BEDFORDSHIRE FIRE AND RESCUE AUTHORITY

Fleet Management

FINAL

Internal Audit Report: 2.16/17

29 November 2016



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Draft report issued	22 September 2016		Shalini Gandhi, Internal Auditor			
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Final report issued	29 November 2016	Client sponsor	Chris Ball, Head of Operational Support			
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We have no responsibility to update this report for events and circumstances occurring after the date of this report.

Support

1 EXECUTIVE SUMMARY

1.1 Background

We undertook an audit of Bedfordshire Fire and Rescue Authority's (BFRA) Fleet Management framework as part of the approved internal audit schedule of 2016/17, to ensure that BFRA has a strong maintenance and servicing process in place and manages vehicle defects in a timely manner.

BFRA has a total of 115 transport assets across its 18 locations, including vehicles, trailers, boats and demountable modules. The prime purpose of the Transport Section of BFRA is the supply and maintenance of vehicles and major operational equipment which meet user and stakeholder needs, Fire and Rescue Service strategies, and legislative requirements.

The Transport section provides operational support to the vehicle fleet. This may be for unplanned repairs or scheduled preventative maintenance. The Transport Sections has the responsibility to ensure that all vehicles stay within legislative and predetermined safety requirements.

The Chief Fire Officers Association (CFOA) provide best practice guidance for the servicing of vehicles and schedules for emergency fire appliances, and the Fleet Transport Association (FTA) should be utilised as a third party to sample audit the maintenance work carried out by the Transport Section, in order to provide independent quality assurance.

1.2 Conclusion

We have identified as a result of our testing that Bedfordshire Fire and Rescue Authority had controls in place for Fleet Management that in the main were designed effectively. However, we have identified areas where the application of controls needs to be strengthened further, in particular relating to the routine vehicle checks and completion of the vehicle logbooks. As a result of the review we have agreed one high, one medium, and four low priority actions.

Internal Audit Opinion:

Taking account of the issues identified, the Authority can take reasonable assurance that the controls upon which the Authority relies upon are suitably designed, consistently applied and effective.

However, we have identified issues that, if not addressed, increase the likelihood of the risk materialising.



1.3 Key findings

Bedfordshire Fire and Rescue Authority (BFRA) has a Transport Asset Management Plan (TAMP) that spans from 2016 to 2020. The TAMP details BFRA's overall approach to fleet supply, management and maintenance including stating legislative requirements of fleets. The TAMP also includes detail around KPIs and the prior year results which exceeded the requirements.

BFRA have a number of policies regarding fleet management including an Asset Management Policy, a Repair and Maintenance service order, and a Health and Safety at Work Policy. Through review we confirmed that the Asset Management Policy provides a definition of asset management, the principles, the objectives, arrangements and responsibilities and BFRA's approach. The Health and Safety Policy (driving at work) was comprehensive regarding the driving requirements at work particularly around vehicle inspection, maintenance repairs, and modifications and testing.

The Repair and Maintenance service order contained the routine maintenance schedule for vehicles. We confirmed that the workshops maintenance schedule for vehicles agrees to the Chief Fire Officers Association (CFOA) guidance and that the relevant detail on interim servicing was included. We reviewed the requirements listed regarding daily and weekly vehicle checks and noted that for fire and rescue vehicles those listed were reasonable and agreed to those listed in the vehicle logbooks (where checks on the vehicle are recorded) and Health and Safety Policy. However, we noted that for ancillary vehicles the checks listed did not agree to the requirements in the vehicle logbooks or the Health and Safety policy. There is the risk that the correct checks are not carried out to keep the vehicles safe. A low priority management action was raised to address this by updating the policies to read the same requirement.

When BFRA acquire a new vehicle it is assigned a fleet number. Acquisitions are added to the asset management system (MIS). We confirmed for a sample of five current vehicles that the vehicles were added to MIS in line with their 'in service' date and that their MOT/Servicing information was included. We also reviewed the included vehicle information and noted this was in line with CFOA guidance. When a vehicle is disposed of MIS is updated so that it can no longer be scheduled for maintenance or repair work. We selected a sample of five disposals and confirmed that they vehicle was marked as 'sold' or 'disposed' in MIS and that there was no option to schedule work on it.

