors with the figures for Long Term Debtors being £188k in 2017/18 and £149k in 2018/19.

**15. Payments in Advance**

<b>2017/18 £'000</b>	<b>Payments in Advance</b>	<b>2018/19 £'000</b>
218	IT	207
34	Car Leasing Scheme	22
160	Insurance	166
593	Firefighting pension Payments	628
37	General	55
<b>1,042</b>	<b>Total</b>	<b>1,078</b>

**16. Short Term Creditors**

<b>2017/18 £'000</b>	<b>Short Term Creditors</b>	<b>2018/19 £'000</b>
188	Capital	62
323	Employees	287
211	PWLB Loan Interest	211
21	Public Utilities	30
120	Other Local Authorities	82
241	IT/Communications	326
579	Third Party Payments	584
387	General	404
985	Collection Fund – Taxpayers	553
<b>2,755</b>	<b>Total</b>	<b>2,539</b>

**17. Other Creditors**

<b>2017/18 £'000</b>	<b>Other Creditors</b>	<b>2018/19 £'000</b>
531	Government Grants	458
1	Rent Received in Advance	1
0	Other Grants	15
<b>532</b>	<b>Total</b>	<b>474</b>



## 18. Collection Fund

The Collection Funds, wholly shown within the Billing Authorities (Bedford, Central Bedfordshire and Luton) accounts are treated as agency accounts. This means that this Authority, as a precepting authority, is to be allocated a proportion of the council tax arrears, prepayments etc., to raise as creditors and debtors in its accounts. The proportion is based on this Authority's precept demand to the total of all precept demands as calculated by each Billing Authority for the Collection Fund under their control.

<b>2017/18 Total £'000</b>		<b>Bedford Borough £'000</b>	<b>Central Beds £'000</b>	<b>Luton Borough £'000</b>	<b>2018/19 Total £'000</b>
2,444	Council tax Arrears	555	687	1,576	2,818
(1,316)	Impairment Allowance for doubtful debts	(354)	(181)	(900)	(1,435)
(349)	Council Tax overpayments and prepayments	(110)	(111)	(274)	(495)
12	Collection Fund (surplus)/deficit	(91)	(120)	(83)	(294)
(409)	Cash (Balancing Item)	0	(275)	(319)	(594)
<b>0</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

A similar agency arrangement has now been introduced for National Non-Domestic Rates (NNDR) with the Authority's proportion calculated at the statutory rate of 1%.

<b>2017/18 Total £'000</b>		<b>Bedford Borough £'000</b>	<b>Central Beds £'000</b>	<b>Luton Borough £'000</b>	<b>2018/19 Total £'000</b>
170	NNDR Arrears	21	31	131	183
(89)	Impairment Allowance for doubtful debts	(21)	(5)	(83)	(109)
(68)	NNDR overpayments and prepayments	(12)	(7)	(39)	(58)
(219)	Appeals Provisions	(105)	(25)	(104)	(234)
75	Collection Fund (surplus)/deficit	12	(13)	11	10
131	Cash (Balancing Item)	105	19	84	208
<b>0</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

In addition this Authority is to account for its share of the surplus/deficit of the Collection Funds as at 31 March 2019 by transferring amounts to the Collection Fund Adjustment Account, previously the amount provided under regulation in January 2016 was used and included under precepts in the Comprehensive Income and Expenditure Statement. This method for calculating the surplus/deficit is reversed through the Movement on Reserves Statement so the impact against the council tax requirement, for the year, will still be based on the actual cash paid by the Billing Authorities.

	<b>Bedford Borough £'000</b>	<b>Central Beds £'000</b>	<b>Luton Borough £'000</b>	<b>Total £'000</b>
Collection Fund Adjustment Account - Council Tax	(91)	(120)	(83)	(294)
Collection Fund Adjustment Account - NNDR	12	(13)	11	10
<b>Collection Fund Adjustment Account - Total</b>	<b>(79)</b>	<b>(133)</b>	<b>(72)</b>	<b>(284)</b>

### 19. Long Term Borrowing

Long-term Borrowing by the Authority comprises £9.987M of PWLB loans. An analysis by date of maturity is as follows:

<b>31 March 2018 £'000</b>	<b>Date of Maturity</b>	<b>31 March 2019 £'000</b>
9,987	36 – 40 years	9,987
0	41 – 45 years	0
<b>9,987</b>	<b>Total</b>	<b>9,987</b>

**19. Long Term Borrowing (continued)**

Loan	Lender	Start Date	Maturity Date	Original principal	Interest Rate %	Current Principal	Discount Rate %	Discount/ (Premium)	Market Value	Accrued Interest	Fair Value	Duration Remaining Years
492471	PWLB	08/11/2006	30/09/2056	£6,300,000	4.1000	£6,300,000	1.3500	(£5,032,693)	£11,332,693	£129,150	£11,461,843	37.50
494762	PWLB	18/08/2008	31/03/2058	£3,687,000	4.4300	£3,687,000	1.3400	(£3,418,017)	£7,105,017	£81,667	£7,186,684	39.00
<b>Total PWLB Maturity</b>				<b>£9,987,000</b>		<b>£9,987,000</b>		<b>(£8,450,710)</b>	<b>£18,437,710</b>	<b>£210,817</b>	<b>£18,648,527</b>	

Under the rules laid down by the 2018/19 Code, the Fair Value of any loans taken out must be disclosed in addition to the above carrying value to enable a comparison to be made. The Fair Value has been calculated by Link Asset Management using the rate available for new borrowing. At 31 March 2019 the Fair Values of the above loans were £18.648m calculated as above:

**20. Short Term Investments**

31 March 2018 £'000		31 March 2019 £'000
13,524	Short Term Investments	14,550
<b>13,524</b>	<b>Total</b>	<b>14,550</b>

**20. Short Term Investments (continued)**

Short-term investments are temporary surplus funds, invested short term with those financial institutions included within the Authority's approved lending list. Under the rules laid down by the 2018-19 Code the Fair Value of any investments must be disclosed in addition to the above carrying value, such that a comparison can be made. At 31 March 2019 the Fair Values of the above short term investments was £14,554,075 calculated as below:

Loan To:	Issue Date	Maturity Date	Nominal Amount	Issue Rate %	Market Rate %	Net Market Value	Accrued Interest	Fair Value	Duration Remaining Years
Bank of Scotland	19/07/2018	19/07/2019	3,000,000	1.000	0.76000	3,000,000	21,041	3,021,041	0.03
Bank of Scotland	09/08/2018	09/08/2019	2,000,000	1.050	0.77500	2,000,000	13,463	2,013,463	0.036
Qatar	12/10/2018	12/04/2019	2,000,000	1.230	0.70000	2,000,000	11,525	2,011,525	0.03
Qatar	21/05/2018	21/05/2019	1,250,000	1.320	0.70000	1,250,000	5,922	1,255,922	0.14
Bank of Scotland	22/02/2019	21/02/2019	1,250,000	1.250	1.01333	1,250,000	1,627	1,251,627	0.09
Santander	31/03/2019		2,500,000	0.070		2,500,000	2,017	2,502,017	119.33
Santander	31/03/2019		2,496,360	0.080		2,496,360	2,120	2,498,480	119.33
<b>Total</b>			<b>14,496,360</b>			<b>14,496,360</b>	<b>57,715</b>	<b>14,554,075</b>	

**21. Cash and Cash Equivalents**

2017/18 £'000	Cash and Cash Equivalents	2018/19 £'000
5		4
1,873		2,294
<b>1,878</b>	<b>Total</b>	<b>2,298</b>

## **22. Nature and Extent of Risks Arising from Financial Instruments**

- ***Credit Risk***

Credit risk is the possibility that other parties might fail to pay amounts due to the Authority.

The risk is minimised through the Annual Investment Strategy, which requires that deposits are not made with financial institutions unless they meet identified minimum credit criteria, as laid down by Fitch and Moody's Ratings Services. The Annual Investment Strategy also imposes a maximum sum to be invested with a financial institution located within each category. The credit criteria in respect of financial assets held by the Authority are as detailed below:

Minimum Credit Ratings Required: AA-

Maximum amount of £7m per Organisation

Lending lists are reviewed and updated as necessary if the rating of any institution on the list has altered. The financial press and other media sources are also utilised for information on the credit strength of banks and other institutions and the list amended if appropriate.

- ***Liquidity Risk***

Liquidity risk is the possibility that the Authority might not have funds available to meet the commitments to make payments.

The Authority seeks to minimise liquidity risk by securing adequate available sources of short term financing and by effective cash flow forecasting and monitoring.

Any long term borrowing is through PWLB thereby minimising the potential liquidity risks. The maturity analysis of the Authority's borrowings is shown in the table under Note 19.

- ***Market Risk***

The Market Risk is the possibility that financial loss might arise for the Authority as a result of changes in such measures as interest rates and stock market movements.

The Authority seeks to minimise market risk by maintaining reliable sources of information regarding market conditions to allow for informed assessment of treasury transactions. The Authority employs the services of Sector to advise it on Treasury Management issues.

The Authority does not make investments that are subject to market fluctuations (e.g. gilts, certificates of deposit etc.).

Cash flow forecasts are regularly monitored to ensure the Authority's financing targets are met.

Loans and short-term investment balances shown in the Balance Sheet are at fixed rates and therefore not effected by market fluctuations as at 31 March 2019.

- ***Price and Foreign Currency Risk***

The authority has no financial assets or liabilities in equity shares, joint ventures or denominated in foreign currency and therefore has no exposure to these risks.

### 23. Provisions

The creation of provisions is permitted by Section 41 of the Local Government and Housing Act 1989.

2017/18 £'000		2018/19 £'000
219	NNDR Appeals	234
10	Insurance	10
<b>229</b>	<b>As at 31 March</b>	<b>244</b>

### 24. Details of Movements on Usable Reserves

	2018/19				
	Earmarked Reserves £'000	Capital Receipts Reserve £'000	Government Grants and Other Contributions Unapplied £'000	General Reserve £'000	Total £'000
Surplus (Deficit) for the year	0	0	0	0	0
Appropriations to/from Revenue	221	0	0	0	221
New Receipts/Grant received in Year	0	81	0	0	81
Financing of Capital Expenditure	0	(134)	(10)	0	(144)
<b>Total</b>	<b>221</b>	<b>(53)</b>	<b>(10)</b>	<b>0</b>	<b>158</b>
Balance brought forward at 1 April 2018	<b>12,448</b>	<b>697</b>	<b>199</b>	<b>2,600</b>	<b>15,944</b>
<b>Balance carried forward at 31 March 2019</b>	<b>12,669</b>	<b>644</b>	<b>189</b>	<b>2,600</b>	<b>16,102</b>

#### Earmarked Reserves

Earmarked Reserves are those revenue reserves which have been created and earmarked for specific purposes. The analysis of earmarked reserves is shown below:

Earmarked Reserves	Balance at 31 March 2018 £'000	Movement in year £'000	Balance at 31 March 2019 £'000
Corporate Earmarked Reserves	7,269	206	7,475
Capital Reserves	2,535	(111)	2,424
Budget Managers' Earmarked Reserves	420	(76)	344
Collaboration Reserve	1,906	472	2,378
Collection Fund	270	(270)	0
Vehicle Appliance Reserve	48	0	48
<b>Total</b>	<b>12,448</b>	<b>221</b>	<b>12,669</b>

#### General Reserves

General Reserves are those revenue reserves which have been created and are not specifically earmarked for expenditure.

The table below details the transfers to the General Reserve during 2018/19:

<b>General Reserve</b>	<b>£'000</b>
Balance brought forward from 1 April 2018	2,600
In Year surplus	221
Funding to/(from) reserve agreed by Members during 2018/19	(221)
<b>Total at 31 March 2019</b>	<b>2,600</b>

### **Capital Grants and Other Contributions Unapplied**

Capital grants or capital contributions where the income has been received but the expenditure to be financed from that grant or contribution has not been incurred at the balance sheet date.

### **Capital Receipts Reserve**

Capital receipts from the sale of assets owned by the Service that have yet to be used to finance future capital expenditure.

## **25. Details of Movements on Unusable Reserves**

Unusable Reserves	Revaluation Reserve	Capital Adjustment Account	LGPS Pension Reserve	Firefighters' Pension Reserve	Collection Fund Adjustment Account	Accumulated Absences	Total Unusable Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Balance at 31 March 2018	6,450	17,506	(13,613)	(318,950)	295	(173)	(308,485)
Balance at 31 March 2019	7,342	17,835	(14,444)	(346,180)	284	(196)	(335,358)

For details of all calculations see Movement in Reserves Statement.

### **Revaluation Reserve:**

The Revaluation Reserve records the accumulated gains on the fixed assets held by the Authority arising from increases in value, as a result of inflation or other factors.

	2017/18 £'000	2018/19 £'000	2018/19 £'000
Balance 1 April	5,713		6,450
Upward revaluation of assets	1,066	1,163	
Downward revaluation of assets and impairment losses not charged to the Surplus/Deficit on the Provision of Services	(114)	0	
Surplus or deficit on revaluation of non-current assets not posted to the Surplus/Deficit on the Provision of Services	0		1,163
Difference between fair value depreciation and historical cost depreciation	(215)	(271)	
Amounts written off to the Capital Adjustment Account			(271)
<b>Balance at 31 March</b>	<b>6,450</b>		<b>7,342</b>

### **Capital Adjustment Account:**

The Capital Adjustment Account accumulates the write down of the historic cost of fixed assets as they are consumed by depreciation or impairment or written off on disposal. It accumulates the resources set aside to finance capital expenditure. The balance on the account thus represents timing differences between the amount of the historical cost of fixed assets that has

been consumed and the amount that has been financed in accordance with statutory requirements.

	2017/18 £'000	2018/19 £'000	2018/19 £'000
Balance 1 April	16,641		17,506
Reversal of items relating to capital expenditure debited or credited to the CIES:			
Charges for depreciation and impairment of non-current assets	(1,010)	(1,715)	
Amounts of non-current assets written off on disposal or sale as part of the gain/loss on disposal to the CIES	(25)	(10)	
	(1,035)		(1,725)
Adjusting amounts written out of the Revaluation Reserve	215		271
Net written out amount of the cost of non-current assets consumed in the year	15,821		16,052
Capital financing applied in the year:			
Capital grants and contributions credited to the CIES that have been applied to capital expenditure	0	134	
Application of grants to capital financing from the Capital Grants	3	10	
Unapplied Account			
Statutory provision for the financing of capital investment charged against the General Fund	496	493	
Capital expenditure charged against the General Fund or Reserves	1,186	1,147	
			1,784
<b>Balance at 31 March</b>	<b>17,506</b>		<b>17,836</b>

### **Pension Reserves:**

The Pensions Reserves are maintained in order that the IAS 19 accounting adjustments are reversed out of the Comprehensive Income and Expenditure Statement and do not impact on the amount to be met from local taxation, see Note 29 for further details.

	LGPS Pension Reserve		Firefighters' Pension Reserve	
	2017/18 £'000	2018/19 £'000	2017/18 £'000	2018/19 £'000
<b>Balance at 1 April</b>	(12,749)	(13,613)	(309,933)	(318,950)
Remeasurement of the net defined benefit liability/(assets)	336	291	(3,280)	(21,581)
Reversal of items relating to retirement benefits debited or credited to the Surplus or Deficit on the Provision of Services in the Comprehensive Income and Expenditure Statement	(1,974)	(2,015)	(13,625)	(12,950)
Employer's pension contributions and direct payments to pensioners payable in the year	774	893	7,888	7,301
<b>Balance at 31 March</b>	<b>(13,613)</b>	<b>(14,444)</b>	<b>(318,950)</b>	<b>(346,180)</b>

### **Collection Fund Adjustment Account:**

See under Note 18 for explanation of Collection Fund Adjustment Account.



**Accumulated Absences Account:**

The Accumulated Absences Account has been set up to cover the cost of any annual and flexi leave untaken as at 31 March 2019. Leave not taken in the year is normally carried forward and allowed to be taken in the following year: therefore unless an officer leaves it is unlikely that any payments will be made for untaken leave.

	2017/18	2018/19	2018/19
	£'000	£'000	£'000
Balance 1 April	(177)		(173)
Settlement or cancellation of accrual made at the end of the preceding year	177	173	
Amounts accrued at the end of the current year	(173)	(196)	
Amount by which officer remuneration charged to the CIES on an accruals basis is different from remuneration chargeable in the year in accordance with statutory requirements.	4		(23)
<b>Balance 31 March</b>	<b>(173)</b>		<b>(196)</b>

**26. Contingent Liabilities**

In accordance with the Code of Practice, the following Contingent Liabilities have been identified:

1. The pensionability of allowances is under review, following the High Court case of Booth v Mid and West Wales Fire & Rescue Authority (29 March 2019). It was ruled that certain allowance that had been treated as non-pensionable were pensionable. Further guidance is awaited and there is a potential of backdating the pensionability of allowances.
2. Ongoing legal dispute between the Fire Bridges Union (FBU) and Central Government in relation to the transitional protections associated with the new 2015 Fire pension scheme. The Government is seeking permission to appeal from the Supreme Court (McCloud and Sargeant). Further costs (a cost sharing arrangement is in place across all affected FRS) will arise and depending on the final outcome, potentially further unknown costs to the Service.

Claims have been made in relation in respect of alleged unlawful discrimination arising from the Transitional Provisions in the Firefighters Pension Regulations 2015 and in December 2018 the Court of Appeal ( McCloud / Sargeant ) ruled that the 'transitional protection' offered to some members as part of the reform to public sector pensions amounts to unlawful discrimination. The Government is seeking permission to appeal this decision. It is envisaged that if this is unsuccessful, the Court will require steps to be taken to compensate employees who were transferred to the new schemes potentially including Firefighters Pension Scheme members. This would lead to an increase in Firefighters Pension Scheme liabilities and The Government Actuary Department (having been commissioned on behalf of several fire and rescue authorities) using specific assumptions have estimated the potential increase in scheme liabilities as a result of the judgment to be between approximately 4.1% and 5% of national pension scheme

liabilities as at March 2019. This estimate is based on one potential remedy and depending on the outcome of the appeal, the remedy calculation and its applicability to the Firefighters Pension Scheme will need to be revisited in the light of further direction from the courts.

The impact of an increase in scheme liabilities arising from McCloud / Sargeant judgment will be measured through the pension valuation process, which determines employer and employee contribution rates. The next Firefighters Pension valuation is due to take place in 2020 with implementation of the results planned for 2023/24 and authorities will need to plan for the impact of this on employer contribution rates alongside other changes identified through the valuation process.

The impact of an increase in annual pension payments arising from McCloud / Sargeant is determined through The Firefighters Pension Scheme (England) Order 2006. These require a fire authority to maintain a pension fund into which employee and employer contributions are paid and out of which pension payments to retirees are made. If the pension fund does not have enough funds to meet the cost of pensions in year the amount required to meet the deficit is then paid by the Secretary of State to the fire authority in the form of a central government top-up grant.

3. The Guaranteed Minimum Pension (GMP) reconciliation exercise with HMRC will give rise to additional costs in respect of LPP (the Authority's Pensions Administrator) charges and/or overpayments and errors that may be discovered. This is ongoing and costs are unknown.
4. Following a recent European Court of Justice Case (Ville de Nivelles v Matzak) time "on call" has been determined as working time. This may have implications for the Retained Duty Service. The matter is currently being considered at national level. Guidance received so far indicates that the situation is not clear cut. There is potential for a "test case". Ultimately further costs may arise.
5. The Service is one of a number of FRAs with ET claims lodged as part of a group action by Retained Duty System (RDS) employees regarding the Part Time Workers Regulations and their respective terms and conditions of employment and pension eligibility/ entitlement. The Terms and Conditions element of the claims has been settled however the pension elements remain unresolved. At present the FRA has no timescale for resolution or potential liabilities as the matter is being dealt with at national level.