We noted that when routine is scheduled the Transport Support Officer will call or email the Station / vehicle user to alert them to the requirement to take the vehicle out of service for this in the near future. We obtained evidence of the notification process in email form ensuring that users are prepared with alternative options.

BFRA has a process for reporting defects. The staff member calls control and logs the fault. The issue is logged in the Fleet Performance System (FPS) and the defect is then manually added to MIS. A job card is created from FPS and this is completed by the Technician prior to the repair information being included in FPS and MIS. For a sample of five defects we confirmed that it was logged appropriately. We obtained the job cards which are extracted from FPS and we noted that these had all been completed appropriately. We looked at the five defects on MIS and confirmed that all five incidents had been copied onto MIS completely and correctly. The manual nature of copying all of the information from FPS into MIS introduces the risk that details are copied incorrectly or important pieces of information missed. A low priority management action was raised to address this.

BFRA carry out Vehicle Certification Agency (VCA) inspections on all new batches of operational appliance vehicles prior to it going operational to ensure they meet all safety requirements as well as are fit for purpose. We obtained and reviewed five VCA reports and confirmed that these were carried out prior to the vehicles going into service, and that all received a successful sign off.

The role and remit of the Corporate Services Planning and Challenge Group CSP&CG group is to approve, monitor and review the Fire and Rescue Authority's Asset Management strategy, plans and processes. We noted that the minutes for the CSP&CG were accessible on the Authority's website and therefore available to members of the public and staff. The minutes reviewed were from November 2015 to June 2016. We identified that the standing agenda items in the terms of reference, were reflected as headings within the meeting minutes and therefore it could be evidenced that the group were fulfilling their role. In particular, the minutes included a revenue budget and capital programme monitoring update. The minutes from these meetings are reported at each of the Authority meetings.

We have agreed one 'medium' and one 'high' priority action with management relating to the following:

As per the Driving at Work Policy the Freight Transport Association (FTA) should carry out a monthly random sample inspection on a heavy goods vehicle during the year to verify they are road worthy and the repair and maintenance work is of appropriate quality. We identified that from April 2016 to August 2016 none were carried out. A **medium priority** management action was raised to address this.

We identified that routine daily and weekly vehicle checks that should be documented in the vehicle logbooks are not being completed. If checks are not completed in line with the schedule there is the risk that a fault develops and it is not addressed causing a hazard and potential injury. A **high priority** management action was raised to address this.

In addition we have agreed four 'low' priority actions with management, these are detailed within sections 2 and 3 of this report.

1.4 Additional information to support our conclusion

Area	Control design*	Compliance with controls*	,	Agreed action	S
			Low	Medium	High
Fleet Management	0 (13)	6 (13)	4	1	1
Total			4	1	1

^{*} Shows the number of controls not adequately designed or not complied with. The number in brackets represents the total number of controls reviewed in this area

2 ACTION PLAN

Priority	Definition
Low	There is scope for enhancing control or improving efficiency and quality.
Medium	Timely management attention is necessary. This is an internal control risk management issue that could lead to: Financial losses which could affect the effective function of a department, loss of controls or process being audited or possible reputational damage, negative publicity in local or regional media.
High	Immediate management attention is necessary. This is a serious internal control or risk management issue that may lead to: Substantial losses, violation of corporate strategies, policies or values, reputational damage, negative publicity in national or international media or adverse regulatory impact, such as loss of operating licences or material fines.

The table below sets out the actions agreed by management to address the findings:

Ref	Findings summary	Priority	Actions for management	Implementation date	Responsible owner
Area	: Fleet Management				
1	The Repair and Maintenance Policy vehicle check guidelines do not match those listed in the Health and Safety Manual or the logbooks.	Low	The Repair and Maintenance Policy will be updated to refer readers to the Health and Safety Policy and Vehicle Log books to prevent inconsistencies within documents.	April 2017	TEM
2	Vehicle checks are not being completed as per the Repair and Maintenance Order. The logbooks maintained in four of the five BFRA vehicles tested were not being updated and maintained.	High	BFRA will update the repair and maintenance Policy and health and safety Policy to include a requirement for monthly reviews of the logbooks to ensure these are being completed in line with the policy. The logbooks will be updated to include a section where signoff can be included evidencing routine review of the logbooks to ensure they are being satisfactorily completed. The reviewer will also complete random monthly checks of the random sample vehicle to ensure the checks are being completed properly.	April 2017	TEM
			Ancillary vehicles used as pool cars will be assigned an individual who checks the logbook every week and if the car has not been taken out will carry out the checks and update the logbook.		

Ref	Findings summary	Priority	Actions for management	Implementation date	Responsible owner
3	We confirmed that the schedule of works is a manual spreadsheet compiled by the Transport Support Officer. This is updated every time a new vehicle is added/removed from the fleet. We confirmed that there is no reconciliation performed between MIS and the schedule to ensure that MI is up to date.	Low	A review of MIS will be undertaken to establish whether it has the functionality to produce a report detailing all changes to fleet which can be reviewed against the schedule of works.	April 2017	TEM
4	Due to the manual nature of copying defect information from FPS (Fleet Performance System) to MIS there is a risk that information is not copied accurately or completely between the two systems.	Low	A review of the processes in place to update FPS and MIS once jobs have been completed will be undertaken to ensure the most efficient process is used to update both systems consistently.	April 2017	TEM
	The Transport Support officer advised that a reconciliation is not performed between FPS and MIS which increases the risk of an error not being caught.				
5	The monthly FTA inspections specified in the Health and Safety Policy have not been consistently carried out over the last three years with nine being completed in 2015, four in 2014 and five in 2013.	Medium	BFRA will ensure that a random monthly Freight Transport Agency (FTA) inspection is carried and documented as per the policy.	Jan 2017	TEM

Ref	Findings summary	Priority	Actions for management	Implementation date	Responsible owner
6	The Service Delivery Asset Group (SDAG) Terms of Reference do not include enough information to support the groups.	Low	 The Terms of Reference for the SDAG will be updated to include: Decision making and quorum requirements; Meeting frequency and reporting. A review schedule will be put in place to ensure the policies are reviewed and Terms of Reference approved regularly. 	JAN 2017	HOS

3 DETAILED FINDINGS

This report has been prepared by exception. Therefore, we have included in this section, only those areas of weakness in control or examples of lapses in control identified from our testing and not the outcome of all internal audit testing undertaken.

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
Are	a: Fleet Management					
1	The Repair and Maintenance of Appliances, Vehicles and Equipment service order details the maintenance schedule for all fleet vehicles. This is listed under three sections: Routine Maintenance, Daily checks and weekly checks that must be completed by fire station personnel or the person designated as responsible for maintaining the vehicle. These must be recorded in the vehicle's log book.	Yes	No	Routine Maintenance We obtained the May 2012 Repair and Maintenance Policy. We reviewed this and confirmed that the maintenance schedule is listed. An appendix is included that details which items should be checked under routine maintenance for all service vehicles. We confirmed that the maintenance schedule agrees to CFOA guidance which is based on Vehicle and Operator Services Agency (VOSA) best practice guidance.	Low	The Repair and Maintenance Policy will be updated to refer readers to the Health and Safety Policy and Vehicle Log books to prevent inconsistencies within documents.
	Workshops Maintenance Schedule Fire and rescue appliances will undergo a full service at yearly intervals and minor services at three or four monthly intervals as appropriate. Ancillary vehicles will be serviced at six monthly intervals. Interim Servicing A service will be carried out if an appliance has been used			We also reviewed the Health and Safety Policy and vehicle logbooks (where records of daily/weekly checks are recorded). We noted that the logbook requirements for fire and rescue vehicles and the Health and safety requirements agreed to the Repair and Maintenance Policy. The logbook and Health and Safety Policy requirements for ancillary vehicles however did not agree to those included in the Repair and Maintenance Policy. The Repair and Maintenance Policy listed in the appendix that some checks that must be carried out daily and others that must be carried weekly, the Health and Safety Policy and logbook instructions stated that all these checks must be		