## **27. Contingent Assets**

In accordance with the Code of Practice, the following Contingent Assets have been identified:

1. Following a review of injury awards, it is apparent that some pensioners have not had their pension adjusted to properly account for relevant state benefits. This has led to various underpayments but in most cases overpayments, some of which are significant. Many cases are now resolved with repayment schedules agreed, 26 cases remain outstanding. The outcome of the amounts involved for these cases are currently unknown and thus an estimate cannot be given at this time.
2. In July 2016 the European Commission fined European truck manufacturers 2.926 billion euros for price fixing and other cartel activities between 1991 and 2001. DAF, Daimler, Iveco, MAN, and Volvo/ Renault acknowledged their guilt (Scania is still being investigated) and confirmed they did the following:

- At Senior HQ management level, fixed gross and sometimes net list prices.
- Aligned gross list prices Europe including the UK at the start of the cartel.
- Reduced rebates when the Euro was introduced.
- Delayed introduction of more fuel efficient Euro 3, 4, 5 and 6 technologies.
- Agreed the cost that operators should pay for Euro technologies.

This involves any trucks of 6 tonnes and over, purchased outright, financed or leased between 1997 and 2011. A legal action is now ongoing to recoup some of the money lost due to this cartel price fixing. No specific value or percentage has been discussed as yet and the legal action may take several years to complete. An approximate value upon a successful financial settlement can be estimated at 0.5% of the value of the vehicle purchased or £38k to £48k.

## **28. Authorisation of Accounts**

These Draft Statement of Accounts were authorised by G. Chambers, Treasurer to the FRA on 24 May 2019.

## **29. Pension Arrangements**

As part of the terms and conditions of its employees, the Authority offers retirement benefits. Although these benefits will not actually be payable until employees retire, the Authority has a commitment to make the payments that needs to be disclosed at the time that employees earn their future entitlement.

The Authority participates in two Pension Schemes:

- a. The Firefighters' Pension Scheme for firefighters is an unfunded defined benefit final salary scheme. This means that there are no investment assets built up to meet the pension's liabilities and cash has to be generated to meet actual pension's payments as they eventually fall due.
- b. The Local Government Pension Scheme for control and non-uniformed staff, administered from 1 April 2009 by Bedford Borough Council, is a funded defined benefit final salary scheme, meaning that the Authority and employees pay contributions into a fund, calculated at a level intended to balance the pension's liabilities with investment assets.

The cost of retirement benefits are recognised in the Net Cost of Service when they are earned by employees, rather than when the benefits are actually paid out as pensions. However, the charge required to be made against council tax is based on the cash payable in the year, so the real cost of retirement benefits is reversed out of the Movement on Reserves Statement.

The following transactions have been made in the Comprehensive Income and Expenditure Statement and General Fund Balance via the Movement in Reserves Statement during the year.

	Firefighters' Pension Scheme — All Schemes £'000		Local Government Pension Scheme £'000		Total £'000	
	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19
<b>Net Cost of Service:</b>						
Current Service Cost	(5,227)	(4,850)	(1,630)	(1,619)	(6,857)	(6,469)
Past Service (Cost)/Gain	(217)	0	(2)	(4)	(219)	(4)
Administration Fee	0	0	0	(36)	0	(36)
<b>Net Operating Expenditure:</b>						
Net interest expense	(8,181)	(8,100)	(342)	(356)	(8,523)	(8,456)
<b>Surplus or Deficit on the Provision of Service</b>	<b>(13,625)</b>	<b>(12,950)</b>	<b>(1,974)</b>	<b>(2,015)</b>	<b>(15,599)</b>	<b>(14,965)</b>
Remeasurement of the net defined benefit liability:						
Return on Plan assets excluding amounts included in interest	0	0	(378)	769	(378)	769
Actuarial gains and losses arising on changes in demographic assumptions	7,930	0	0	1,667	7,930	1,667
Actuarial gains and losses arising on changes in financial assumptions	(9,080)	(9,780)	716	(2,145)	(8,364)	(11,925)
Other	(2,130)	(11,801)	(2)	0	(2,132)	(11,801)
<b>Total Charge to the Comprehensive Income &amp; Expenditure Statement</b>	<b>(16,905)</b>	<b>(34,531)</b>	<b>(1,638)</b>	<b>(1,724)</b>	<b>(18,543)</b>	<b>(36,255)</b>

<b>Movement in Reserves Statement</b>						
Reversal of Net Charges made to the Surplus or Deficit on the Provision of Services for post-employment benefits in accordance with the code	13,625	12,950	1,974	2,015	15,599	14,965
<b>Amount charged against Council Tax for pensions in the year:</b>						
Employer's contributions payable to the Scheme	7,078	6,447	765	883	7,843	7,330
Retirement benefits payable to Pensioners	810	854	10	10	820	864

The underlying assets and liabilities for retirement benefits attributable to the Authority at 31 March 2019 are as follows:

	<b>Firefighters' Pension Scheme - All Schemes</b>	<b>Firefighters' Pension Scheme - All Schemes</b>	<b>Local Govt Pension Scheme</b>	<b>Local Govt Pension Scheme</b>	<b>Total</b>	<b>Total</b>
	<b>Total £'000</b>	<b>Total £'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
	<b>2017/18</b>	<b>2018/19</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2017/18</b>	<b>2018/19</b>
Estimated Liabilities in Scheme	(318,950)	(346,180)	(34,490)	(37,238)	(353,440)	(383,418)
Estimated Assets in Scheme	0	0	20,877	22,794	20,877	22,794
Net Liability	(318,950)	(346,180)	(13,613)	(14,444)	(332,563)	(360,624)

The liabilities show the underlying commitments that the Authority has in the long-run to pay retirement benefits. The total net liability of £360.624m has a substantial impact on the net worth of the Authority as recorded in the Balance Sheet, resulting in a negative overall balance on the Authority's Balance Sheet of £319.256m. Statutory arrangements for funding the deficit mean that the financial position of the Authority remains healthy:

- Any deficit on the Firefighters' Pension Account will be met by Government Grant.
- The deficit on the Local Government Pension Scheme will be made good by increased contributions over the remaining working life of employees as assessed by the Scheme's Actuary.

The total contributions expected to be made to the Local Government Pension Scheme by the Authority in the year to 31 March 2020 will be approximately £1.012m. Expected contributions to the Firefighters' Pension Scheme in the year to 31 March 2020 are £2.487m.

Liabilities have been assessed on an Actuarial Basis using the projected unit credit method, an estimate of the pensions that will be payable in future years dependent on assumptions about mortality rates, salary levels, etc. Both the Firefighters' scheme and the LPGS liabilities have been assessed by Barnett Waddingham, an independent firm of Actuaries, estimates for the LPGS being based on the Actuarial Valuation (IAS 19) of the scheme as at 31 March 2019.

The significant assumptions used by the Actuary have been:

	<b>Firefighters Scheme</b>	<b>Firefighters Scheme</b>	<b>LGPS</b>	<b>LGPS</b>
<b>Mortality Assumptions:</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2017/18</b>	<b>2018/19</b>
Longevity at 65 for current pensioners-				
Men	21.9 years	22.0 years	22.4 years	20.7 years
Women	21.9 years	22.0 years	24.5 years	23.2 years
Longevity at 65 for future pensioners-				
Men	23.9 years	23.9 years	24.0 years	21.7 years
Women	23.9 years	23.9 years	26.2 years	24.7 years
Rate of Inflation	2.30%	2.35%		
Rate of Increase in Salaries	4.30%	4.35%	2.70%	2.70%
Rate of Increase in Pensions	2.30%	2.35%	2.40%	2.40%
Rate for discounting scheme liabilities	2.55%	2.45%	2.70%	2.40%
Take up option to convert annual pension into retirement lump sum			50% to 75%	50% to 75%

Changes to the Local government Pension Scheme permit employees retiring on or after 6 April 2006 to take an increase in their lump sum payment on retirement in exchange for a reduction in their future pension. For 2018/19 the Actuary has assumed that 50% of retirees will take up this option for pre April 2008 service and 75% for post April 2008 service.

The Firefighters' Pension Scheme has no assets to cover its liabilities.

#### **Local Government Pension Scheme assets comprised:**

##### **Fair Value of Scheme Assets**

<b>Asset Break Down</b>	<b>2018/19</b>	<b>2018/19</b>	<b>2017/18</b>	<b>2017/18</b>
	<b>£000's</b>	<b>%</b>	<b>£000's</b>	<b>%</b>
<b>Equities</b>	15.674	69%	11.482	55%
<b>Bonds</b>	3.703	16%	3.132	15%
<b>Property</b>	2.339	10%	2.088	10%
<b>Cash</b>	1.078	5%	4.175	20%
<b>Total</b>	<b>22.794</b>	<b>100%</b>	<b>20.877</b>	<b>100%</b>

Bedford Borough Council has overall responsibility for the investment of the Local Government Pension Scheme Assets (the Fund). The major objective of the Fund is to maintain a portfolio of secure and sufficiently liquid assets, which together with new contributions from active members of the Fund will generate sufficient income and capital growth to meet the cost of current and future benefits that the Fund provides. The Council's Pensions Fund Panel has set

an overall asset allocation for the Fund and for each asset class the Fund has a benchmark against which performance can be measured.

As is required by the pensions and (where relevant) investment regulation, the suitability of various types of investments have been considered, as the need to diversify investments to reduce risk of investment in too narrow range. The risk associated with the investments is controlled through the diversification of asset classes and investment managers. A small cash balance is also maintained to meet the liquid requirements of the Fund. A large proportion of the assets relate to equities (50% of scheme assets) and UK Government bonds (9%) and these percentages are materially the same as last year. The Bedfordshire Pension Funding Strategy is monitored annually or more frequently if necessary.

The table below shows the reconciliation of the present value of the Scheme's liabilities:

	Unfunded Liabilities Firefighters Scheme		Funded Liabilities LGPS	
	2017/18 £'000	2018/19 £'000	2017/18 £'000	2018/19 £'000
<b>Opening Defined Benefit Obligation</b>	<b>309,933</b>	<b>318,950</b>	<b>32,983</b>	<b>34,490</b>
Current Service Costs	5,227	4,850	1,630	1,619
Interest Costs	8,181	8,100	874	928
Contributions from Scheme Participants	1,333	1,355	279	294
Transfers in/(out)	38	45	0	0
Actuarial losses/(Gains) due to changes in demographic assumptions	(7,930)	0	0	(1,667)
Actuarial losses/(Gains) due to changes in financial assumptions	9,080	9,780	(716)	2,145
Other	2,130	11,801	2	0
Past Service Cost	217	0	2	4
Benefits Paid	(8,449)	(7,847)	(554)	(565)
Injury Award Expenditure	(810)	(854)	0	0
Backdated Commutation Payments	0	0	0	0
Estimated unfunded benefits paid	0	0	(10)	(10)
<b>Closing Defined Benefit Obligation</b>	<b>318,950</b>	<b>346,180</b>	<b>34,490</b>	<b>37,238</b>

The objectives of the scheme are to keep employers contributions at as constant a rate as possible. The Borough Council has agreed a Strategy with the scheme's actuary to achieve a funding level of 100% over 20 years. Funding levels are monitored on an annual basis. The last triennial valuation for the Local Government Pension Scheme and Firefighters Pension Scheme (quadrennial valuations) was as at 31/03/2016.