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
	continuously for 24 hours, has covered more than 6,000 miles since it's last service, or if an appliance fails to start due to battery failure.			carried out weekly. There is the risk that these checks are not carried out as required if users are following incorrect instructions. Workshops Maintenance Schedule We confirmed the schedule in the Repair and Maintenance Policy included the relevant detail on workshops maintenance. We agreed this to the CFOA guidance for Fire and Rescue appliances and that ancillary vehicle six month servicing is in line with manufacturers' guidance. Interim Servicing We confirmed that the schedule in the Repair and Maintenance Policy included the relevant detail on interim servicing. We confirmed that this is in line with the standard manufacturers' guidance.		
2	Daily and weekly vehicle routine inspection checks are performed in line with the Repair and Maintenance Service Order. Each vehicle has a logbook which must be completed by the driver in accordance with the policy. The Health and Safety at Work Policy states that completion of the required vehicles' user checks will be subject to periodic auditing and random sampling under Service auditing and monitoring policies.	Yes	No	We reviewed the logbooks for five fire and rescue and five ancillary vehicles. We obtained the handbooks for staff and the Officers in Charge and confirmed that these listed out the staff requirements around completing the logbooks and monitoring completion. From our review we noted the following: The logbooks for two fire and rescue vehicles were not completed every time the vehicle was taken out in August 2016. The logbooks for the ancillary vehicles were not completed weekly as per the logbook requirements. Out of a sample of five logbooks only one was completed weekly. Some of the ancillary vehicles are pool vehicles and are	High	BFRA will update the Repair and Maintenance Policy and Health and Safety Policy to include a requirement for monthly reviews of the logbooks to ensure these are being completed in line with the policy. The logbooks will be updated to include a section where signoff can be included evidencing routine review of the logbooks to ensure they are being satisfactorily completed. The reviewer will also complete random monthly checks of the random sample vehicle to ensure the checks are being completed properly. Ancillary vehicles used as pool cars will be assigned an individual who checks the logbook every week and if the car has not

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
				therefore not driven weekly, and may be driven by several parties resulting in a higher risk the books will not be completed if no one or multiple people have used the car.		been taken out will carry out the checks and update the logbook.
				We confirmed through discussion with the Transport and Engineering Manager that line managers carry out ad hoc reviews of the ancillary vehicle logbooks and the Watch Manager reviews the fire engine logbooks monthly in line with the Officers in Charge handbook. No documentation is kept of these reviews.		
				Health and safety audits are carried twice a year on the logbooks, however, we were unable to confirm whether these had been completed as no evidence could be provided at the time of the audit.		
				If the checks are not completed in line with the schedule and documented there is the risk that vehicle faults will not be identified. This increases the risk of accidents occurring which the Authority could be liable for which could lead to financial loss.		
3	A schedule of works has been completed for all Authority fleet vehicles which include the routine servicing and maintenance tasks which must be undertaken over the coming year. For routine maintenance jobs are	Yes	No	We confirmed that the schedule of works is a manual spreadsheet compiled by the Transport Support Officer. This is updated every time a new vehicle is added/removed from the fleet. We confirmed that there is no reconciliation performed between MIS and the schedule to ensure it is up to date. There is the risk that a vehicle is not included and could therefore miss out on required servicing.	Low	A review of MIS will be undertaken to establish whether it has the functionality to produce a report detailing all changes to fleet which can be reviewed against the schedule of works.
	booked in advance and vehicle users are notified at least two weeks prior.			For a sample of five current vehicles we confirmed that they are on the schedule of works with the required routine servicing being included		