The table on below shows the membership details of the respective pension schemes in relation to the number of pensioner members.

**2018/19**

			Total Salaries for current members £'000	Total Deferred Pension £'000	Total Pensions payable £'000
<b>Fire Fighters Pension Scheme</b>	<b>Number</b>	<b>%</b>			
Active Members	352	39.20%	9,620		
Deferred Members	154	17.10%		540	
Pensioner Members	393	43.70%			6,750
	<b>899</b>	<b>100.00%</b>	<b>9,620</b>	<b>540</b>	<b>6,750</b>
<b>LGPS Pension Scheme</b>					
Active Members	158	52.70%	4,060		
Deferred Members	80	26.70%		214	
Pensioner Members	62	20.60%			340
	<b>300</b>	<b>100.00%</b>	<b>4,060</b>	<b>214</b>	<b>340</b>

**Notes**

1. The Total Salaries is the average pensionable pay with allowance for part time workers
2. The above amounts (£) for Deferred Members and Pension payments include the Price Index (PI) awarded in April 2018.

The table below shows the reconciliation of the Fair Value of the Scheme's Assets:

	<b>Firefighters' Pension Schemes</b>		<b>Local Government Pension Scheme</b>	
	<b>2017/18</b>	<b>2018/19</b>	<b>2017/18</b>	<b>2018/19</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Reconciliation of Fair value of Scheme Assets</b>				
<b>Opening Fair Value of Employer Assets</b>	0	0	20,234	20,877
Interest - Income	0	0	532	572
Return on Plan Assets	0		(378)	769
Employer Contributions	7,081	6,447	764	883
Contributions by Scheme Participants	1,333	1,355	279	294
Benefits Paid	(8,449)	(7,847)	(554)	(565)
Unfunded Benefits Paid	(810)	(854)	(10)	(10)
Contributions in respect of Unfunded Benefits	810	854	10	10
Transfers in/(out)	35	45	0	0
Admin Expenses	0	0	0	(36)
<b>Closing Fair Value of Employer Assets</b>	<b>0</b>	<b>0</b>	<b>20,877</b>	<b>22,794</b>



**30. Grants and Contributions**

The Authority credited the following grants and contributions to the Comprehensive Income and Expenditure Statement in 2018/19.

	<b>2017/18 £000</b>	<b>2018/19 £000</b>
<b>Credited to Taxation and Non Specific Grant Income:</b>		
CLG – Capital Grant	0	0
CLG – New Risk Grant	0	0
CLG – Transformation Grant	0	0
<b>Total</b>	<b>0</b>	<b>0</b>
	<b>2017/18 £000</b>	<b>2018/19 £000</b>
<b>Credited to Services:</b>		
CLG – New Dimensions Resilience Training	0	60
CLG – Firelink	192	198
CLG – New Risk	9	13
Home Office - National Resilience	0	41
DEFRA – Flood Rescue	6	0
<b>Total</b>	<b>207</b>	<b>312</b>

**31. Post Balance Sheet Events**

There are no post balance sheet events to report.

**BEDFORDSHIRE FIRE AND RESCUE AUTHORITY**  
**PENSION FUND ACCOUNT FOR THE YEAR ENDING 31 MARCH 2019**

2017/18 Net Expenditure £'000		2018/19 Net Expenditure £'000	See Note
	<b>Contributions Receivable</b>		
	From Employer		
(1,609)	• Normal	(1,597)	4*
(88)	• Other	(68)	
(1,313)	From Members	(1,355)	
0	Pensions Holiday Contribution Redress Grant	0	
(73)	Transfers In	(44)	
<b>(3,083)</b>	<b>Total Receivable</b>	<b>(3,064)</b>	
	<b>Benefits Payable</b>		
6,197	• Pensions	6,493	6*
2,252	• Communications and lump sum retirement benefits	1,354	
(1)	• Pension Holiday Benefit	0	7*
	<b>Payment to and on account of leavers</b>		
48	• Individual transfers out to other schemes	0	
<b>5,413</b>	<b>Net amount payable for the year</b>	<b>4,783</b>	
<b>(5,413)</b>	<b>Top-up grant payable by the Government</b>	<b>(4,783)</b>	3*
0	<b>Net Amounts</b>	0	
	<b>NET ASSETS STATEMENT</b>		
<b>2,177</b>	Net current Assets due from/(Net Current Liabilities owed to) Government	978	3*
<b>(2,177)</b>	Other current assets and liabilities	(978)	
<b>0</b>		<b>0</b>	

**NOTES TO THE PENSION FUND ACCOUNT**

1. Due to the changes in the way that Firefighters' pensions are to be managed a separate Pension Fund Account is required to show the transactions related to those pensions. The fund was legally established under the Firefighters' Pension Scheme (Amendment) (England) Order 2006 and administered by London Pension Fund authority but is managed by Bedfordshire Fire and Rescue Authority.
2. The Pension Fund Accounts have been prepared in accordance with the Code of Practice on Local Authority Accounting and follow the Statement of Accounting Policies as detailed on pages 32 to 43. Similarly, the general management and administrative arrangements of the Pension Fund are the same as for the core accounts.
3. The Firefighters' Pension Fund is an unfunded scheme which means that there are no investment assets built up to meet the liabilities to pay pensions or other benefits in the future. Cash has to be generated to meet actual payments on a 'pay-as-you-go' basis from contributions from the FRA and employees. The Pension Fund has to be balanced to nil each year and so where the income generated is not sufficient to cover the costs, central government pay a top-up grant to cover any deficit. If, however, surplus income is generated then the surplus grant is repaid to the government.
4. Employee's and Employer's contribution levels are based on percentages of pensionable pay set nationally by the Home Office and subject to four year revaluation by the Government's Actuary Department.
5. The Net Assets Statement does not include liabilities to pay pensions and other benefits after the Balance Sheet date.
6. The April 2019 pension payments are paid out to the pensioners in March 2019. As income from employer and employees' contributions is not received until April, the payments have been funded from the FRA which is treated as a creditor of the Pension Fund Account.
7. Following a review of pensioner payments by our new administrator's underpayments and overpayments have been identified and treated in the Pension Fund as Debtors (Underpayments) and Creditors (Overpayments).
8. In the 2016/17 accounts, the national case relating to holiday contributions on Fire Fighter pensions was resolved. The above figures in the 2017/18 pension account include these redress payments and also the reimbursement of these from the Government to the Authority. The net impact on the Authority is nil.

## **GLOSSARY OF TERMS**

### **ACCRUAL**

A sum included in the final accounts to cover income or expenditure attributable to an accounting period for goods received or work done, but for which payment has not been received/made by the end date of the period for which the accounts are prepared.

### **AUDIT**

An independent examination of the Authority's activities, either by internal audit or the Authority's external auditor, which is Ernst & Young LLP (EY).

### **BALANCE SHEET**

A statement of the recorded assets, liabilities and other balances at a specific date at the end of an accounting period.

### **CAPITAL EXPENDITURE**

Expenditure on the acquisition of a non-current asset or expenditure which adds to and not merely maintains the value of an existing non-current asset, i.e. by extending the economic life of the asset or increasing its value.

### **CAPITAL RECEIPT**

Proceeds from the sale of a non-current asset, i.e. land or a building.

### **CONSISTENCY**

The concept that the accounting treatment of like items within an accounting period and from one period to the next are the same.

### **CREDITOR**

An amount owed by an organisation for work done, goods received, or services rendered to the organisation within the accounting period but for which payment has not been made.

### **CURRENT ASSET**

An asset where the value may change because the volume held can vary through day to day activity, e.g. physical stockholdings.

### **CURRENT LIABILITY**

The amount which will become payable or could be called in within the next accounting period e.g. creditor, cash overdrawn.

### **CURRENT VALUE**

The measurements that reflect the economic environment prevailing to the service or function the asset is supporting at the reporting date. Current value measurement basis include; Existing Use Value, Existing Use Value Social Housing, Depreciated Replacement Cost and Fair Value.

**DEBTOR**

An amount due to the Authority within the accounting period but not received at the balance sheet date.

**DEBT OUTSTANDING**

Amounts borrowed which are still to be repaid.

**DEPRECIATION**

The measure of the wearing out, consumption, or other reduction in the useful economic life of a non-current asset, whether arising from use, effluxion of time or obsolescence through technological or other changes.

**FAIR VALUE**

The fair value of a non-current asset is the price that will be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants on the measurement dates.

**IFRS (International Financial Reporting Standards)**

A set of rules, governed by the IASB (International Accounting Standard Board) for application in the compilation of Local Authority accounts.

**INVENTORIES**

Comprise consumable goods.

**LOANS OUTSTANDING**

The total amounts borrowed from external lenders for capital and temporary revenue purposes but not repaid at the balance sheet date.

**LONG TERM CONTRACTS**

A contract entered into for the design, manufacture or construction of a single substantial asset or the provision of a service (or combination of asset or services which together constitute a single project), where the time taken substantially to complete the contract is such that the contract activity falls into different accounting periods. Some contracts with a shorter duration than one year should be accounted for as long term contracts if they are sufficiently material to the activity of the period.

**MINIMUM REVENUE PROVISION (MRP)**

The minimum amount which must be charged each year to an authority's revenue account to repay the principal sum of borrowing for capital purposes.

**NET BOOK VALUE**

The amount at which non-current assets are included in the balance sheet, i.e. their historical cost or current value less cumulative amounts provided for depreciation.

NET CURRENT REPLACEMENT COST

The cost of replacing or recreating the particular asset in its existing condition and in its existing use, i.e. the cost of its replacement or of the nearest equivalent asset, adjusted to reflect the current condition of the existing asset.

NON-CURRENT ASSETS

An asset which has value beyond one financial year.

OPERATING LEASES

A means of renting an asset for part of its life.

OPERATIONAL ASSETS

Non-current assets held and occupied, used or consumed by the authority in the direct delivery of those services for which it has either a statutory or discretionary responsibility.

PUBLIC WORKS LOAN BOARD (PWLB)

A government agency which provides long-term loans to local authorities at interest rates only slightly higher than those at which the government itself can borrow.

REVENUE EXPENDITURE

The day-to-day running expenses incurred by an authority in providing services.

REVENUE EXPENDITURE FUNDED FROM CAPITAL UNDER STATUTE

Represents expenditure which is capitalised but does not result in the creation of or enhancement to a non-current asset.

TRANSFER VALUE

A payment one pension fund makes to another when a member changes employment.

USEFUL LIFE

The period over which the authority will derive benefits from the use of a non-current asset.

Letter covers:

- Bedfordshire Fire and Rescue Authority

26 April 2019

Email: NHarris2@uk.ey.com

Addressed to:

- Gavin Chambers, Assistant Chief Officer - Finance and Corporate Services

Dear Gavin,

## ACCOUNTS & AUDIT TIMETABLE 2018/19

As discussed at our meeting on the 26<sup>th</sup> April, I am now writing to update you on the proposed audit timeline for your 2018/19 audit.

### Our responsibilities in relation to Accounts

From the PSAA Statement of responsibilities of auditors and audited bodies, Paragraph 17, available at [www.PSAA.co.uk](http://www.PSAA.co.uk), our responsibilities include:

*Auditors provide an opinion on whether the audited body's financial statements:*

- *give a true and fair view of the financial position of the audited body and its expenditure and income for the period in question; and*
- *have been prepared properly in accordance with the relevant accounting and reporting framework as set out in legislation, applicable accounting standards or other direction.*

We are also required to conduct our work economically, efficiently and effectively, and in as timely a way as possible.

### Your responsibilities in relation to Accounts

Under the Accounts and Audit Regulations 2015, Regulation 10, your responsibilities for publication of the Accounts are as follows:

*Publication of statement of accounts, annual governance statement and narrative statement for Category 1 authorities*

*10.-(1) A Category 1 authority must, after approving the statement of accounts in accordance with regulation 9(2) but not later than 31st July of the financial year immediately following the end of the financial year to which the statement relates, publish (which must include publication on the authority's website)-*

*(a) the statement of accounts together with any certificate or opinion, entered by the local auditor in accordance with section 20(2) of the Act;*

*(b) the annual governance statement approved in accordance with regulation 6(2); and*

*(c) the narrative statement prepared in accordance with regulation 8.*

*(2) Where an audit of accounts has not been concluded before the date specified in paragraph (1) an authority must—*

*(a) publish (which must include publication on the authority's website) as soon as reasonably practicable on or after that date a notice stating that it has not been able to publish the statement of accounts and its reasons for this; and*

*(b) comply with paragraph (1) as if for "but not later than 31st July of the financial year immediately following the end of the financial year to which the statement relates" there were substituted "as soon as reasonably practicable after the receipt of any report from the auditor which contains the auditor's final findings from the audit which is issued before the conclusion of the audit".*

### **Audit timing 2019**

Our priority is to ensure high quality in undertaking our audits, as this is key to ensuring we meet our responsibilities and issue the correct opinion.

As your auditors we try to conduct our work in as timely a manner as possible, having regard to your responsibilities. Unfortunately, we are experiencing staff turnover and challenges in recruiting new staff, which affect the audit timetable. To ensure you receive the best quality audit from EY, we are proposing an alternative timetable for your 2018/19 audit. Our proposal is that your audit will take place during August and September 2019 and we will work with you to agree a revised detailed delivery and reporting timetable.

We have explained our decision to reschedule a number of audits to Public Sector Audit Appointments and committed to keep them informed about both our discussions with clients and our plans to increase recruitment. They share our overriding concern to ensure delivery of a quality audit. They have also sought reassurance that EY will make every effort to minimise inconvenience to clients and to complete rescheduled audits as soon as possible after 31 July. We have been happy to give that reassurance.



Whilst we always strive to provide excellent client service, my first priority must be to safeguard the quality of the audits provided, and avoid putting our professional standards at risk. I apologise for the inconvenience that the rescheduling of your audit may cause. We will work with you to ensure that any disruption is minimised.

Yours sincerely

Neil Harris  
Associate Partner  
Ernst & Young LLP  
United Kingdom

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For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No.12

**REPORT AUTHOR:** SECRETARY/MONITORING OFFICER

**SUBJECT:** REVIEW OF CODE OF CONDUCT AND ANNUAL REPORT ON STANDARDS

For further information on this Report contact: Nicky Upton  
Democratic and Regulatory Services Supervisor  
Tel No: 01234 845149

Background Papers: None

Implications (tick ✓):

LEGAL	✓		FINANCIAL	
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known		OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

**PURPOSE:**

To consider any relevant issues regarding ethical standards that have arisen in the last twelve months and to review the Authority's Code of Conduct.

## RECOMMENDATION:

That:

1. the report be received
  2. no changes are required to the Authority's Code of Conduct at this time.
- 

### 1 Local Complaints

- 1.1 During the last year no complaints have been received concerning Members of the Fire and Rescue Authority.

### 2. Report of the Committee on Standards in Public Life

- 2.1 In January 2019 the Committee on Standards in Public Life published a report on ethical standards in local government. The purpose of the review undertaken by the Committee that gave rise to the report was to ensure that the current framework that was put in place under the Localism Act 2011 was conducive to prompting and maintaining the standards expected by the public. The report includes a number of recommendations and a list of best practice. A copy of the Executive Summary is attached. The full report can be found on the government website using the following link: <https://www.gov.uk/government/publications/local-government-ethical-standards-report>.

- 2.2 The Committee identified a number of areas of concern including the fact that a minority of councillors engage in bullying or harassment, or other disruptive behaviour; they also identified the following risks in the sector. They consider that the current rules around conflicts of interest, gifts and hospitality are inadequate and the increased complexity of local government decision-making is putting governance under strain.

### 3 Appointment of Independent Persons

- 3.1 The Localism Act 2011 requires all local authorities, including Fire and Rescue Authorities, to appoint at least one independent person. The Authority must consult an independent person before any finding is made that a

Member has failed to comply with the Authority's Code of Conduct and before the Authority decides on any action to be taken in respect of that Member. The Authority may also consult an independent person at any other stage in the process of managing a standards complaint (eg when deciding whether to investigate the complaint).

- 3.2 The Fire Authority first appointed independent persons in September 2012 for a period of 4 years. At its meeting on 21 July 2016, the Authority approved the appointment of two new independent persons. These appointments were made jointly with Bedford Borough Council. In practice, as there have been no complaints in the last 12 months, it has yet not been necessary to consult these independent persons.
- 3.3 The terms of office of the current independent persons expire on 31 July 2020 and so it will be necessary to go through a recruitment process during the course of the year.

#### 4. The Code of Conduct

- 4.1 A copy of the Authority's existing Code of Conduct is attached as an appendix to this report. This Code of Conduct was adopted by the Authority in June 2012 and came into force on 1 July 2012 as required by the Localism Act 2011.
- 4.2 The Code of Conduct must be consistent with the "Nolan" principles of standards in public life.
- 4.3 The Authority's Code of Conduct has been in place for 7 years and the Committee is asked to consider whether any changes are needed.

**JOHN ATKINSON**  
**SECRETARY/MONITORING OFFICER**

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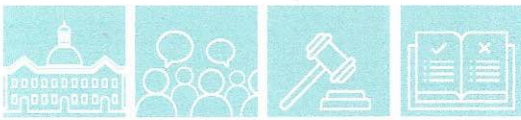
# Local Government Ethical Standards

**A Review by the  
Committee on  
Standards in Public Life**

**Committee on  
Standards in  
Public Life**

January 2019





# Executive summary

Local government impacts the lives of citizens every day. Local authorities are responsible for a wide range of important services: social care, education, housing, planning and waste collection, as well as services such as licensing, registering births, marriages and deaths, and pest control. Their proximity to local people means that their decisions can directly affect citizens' quality of life.

High standards of conduct in local government are therefore needed to protect the integrity of decision-making, maintain public confidence, and safeguard local democracy.

Our evidence supports the view that the vast majority of councillors and officers maintain high standards of conduct. There is, however, clear evidence of misconduct by some councillors. The majority of these cases relate to bullying or harassment, or other disruptive behaviour. There is also evidence of persistent or repeated misconduct by a minority of councillors.

We are also concerned about a risk to standards under the current arrangements, as a result of the current rules around declaring interests, gifts and hospitality, and the increased complexity of local government decision-making.

Giving local authorities responsibility for ethical standards has a number of benefits. It allows for flexibility and the discretion to resolve standards issues informally. We have considered whether there is a need for a centralised body to govern and adjudicate on standards. We have concluded that whilst the consistency and independence of the system could be enhanced, there is no reason to reintroduce a centralised body, and that local

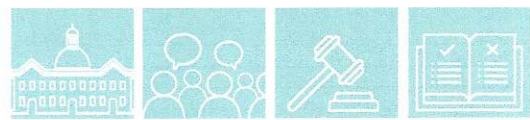
authorities should retain ultimate responsibility for implementing and applying the Seven Principles of Public Life in local government.

We have made a number of recommendations and identified best practice to improve ethical standards in local government. Our recommendations are made to government and to specific groups of public office-holders. We recommend a number of changes to primary legislation, which would be subject to Parliamentary timetabling; but also to secondary legislation and the Local Government Transparency Code, which we expect could be implemented more swiftly. Our best practice recommendations for local authorities should be considered a benchmark of good ethical practice, which we expect that all local authorities can and should implement. We will review the implementation of our best practice in 2020.

## Codes of conduct

Local authorities are currently required to have in place a code of conduct of their choosing which outlines the behaviour required of councillors. There is considerable variation in the length, quality and clarity of codes of conduct. This creates confusion among members of the public, and among councillors who represent more than one tier of local government. Many codes of conduct fail to address adequately important areas of behaviour such as social media use and bullying and harassment. An updated model code of conduct should therefore be available to local authorities in order to enhance the consistency and quality of local authority codes.