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
				appropriately in line with when the vehicle was bought into service.		
				The Transport Support Officer confirmed routine maintenance is allocated to the Workshops, but this is subject to change dependent on whether critical work comes in. If the workshops cannot get to the work before the current service period ends it is outsourced.		
				When routine maintenance is scheduled and upcoming. The Transport Support Officer will call and email the station / vehicle user at least two weeks in advance to alert them to it. We obtained evidence of the notification process.		
4	 BFRA has a process for reporting repairs: The staff member responsible for the vehicle calls Control and logs the fault. The officer in Control logs the issue in the fleet performance system. The defect is added to MIS and this creates an automatic job number. A technician is assigned to repair the vehicle. A job card is completed for the defects, this includes details relating to the defect including: Who reported the defect The fleet number and category 	Yes	No	We selected five defects which had occurred since April 2016. We looked at each incident on FPS and confirmed they had been logged appropriately. The Admin Assistant Workshops explained that the staff member will assign a grade to the defect, and control / the Admin Assistant Workshops will review this to make sure it is appropriate with operational vehicles taking highest priority. We obtained the job cards and confirmed that these were completed appropriately by the technicians. We looked at the defect jobs on MIS and confirmed that the samples had been uploaded, the information was complete, and that costs for any parts used listed on the job card were appropriately assigned.	Low	A review of the processes in place to update FPS and MIS once jobs have been completed will be undertaken to ensure the most efficient process is used to update both systems consistently.
	Grade of the defectDescription of the defect			Whilst we did not identify any exceptions, due to the manual nature of copying defect information		

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
	 When work was started / completed Actions taken/parts used Hours worked Technician signature When the repair is complete and the job card signed off the repair is noted as complete in Fleet Performance System (FPS). The repair information is added to MIS. If appropriate a briefing of the issues identified is given to the operators. 			from FPS to MIS there is the risk that information is not copied accurately or completely between the two systems. The Transport Support officer advised that a reconciliation is not performed between FPS and MIS which increases the risk of an error not being caught. Technicians will discuss the repair with the vehicle user when they attend the job. If the defect appears to be caused by neglect they will perform follow ups to ensure the vehicle is being handled appropriately.		
5	The Vehicle Certification Agency (VCA) complete inspections on all batches of large operational appliance vehicles prior to it going operational. This is part of the acceptance of the fleet. Per the Driving at Work Policy the Freight Transport Association (FTA) will carry out a monthly random sample inspection on a Heavy Goods Vehicle during the year to verify they are road worthy and therefore the repair and maintenance work is of appropriate quality.	Yes	No	We obtained and reviewed five VCA reports carried out on five different batches of vehicles. The Transport and Engineering Manager confirmed that the VCA check is completed prior to BRFS paying for the vehicles and putting them in service. We confirmed that no vehicles in these batches were put into service until a signed off inspection had been completed. We reviewed the schedule on MIS of recent inspections carried out by FTA. This showed that nine were carried out 2015, four in 2014 and five in 2013 against a target of 12 reviews per year. There is the risk that repairs and maintenance may not be completed to appropriate standards without an independent inspection that verifies the vehicles are roadworthy.	Medium	BFRA will ensure that a random monthly Freight Transport Agency (FTA) inspection is carried and documented out as per the policy.

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Actions for management
6	 The Service Delivery Asset Group (SDAG) ensures there is sufficient capacity available in the fleet to meet the fire and rescue needs. It: Provides a Strategic Planning Group to consider the provision or replacement of major service delivery assets, Provides recommendations to Service Delivery Management Team (SDMT) on the provision or replacement of major service delivery assets, Allocates major service delivery asset provision or replacement projects, and Monitors the utilisation of vehicular assets and makes recommendations to SDMT to achieve best value. Once the need for a particular vehicle has been established the SDAG report to the SDMT on what the need is, and possible solutions together with anticipated costs. 	Yes	No	We obtained the Terms of Reference for the Service Delivery Asset Group (SDAG) and noted that it was not dated and that there was no evidence of approval. We reviewed the document and noted that it contained the responsibilities of the group. However, it was brief and omitted necessary information such as decision making responsibilities, meeting frequency, reporting and quorum. There is a risk that without comprehensive terms of reference, the group will not fulfil its responsibilities within their remit. We obtained the SDAG meeting agendas and minutes and from January to July 2016. From review, we confirmed that standard agenda items included: Vehicle and major equipment replacement programme; Disposal of assets; Current project updates; and New projects. By review of the minutes we identified that discussions had been undertaken regarding specific vehicles and equipment due for replacement. We noted that action points from the previous SDAG meetings were reviewed at each meeting, where an update was provided.	Low	The Terms of Reference for the Service Delivery Asset Group (SDAG) will be updated to include: Decision making and quorum requirements; Meeting frequency and reporting. A review schedule will be put in place to ensure the policies are reviewed and Terms of Reference approved regularly.