There are, however, benefits to local authorities being able to amend and have ownership of their own codes of conduct. The updated model code should therefore be voluntary and able to be adapted by local authorities. The scope of the code of conduct should also be widened, with a rebuttable presumption that a councillor's public behaviour, including comments made on publicly accessible social media, is in their official capacity.

### **Declaring and managing interests**

The current arrangements for declaring and managing interests are unclear, too narrow and do not meet the expectations of councillors or the public. The current requirements for registering interests should be updated to include categories of non-pecuniary interests. The current rules on declaring and managing interests should be repealed and replaced with an objective test, in line with the devolved standards bodies in Scotland, Wales and Northern Ireland.

### **Investigations and safeguards**

Monitoring Officers have responsibility for filtering complaints and undertaking investigations into alleged breaches of the code of conduct. A local authority should maintain a standards committee. This committee may advise on standards issues, decide on alleged breaches and sanctions, or a combination of these. Independent members of decision-making standards committees should be able to vote.

Any standards process needs to have safeguards in place to ensure that decisions are made fairly and impartially, and that councillors are protected against politically-motivated, malicious, or unfounded allegations of misconduct. The Independent Person is an important safeguard in the current system. This safeguard should be strengthened and clarified: a local authority should only be able to suspend a councillor where the Independent

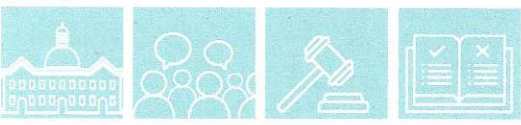
Person agrees both that there has been a breach and that suspension is a proportionate sanction. Independent Persons should have fixed terms and legal protections. The view of the Independent Person in relation to a decision on which they are consulted should be published in any formal decision notice.

### **Sanctions**

The current sanctions available to local authorities are insufficient. Party discipline, whilst it has an important role to play in maintaining high standards, lacks the necessary independence and transparency to play the central role in a standards system. The current lack of robust sanctions damages public confidence in the standards system and leaves local authorities with no means of enforcing lower level sanctions, nor of addressing serious or repeated misconduct.

Local authorities should therefore be given the power to suspend councillors without allowances for up to six months. Councillors, including parish councillors, who are suspended should be given the right to appeal to the Local Government Ombudsman, who should be given the power to investigate allegations of code breaches on appeal. The decision of the Ombudsman should be binding.

The current criminal offences relating to Disclosable Pecuniary Interests are disproportionate in principle and ineffective in practice, and should be abolished.



## **Town and parish councils**

Principal authorities have responsibility for undertaking formal investigations of code breaches by parish councillors. This should remain the case. This responsibility, however, can be a disproportionate burden for principal authorities. Parish councils should be required to adopt the code of their principal authority (or the new model code), and a principal authority's decision on sanctions for a parish councillor should be binding. Monitoring Officers should be provided with adequate training, corporate support and resources to undertake their role in providing support on standards issues to parish councils, including in undertaking investigations and recommending sanctions. Clerks should also hold an appropriate qualification to support them to uphold governance within their parish council.

## **Supporting officers**

The Monitoring Officer is the lynchpin of the current standards arrangements. The role is challenging and broad, with a number of practical tensions and the potential for conflicts of interest. Local authorities should put in place arrangements to manage any potential conflicts. We have concluded, however, that the role is not unique in its tensions and can be made coherent and manageable with the support of other statutory officers. Employment protections for statutory officers should be extended, and statutory officers should be supported through training on local authority governance.

## **Councils' corporate arrangements**

At a time of rapid change in local government, decision-making in local councils is getting more complex, with increased commercial activity and partnership working. This complexity risks putting governance under strain. Local authorities setting up separate bodies risk a governance 'illusion', and should

take steps to prevent and manage potential conflicts of interest, particularly if councillors sit on these bodies. They should also ensure that these bodies are transparent and accountable to the council and to the public.

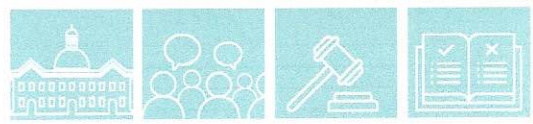
Our analysis of a number of high-profile cases of corporate failure in local government shows that standards risks, where they are not addressed, can become risks of corporate failure. This underlines the importance of establishing and maintaining an ethical culture.

## **Leadership and culture**

An ethical culture requires leadership. Given the multi-faceted nature of local government, leadership is needed from a range of individuals and groups: an authority's standards committee, the Chief Executive, political group leaders, and the chair of the council.

Political groups have an important role to play in maintaining an ethical culture. They should be seen as a semi-formal institution sitting between direct advice from officers and formal processes by the council, rather than a parallel system to the local authority's standards processes. Political groups should set clear expectations of behaviour by their members, and senior officers should maintain effective relationships with political groups, working with them informally to resolve standards issues where appropriate.

The aim of a standards system is ultimately to maintain an ethical culture and ethical practice. An ethical culture starts with tone. Whilst there will always be robust disagreement in a political arena, the tone of engagement should be civil and constructive. Expected standards of behaviour should be embedded through effective induction and ongoing training. Political groups should require their members to attend code of conduct training provided by a local authority, and this should also be



written into national party model group rules. Maintaining an ethical culture day-to-day relies on an impartial, objective Monitoring Officer who has the confidence of all councillors and who is professionally supported by the Chief Executive.

An ethical culture will be an open culture. Local authorities should welcome and foster opportunities for scrutiny, and see it as a way to improve decision making. They should not rely unduly on commercial confidentiality provisions, or circumvent open decision-making processes. Whilst local press can play an important role in scrutinising local government, openness must be facilitated by authorities' own processes and practices.

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## **BEDFORDSHIRE FIRE AND RESCUE AUTHORITY (FRA)**

### **CODE OF CONDUCT with effect from 1 July 2012**

#### **1.0 Introduction**

- 1.1 This Code of Conduct (“the Code”) has been adopted by the FRA as required by Section 27 of the Localism Act 2011 (“the Act”).
- 1.2 The FRA has a statutory duty under the Act to promote and maintain high standards of conduct by members and co-opted members of the FRA (“Members”) and the Code sets out the standards that the FRA expects Members to observe.
- 1.3 The Code is not intended to be an exhaustive list of all the obligations that are placed on Members. It is the responsibility of individual Members to comply with the provisions of the Code as well as such other legal obligations as may apply to them from time to time.
- 1.4 The Code is consistent with the following principles (the “Nolan” principles of standards in public life):

Selflessness  
Integrity  
Objectivity  
Accountability  
Openness  
Honesty  
Leadership

#### **2.0 Who does the Code apply to?**

- 2.1 The Code applies to all Members of the FRA and to all co-opted members of any committee, sub-committee or joint committee or sub-committee of the FRA.

#### **3.0 When does the Code apply?**

- 3.1 The Code applies whenever a person is acting in his/her official capacity as a Member of the FRA or co-opted member in the conduct of the FRA’s business or acting as a representative of the FRA.

#### **4.0 What standards of Conduct are Members expected to observe?**

##### **Selflessness:**

- 4.1 Members must always act solely in the public interest. (See also Clause 4.6).

- 4.2 Members must never use their position as a member of the FRA improperly to secure for themselves or any other person, an advantage or disadvantage or act improperly to gain financial or other material benefits for themselves, their family, a friend or close associate.
- 4.3 Members must not place themselves under a financial or other obligation to outside individuals or organisations that might seek to influence them improperly in the performance of their official duties.
- 4.4 Members must not use the FRA's resources improperly for personal or party political purposes.

### **Integrity**

- 4.5 Members must not do anything which compromises or is likely to compromise the impartiality of those who work for, or on behalf of, the FRA.
- 4.6 Members must not disclose information given to them in confidence unless required by law to do so or where there is a clear and over-riding public interest in doing so.

### **Objectivity**

- 4.7 When making decisions on behalf of the FRA, including awarding contracts or making appointments, Members must do so on merit.
- 4.8 Members must have regard to any relevant advice provided to them by the FRA's officers and, in particular, the Head of Paid Service, Chief Finance Officer and Monitoring Officer, where such advice is provided pursuant to their statutory duties.

### **Accountability**

- 4.9 Members must act in accordance with their legal obligations. They are accountable for their decisions to the public and must co-operate fully with whatever scrutiny is appropriate to their office.
- 4.10 Members must act in accordance with the FRA's policies and reasonable requirements, including any protocols and codes of practice that may apply. (E.g. in respect of Member/Officer relations, ITC, Member Allowances etc).

### **Openness**

- 4.11 Members must be as open as possible about their decisions and actions and must give reasons for any decisions taken on behalf of the FRA in accordance with any statutory or FRA requirements.
- 4.12 Members must not prevent another person from gaining access to information to which that person is entitled by law.

## **Honesty**

- 4.13 Members must declare any disclosable (pecuniary and non-pecuniary) interests or conflicts of interest that may arise in respect of their responsibilities as a Member of the FRA.
- 4.14 Members must at all times ensure that any claims for expenses, allowances, and their use of facilities and services provided by the FRA are strictly in accordance with the rules laid down on these matters.

## **Leadership**

- 4.15 Members must support and promote high standards of conduct and lead by example.
- 4.16 In their dealings with the FRA's employees, Members must have regard to the FRA's protocol on Member/Officer Relations and on no account should they behave in a manner that might constitute harassment or bullying.

## **5.0 Register of Interests**

- 5.1 The Council's Monitoring officer maintains a register of interests of Members and co-opted members of the FRA.
- 5.2 The FRA has determined what interests Members are required to enter in the register of interests, including those disclosable pecuniary interests prescribed by regulations. These disclosable interests are listed in Schedule 1.
- 5.3 Members must notify the FRA's Monitoring Officer of any disclosable pecuniary and non-pecuniary interests that should be recorded in the FRA's register of interests.
- 5.4 Within 28 days of becoming a Member of the FRA, all Members must submit to the Monitoring Officer a list of their disclosable interests and must notify the Monitoring Officer of any changes as and when they arise.

## **6. Declaration at Meetings of Disclosable Pecuniary Interests**

- 6.1 A Member must make a verbal declaration of the existence and nature of any disclosable pecuniary interest at any meeting of the FRA, a Committee (or Sub - Committee) at which the Member is present, and withdraw from participating in the meeting where an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.

## **7. Other Interests**

- 7.1 In addition to the requirements of paragraph 6, if a Member attends a meeting at which an item of business is to be considered and the Member has an interest as defined in paragraph 7.2 below, a verbal declaration of the existence and nature

of the interest must be made by the Member at or before the consideration of the item of business or as soon as the interest becomes apparent.

- 7.2 Paragraph 7.1 applies where a decision in relation to that business might reasonably be regarded as affecting the well being or financial standing of the Member or a member of his/her family or a person with whom the Member has a close association to a greater extent than it would affect the majority of the FRA's administrative area, and that interest is not a disclosable pecuniary interest.

## **8. Gifts and Hospitality**

- 8.1 A Member must, within 28 days of receipt, notify the Monitoring Officer in writing of any gift, benefit or hospitality with a value in excess of £50 which has been accepted as a Member from any person or body other than the FRA.
- 8.2 The Monitoring Officer will place the notification on a public register of gifts and hospitality.
- 8.3 This duty to notify the Monitoring Officer does not apply where the gift benefit or hospitality comes within a description approved by the FRA for this purpose.

***Code of Conduct adopted by the Fire and Rescue Authority on 28 June 2012***

***Reviewed and amended by the Fire and Rescue Authority on 26 April 2018  
(Minute ref: 17-18/fa/080)***



**Schedule 1 - Disclosable Pecuniary Interests**

A Member has a duty to register, disclose and not to participate in respect of any matter in which he/she has a Disclosable Pecuniary Interest as set out in the Localism Act 2011 (Chapter 7).

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows:

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**The Relevant Authorities  
(Disclosable Pecuniary Interests) Regulations 2012**

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<i>Subject</i>	<i>Prescribed description</i>
Employment, office, trade, profession or vacation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by M in carrying out duties as a member, or towards the election expenses of M.  This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority—  (a) under which goods or services are to be provided or works are to be executed; and  (b) which has not been fully discharged.
Land	Any beneficial interest in land which is within the area of the relevant

authority.

Licences	Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.
Corporate tenancies	Any tenancy where (to M's knowledge)— (a) the landlord is the relevant authority; and (b) the tenant is a body in which the relevant person has a beneficial interest.
Securities	Any beneficial interest in securities of a body where— (a) that body (to M's knowledge) has a place of business or land in the area of the relevant authority; and (b) either— (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 13

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**REPORT AUTHOR:** ASSISTANT CHIEF OFFICER (FINANCE AND CORPORATE SUPPORT)

**SUBJECT:** CORPORATE RISK REGISTER AND REVIEW OF CORPORATE RISK MANAGEMENT

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For further information on this Report contact: Group Commander Ian McLaren  
Organisational Assurance Manager  
Tel No: 01234 845000

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Background Papers: None

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Implications (tick ✓):

LEGAL			FINANCIAL	✓
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To review the development of the Service’s Corporate Risk Register.

**RECOMMENDATIONS:**

That Members acknowledge:

1. The continuing development of the Service’s Corporate Risk Register; and,
  2. That the appropriate Policy and Challenge Groups have considered and reviewed controls proposed to reduce the identified risks.
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1. Introduction

- 1.1 Each of the Fire and Rescue Authority’s (FRA) policy and challenge groups has a standing item on their agenda for the consideration of risks relating to the remit of each Group. In addition, this Committee receives regular reports on the full Corporate Risk Register.
- 1.2 The Corporate Risk Register will be available at the meeting, with explanatory notes regarding the risk ratings applied appended to this report.
- 1.3 Changes to individual risk ratings arising from the **Corporate Services** Risk Register:  
  
There are no changes to the Corporate Risk Register individual risk ratings.
- 1.4 Updates to individual risks arising from the **Corporate Services** Risk Register:

- **CRR00029: If we do not communicate well, both internal and external to the Service, then we will suffer from poor staff morale, miss the opportunity to promote ourselves and the excellent work that we do and potentially impact upon our ability to deliver a full range of services.**

The updated Communications Strategy has been approved for publication and will support the delivery of our aims, objectives and priorities. It has received consultation from other partners, including Police and other Fire and Rescue Services. The communications objectives will now be reviewed and aligned to deliver against this strategy, to support our CRMP and to ensure that we effectively deliver messages both internally and externally. The Service also now has a Senior Information Risk Owner (SIRO) in place, the Assistant Chief Officer (ACO), who is establishing the required responsibilities, training and meetings.

- **CRR00039: If we have inadequate data management due to poor implementation, inappropriate specification of requirements or poor quality control measures then we are at risk of using the wrong information throughout the organisation and thus potentially affecting the delivery of our services.**

A Data Management Strategy is being created. A major component of that is the Information Asset Register of which a draft register has been created. Head of ICT has reviewed the Risk Rating and it remains unchanged at this time.

- **CRR00004: If there is a large number of staff absent from the workplace then our ability to deliver services to our communities is severely compromised and our reputation will be adversely affected.**

The Service business continuity plan in relation to a significant loss of staff has been revised by Head of Response on behalf of CMT, who have worked through this in detail on 13 May 2019. Week commencing 27 May 2019 an internal audit has been conducted by RSM to consider our business continuity arrangements, providing assurance against the plan and reviewing our previous implementation. A further table top exercise for CMT members will be scheduled.

FBU have submitted a 17% pay settlement proposal. NJC has recently released an annual performance statement and has seen a change in Chair as of 1 Oct 2018. Negotiations on pay and conditions continue. The risk score has been reviewed and has not been changed at this time.

- **CRR00027: If we receive a poor budget settlement from government and reduce funding from our Local Unitary Authorities, and/or we have an adverse response from our Council Tax Precept increase consultation processes, then our ability to deliver a full range of services could be significantly affected. Potential key pressures for 2018/19 onwards may be the Firefighters pay award, the employer pension contributions and the funding of these. The 2019/20 financial is the last year of the four year fixed funding agreement. We also await a Spending Review in 2019/20.**

The 2019/20 Budget and Council tax were set by the FRA on 7th February 2019. This also included the approval of a Reserves Strategy and Medium Term Financial Strategy. The budget is balanced into the medium term and there is now a revised strategy in place to utilise some general and earmarked reserves for transformational investment as well as for budget purposes. The next financial year is likely to see the largest revision to local government finance in decades, with the Spending Review, Business Rates Retention and Formula Funding revision. Therefore 2020/21 will be a key year in resetting our budget planning.

Due to the delay in Brexit, there is still uncertainty whether Local Authorities will receive a one year or three year financial settlement. We await further updates from the Home Office/MHCLG,

- **CRR00043: If the Service suffers a terrorist attack then there is the potential for elements of the Critical National Infrastructure (CNI) to be compromised, our ability to respond to emergency incidents could be significantly affected, we would be unable to fulfil our duties under the Civil Contingencies Act and our reputation could be adversely affected.**

The term 'critical national infrastructure' has been replaced within the risk title; this previously referred to our mobilising provision, which has subsequently been reclassified. However it remains a risk to the organisation's delivery of emergency service. To enable the Service to maintain an effective response for the community to a terrorist attack, there is work on place currently to compliment the provision of specialist response team members within existing arrangements, which continues to be supported through a multi-agency regional approach for training and exercising, providing national and local assurance. It is proposed by HSDA that these developments do not change the overall risk rating.

Following recent terrorist events in New Zealand, the Service attended a multi-stakeholder engagement event in April 2019 to build on local community cohesion, share notable practice and coordinate support activities, specifically within Muslim communities. This opportunity is provided through continued engagement by our Diversity and Community Safety teams.

- **CRR00045: Exchanges of information, attacks and or hacking, email, web browsing, removable media, exposes the Service to malicious code and content (Virus/malware). There is a risk this could seriously damage the confidentiality, integrity and availability of our Service's information and ICT resulting in disruption to the delivery of our Services, loss of sensitive information, resulting in material financial loss and legal or regulatory sanctions.**

CMT members have received Senior Information Risk Owner (SIRO) training in September 2018 as part of a workshop provided by Aristi, covering information security. Aristi have provided a range of tools to assist with developing improved risk awareness and management to include data protection and cyber security. ICT have completed a security audit with internal auditor RSM which is prep for the cyber essentials accreditation. We aim to be Cyber Essentials certified by September 2019.

The Risk Title and Risk Statement have been reviewed to make it more relevant to the risk identified. A further review of CRR00038 and CRR00045 has identified a significant duplication, therefore CRR00038 will be closed to ensure a focussed and effective reporting on this risk going forward. The Risk Rating has been reviewed and remains the same.

- **CRR00048: There is a risk that the Service may be subjected to a fine from the ICO due to not implementing GDPR resulting in poor data security and process.**

An action plan has been developed from the outcomes of an internal audit conducted by RSM. Resources have been provided to progress the action plan and implementation of improvements. Contact is being made within region to identify any notable practice and to assist with developing key policies and procedures. The risk rating has been reviewed and remains unchanged.

- **CRR00015: If we do not properly manage the work issues that can potentially be caused by collaboration or shared services including:**
  1. **Redundancy**
  2. **Relocation**
  3. **Cost of work for the convergence of procedures**
  4. **Use of inexperienced staff familiar with FRS operations**
  5. **Increase in staff numbers and associated cost**

**Then there will be a negative cultural impact upon the service and the projects may fail.**

A risk treatment action to review the Project and Programme Policy has now been completed with a revised policy published 30 April 2019. Additionally a new Project and Programme Manager post has been established by HICT to provide enhanced support and coordination of Service projects.

- **CRR00047: There is a risk that the outcomes of the 'Brexit' (Britain's withdrawal from Europe) negotiations could impact on the delivery of services through a breakdown in community cohesion, the ability to provide effective assurance to potential loss, and the uncertainty on procurement of goods and equipment.**

The government has announced that the date for Britain's withdrawal from European Union (EU) has been extended until 31 October 2019, by agreement with the EU. At the Strategic Coordination Group on 12 April 2019 representation from Ministry of Housing Communities and Local Government Resilience and Emergencies Division (MHCLG RED) provided an update which included the removal of current reporting requirements from Local Resilience Forums (LRF), a pending review of strategy and a proposed debrief to collect current lessons learned to date. The SCG will suspend future meetings, with new dates to follow. Police and Local Authorities remain engaged on planning arrangements for European elections. The Service risk review remains at 31 October 2019. A proposal has been made to reduce the risk score from 9 to 6. This is based on a reduction from 3 (major) to 2 (moderate) in regard to the impact to resources, given the 6 month deferral of Brexit.