APPENDIX A: SCOPE

Scope of the review

To evaluate the adequacy of risk management and control within the system and the extent to which controls have been applied, with a view to providing an opinion. The scope was planned to provide assurance on the controls and mitigations in place relating to the following areas:

Objective of the area under review

To ensure that the Authority's fleet of fire and rescue vehicles are appropriately serviced and maintained at all times

When planning the audit, the following areas for consideration and limitations were agreed:

Areas for consideration:

We will review the arrangements in place to manage the fleet including completion of servicing and maintenance, and time allocation within the workshop.

- There is a Fleet Management policy and associated procedures in place which set out how the Authority and Service aim to service and maintain it vehicles.
- The policy sets out the roles and responsibilities of key staff and staff groups, and identifies any relevant statutory or best practice standards which must be met;
- A schedule of works has been developed for all authority fleet vehicles (Engines, rapid response vehicles and pool cars etc) which includes the servicing and maintenance tasks which must be undertaken on a daily, weekly, monthly and other periodic basis.
- A process is in place to ensure that all new vehicles and disposals are updated on the schedule of works and a
 monthly reconciliation is completed between the schedule and asset register to ensure that all vehicles are
 included
- A system is in place to identify where jobs are due in advance of their expiry date to allow down time for the vehicle to be planned in advance for the work to be completed on time.
- Processes are in place to ensure that there continues to be sufficient capacity within the available fleet to meet the fire and rescue needs of the local population.
- Appropriate records are maintained to evidence the completion of tasks. This includes signed job sheets and appropriate documentation to identify the parts used on the vehicle.
- Where damage or faults are identified with the vehicles, they are assessed and either taken out of service or return to service with an appropriate briefing of the issues identified given to the operators.
- Action plans are put in place to ensure that damage and faults repair tasks are completed in a timely basis.
- An appropriate inspection programme is in place to ensure the quality of the repair and maintenance work undertaken.

- Daily and weekly vehicle inspection checks are undertaken to ensure they are roadworthy.
- The Authority is regularly updated on fleet management issues through the Corporate Services Planning and Challenge Group.

Limitations to the scope of the audit assignment:

- We have not confirmed that the Authority's fleet are in an appropriate working orders
- We have not confirmed that all relevant servicing and maintenance tasks have been identified and are being undertaken on a periodic basis.
- We have not included equipment maintenance within the review as this areas was audited within the 2014/15 audit plan.
- We have not confirmed that all repairs and maintenance tasks have been fully completed to an appropriate standard.
- We have not confirmed whether parts used for repairs and maintenance have been accurately updated within the stock system as this will be tested during the stocks/inventory audit.
- We have not confirmed that the Authority has an appropriately sized fleet to meet the needs of the local population.
- Our auditors are not mechanics and therefore we have not provided an opinion on these aspects of fleet management.
- All testing has been undertaken on a sample basis and findings will be extrapolated appropriately.

Our work does not provide absolute assurance that material errors, loss or fraud do not exist.

APPENDIX B: FURTHER INFORMATION

Persons interviewed during the audit:

- Darren Cook, Technical Support Manager for Workshops.
- Ray Willett, Transport and Engineering Manager.
- Gill Pritchett, Transport Support Officer
- Lisa Iles, Admin Assistant Workshops

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