NFCC National Resilience Information Note 17-2019 (12 April 2019) requires that, with immediate effect, EU Exit reporting by the English FRS to NRAT will move to reporting EU Exit related issues by exception to the NRAT Duty Officer.



1.5 Changes to individual risk ratings arising from the **Service Delivery** Risk Register:

The Corporate Risk Register individual risk ratings have been reviewed and there are no changes for this update.

1.6 Updates to individual risks arising from the **Service Delivery** Risk Register:

- **CRR00002: If we cannot recruit or retain adequate numbers of part time fire fighters, particularly in relation to day cover, then we will not be able to fully crew our fire appliances and thus have a detrimental impact on our service delivery due to the unavailability of our fire appliances.**

Through the Retained Duty System (On-Call) Improvement Project, a number of key work streams have provided options for supporting improvements with the recruitment and retention of On-Call personnel. This includes the implementation of a new On-Call Management System (Gartan). Gartan provides a platform for live crewing information and supports the mobilisation of appropriate On-Call resources. Gartan also provides a reliable source of data for assessing the effectiveness of On-Call availability and is utilised for identifying recruitment needs. The Service has now begun formal negotiations with the representative bodies, and the On-Call workforce, on contractual changes that will improve working arrangements that are more family friendly and whilst delivering improvements on the availability of On-Call appliances.

- **CRR000022: If we have inadequate or incomplete operational pre planning policies, procedures or information available to us then we can potentially risk injury or even death to our fire-fighters and staff.**

National Operational Guidance Programme has now issued training specifications in a number of areas. The Service is waiting for specific gap analysis toolkits to be developed to enable an analysis to be completed. The Service is well embedded with Regional partners to ensure that best practice is shared and risk information is consistent.

- **CRR00044: If the Service does not have a reliable accurate system for continuously monitoring and updating the availability and skills of Retained Duty System (RDS) operational personnel and RDS appliances then there could be delays in mobilising the nearest available appliance to emergency incidents. This could significantly impact upon the effectiveness and mobilising of our emergency response, increase risks to firefighters and the communities, reduce our ability to monitor performance, undermine RDS employees confidence in the Service and could result in negative media coverage.**

The Gartan availability system continues to provide accurate availability information enhancing the day to day management of RDS (On-Call) individual and appliance availability. The system has proven to be very reliant at all times, supporting On-Call stations and management reporting

1.7 Changes to individual risk ratings from the **Human Resources** Risk Register:

The Corporate Risk Register individual risk ratings have been reviewed and there are no changes since the last update.

1.8 Updates to individual risks arising from the **Human Resources** Risk Register:

- **CRR00040: If there is a retirement of a large number of operational officers over a short period of time then we lose significant operational and managerial experience within the service which could ultimately affect our service delivery and wider corporate functionality in the shorter term.**

Following a positive wholetime firefighter selection process, it has been agreed by CMT, in consultation with representative bodies, to progress those successful within the process that have experience as an On-Call Firefighter will undertake a skills gap analysis and attend a bespoke training course. Those candidates with no prior experience will undertake the full Foundation training course model and be registered for the new Firefighter Operations Level 3 apprenticeship standard. This has efficiency benefits, recognises evidenced prior skills, knowledge and understanding, and reduces the duration of Firefighters being operationally available.

**GAVIN CHAMBERS**  
**ASSISTANT CHIEF OFFICER (FINANCE AND CORPORATE SUPPORT)**

Explanatory tables in regard to the risk impact scores, the risk rating and the risk strategy.

Risk Rating/Colour	Risk Rating Considerations / Action
Very High	<p>High risks which require urgent management attention and action. Where appropriate, practical and proportionate to do so, new risk controls must be implemented as soon as possible, to reduce the risk rating. New controls aim to:</p> <ul style="list-style-type: none"> <li>• reduce the likelihood of a disruption</li> <li>• shorten the period of a disruption if it occurs</li> <li>• limit the impact of a disruption if it occurs</li> </ul> <p>These risks are monitored by CMT risk owner on a regular basis and reviewed quarterly and annually by CMT.</p>
High	<p>These are high risks which require management attention and action. Where practical and proportionate to do so, new risk controls <i>should</i> be implemented to reduce the risk rating as the aim above. These risks are monitored by CMT risk owner on a regular basis and reviewed quarterly and annually by CMT.</p>
Moderate	<p>These are moderate risks. New risk controls should be considered and scoped. Where practical and proportionate, selected controls should be prioritised for implementation. These risks are monitored and reviewed by CMT.</p>
Low	<p>These risks are unlikely to occur and are not significant in their impact. They are managed within CMT management framework and reviewed by CMT.</p>

Risk Strategy	Description
Treat	<p>Implement and monitor the effectiveness of new controls to reduce the risk rating. This may involve significant resource to achieve (IT infrastructure for data replication/storage, cross-training of specialist staff, providing standby-premises etc) or may comprise a number of low cost, or cost neutral, mitigating measures which cumulatively reduce the risk rating (a validated Business Continuity plan, documented and regularly rehearsed building evacuation procedures etc)</p>
Tolerate	<p>A risk may be acceptable without any further action being taken depending on the risk appetite of the organisation. Also, while there may clearly be additional new controls which could be implemented to 'treat' a risk, if the cost of treating the risk is greater than the anticipated impact and loss should the risk occur, then it may be decided to tolerate the risk maintaining existing risk controls only</p>
Transfer	<p>It may be possible to transfer the risk to a third party (conventional insurance or service provision (outsourcing)), however it is not possible to transfer the responsibility for the risk which remains with BLFRS</p>
Terminate	<p>In some circumstances it may be appropriate or possible to terminate or remove the risk altogether by changing policy, process, procedure or function</p>

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For Publication

Bedfordshire Fire and Rescue Authority  
Audit and Standards Committee  
10 July 2019  
Item No. 14

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**REPORT AUTHOR:** ASSISTANT CHIEF OFFICER/FRA TREASURER

**SUBJECT:** WORK PROGRAMME 2019/20

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For further information on this report contact: Nicky Upton  
Democratic and Regulatory Services Supervisor  
Tel No: 01234 845149

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Background Papers: None

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Implications (tick ✓):

LEGAL			FINANCIAL	
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New		CORE BRIEF	

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To review and report on the work programme for 2019/20 and to provide Members with an opportunity to request additional reports for the Audit and Standards Committee meetings for 2019/20.

**RECOMMENDATION:**

That Members consider the work programme for 2019/20 and note the 'cyclical' Agenda Items for each meeting in 2019/20.

**GAVIN CHAMBERS  
ASSISTANT CHIEF OFFICER/FRA TREASURER**

## AUDIT AND STANDARDS COMMITTEE - PROGRAMME OF WORK 2019/20

Meeting Date	‘Cyclical’ Agenda Items		Additional/Commissioned Agenda Items	
	Item	Notes	Item	Notes
10 July 2019	<ul style="list-style-type: none"> <li>• Election of Vice Chair</li> <li>• Review of Terms of Reference</li> <li>• External Audit Fees 2019/20 and Working with You Document</li> <li>• Internal Audit Annual Report 2018/19 (RSM)</li> <li>• Internal Audit Progress Report 2018/19 (RSM)</li> <li>• Draft 2018/19 Annual Governance Statement, Statement of Accounts</li> <li>• Audit and Governance Action Plan Monitoring</li> <li>• Review of Code of Conduct and Annual Report on Standards</li> <li>• Corporate Risk Register</li> <li>• Work Programme 2019/20</li> </ul>	<p style="text-align: center;">Deferred to Sept 2019 meeting</p>		

**AUDIT AND STANDARDS COMMITTEE - PROGRAMME OF WORK 2019/20**

<b>Meeting Date</b>	<b>'Cyclical' Agenda Items</b>		<b>Additional/Commissioned Agenda Items</b>	
	<b>Item</b>	<b>Notes</b>	<b>Item</b>	<b>Notes</b>
26 Sept 2019	<ul style="list-style-type: none"> <li>• Post Audit 2018/19 Statement of Accounts and Letter of Representation</li> <li>• Internal Audit Progress Report</li> <li>• External Audit Progress Report</li> <li>• Audit and Governance Action Plan Monitoring</li> <li>• Review of the Fire Authority's Effectiveness</li> <li>• Corporate Risk Register</li> <li>• Work Programme 2019/20</li> </ul>		Review of Abatement Policy	Added by ASC on 12.04.19



**AUDIT AND STANDARDS COMMITTEE - PROGRAMME OF WORK 2019/20**

<b>Meeting Date</b>	<b>'Cyclical' Agenda Items</b>		<b>Additional/Commissioned Agenda Items</b>	
	<b>Item</b>	<b>Notes</b>	<b>Item</b>	<b>Notes</b>
5 December 2019	<ul style="list-style-type: none"> <li>• Internal Audit Progress Report</li> <li>• Audit and Governance Action Plan Monitoring</li> <li>• Review of 'Monitored Policies'</li> <li>• Report on Registration of Interests and Gifts/Hospitality</li> <li>• Review of the Audit and Standards Committee Effectiveness (2019/20 and then bi-annual)</li> <li>• Corporate Risk Register</li> <li>• Statement of Assurance</li> <li>• Work Programme 2019/20</li> <li>• Annual Review of the Effectiveness of the Internal Audit Arrangements</li> </ul>			

Meeting Date	'Cyclical' Agenda Items		Additional/Commissioned Agenda Items	
	Item	Notes	Item	Notes
26 March 2020	<ul style="list-style-type: none"> <li>• External Audit Plan 2019/20 (Ernst &amp; Young)</li> <li>• Internal Audit Progress Report (RSM)</li> <li>• Internal Audit Strategy 2019/20 to 2021/22 (RSM)</li> <li>• Audit and Governance Action Plan Monitoring</li> <li>• Update to the Authority's Financial Regs (Biennial review) (<i>due 2021</i>)</li> <li>• Annual Review of the Fire Authority's Effectiveness *</li> <li>• Annual Review of entire Corporate Risk Register</li> <li>• Review of Work Programme 2019/20</li> </ul>			