

# Procedure for Reporting Breaches of the Law



## Introduction

This document sets out the procedures to be followed by certain persons involved with the Environment Agency Pension Fund, the Local Government Pension Scheme managed and administered by the Environment Agency, in relation to reporting breaches of the law to the Pensions Regulator.

The Environment Agency, as Administering Authority, has delegated responsibility for the implementation of these procedures to the Chief Pensions Officer.

Breaches can occur in relation to a wide variety of the tasks normally associated with the administrative function of a scheme such as keeping records, internal controls, calculating benefits and making investment or investment-related decisions.

This Procedure document applies, in the main, to:

- All members of the Pensions Committee and the Local Pension Board
- All officers involved in the management of the Pension Fund including members of the Environment Agency Pension Fund Management Team
- Any professional advisers including auditors, actuaries, legal advisers, third party administrators and fund managers. However, these advisers should note that the application of this Procedure relates to the reporting of legal breaches relating to the administration of the Pension Fund, rather than any breaches relating to their role and responsibilities that do not affect the administration of the Fund. For example, if a fund manager has breached the investment association guidelines, then this would not be reportable under this EAPF Procedure document, (albeit the Administering Authority would still expect this information to be recorded separately and notified to the Environment Agency)
- Officers of employers participating in the Environment Agency Pension Fund who are responsible for pension matters.

The next section clarifies the full extent of the legal requirements and to whom they apply.

## Requirements

### Pensions Act 2004

Section 70 of the Pensions Act 2004 (the Act) imposes a requirement on the following persons:

- A trustee or manager of an occupational or personal pension scheme
- A member of the pension board of a public service pension scheme
- A person who is otherwise involved in the administration of an occupational or personal pension scheme
- The employer in relation to an occupational pension scheme
- A professional adviser in relation to such a scheme
- A person who is otherwise involved in advising the trustees or managers of an occupational or personal pension scheme in relation to the scheme,

to report a matter to The Pensions Regulator as soon as is reasonably practicable where that person has reasonable cause to believe that:

(a) a legal duty relating to the administration of the scheme has not been or is not being complied with, and

(b) the failure to comply is likely to be of material significance to The Pensions Regulator.

The Act states that a person can be subject to a civil penalty if he or she fails to comply with this requirement without a reasonable excuse.

The duty to report breaches under the Act overrides any other duties the individuals listed above may have. However the duty to report does not override 'legal privilege'. This means that, generally, communications between a professional legal adviser and their client, or a person representing their client, in connection with legal advice being given to the client, do not have to be disclosed.

### The Pension Regulator's Code of Practice

Practical guidance in relation to this legal requirement is provided in The Pension Regulator's Code of Practice, including in the following areas:

- Implementing adequate procedures
- Judging whether a breach must be reported
- Submitting a report to The Pensions Regulator
- Whistleblowing protection and confidentiality

## **Application to the Environment Agency Pension Fund**

The Environment Agency has developed this procedure which reflects the requirements, expectations and guidance contained in The Pension Regulator's Code of Practice in relation to the Environment Agency Pension Fund and this document sets out how the Agency will strive to achieve best practice through use of a formal reporting breaches procedure.

Training on reporting breaches and related statutory duties, and the use of this procedure is provided to Pensions Committee members, Investment Sub-Committee members, Pension Board members and key officers involved with the management of the Environment Agency Pension Fund on a regular basis. Further training can be provided on request to the Chief Pensions Officer.

## The Environment Agency Pension Fund Reporting Breaches Procedure

The following procedure details how individuals responsible for reporting and whistleblowing can identify, assess, report (if appropriate) and record a breach of law relating to the Environment Agency Pension Fund.

It aims to ensure individuals responsible are able to meet their legal obligations and avoid placing any reliance on others to report. The procedure will also assist in providing an early warning of possible malpractice and reduce risk.

### 1. Understanding the law and what is a breach

Individuals may need to refer to regulations and guidance when determining whether a breach has occurred, and when considering whether or not to report a possible breach.

Some of the key provisions are shown below:

- Section 70(1) and 70(2) of the Pensions Act 2004:  
[www.legislation.gov.uk/ukpga/2004/35/contents](http://www.legislation.gov.uk/ukpga/2004/35/contents)
- Employment Rights Act 1996:  
[www.legislation.gov.uk/ukpga/1996/18/contents](http://www.legislation.gov.uk/ukpga/1996/18/contents)
- Occupational and Personal Pension Schemes (Disclosure of Information) Regulations 2013 (Disclosure Regulations):  
[www.legislation.gov.uk/uksi/2013/2734/contents/made](http://www.legislation.gov.uk/uksi/2013/2734/contents/made)
- Public Service Pension Schemes Act 2013:  
[www.legislation.gov.uk/ukpga/2013/25/contents](http://www.legislation.gov.uk/ukpga/2013/25/contents)
- Local Government Pension Scheme Regulations (various):  
<http://www.lgpsregs.org/timelineregs/Default.html> (pre 2014 schemes)  
<http://www.lgpsregs.org/index.php/regs-legislation> (2014 scheme)
- The Pensions Regulator's Code of Practice:  
<http://www.thepensionsregulator.gov.uk/codes/code-governance-administration-public-service-pension-schemes.aspx>

In particular, individuals should refer to the section on 'Reporting breaches of the law', and for information about reporting late payments of employee or employer contributions, the section of the Code on 'Maintaining contributions'.

Further guidance and assistance can be provided by the Chief Pensions Officer, as long as requesting this assistance will not result in alerting those responsible for any serious offence (where the breach is in relation to such an offence).

Those involved with the management of the fund will identify breaches of the law through the implementation, monitoring and review of a number of internal controls, including but not limited to:

- Internal and external audit
- Log of performance of administration functions against legal timescales (for example, annual benefit statements, provision of information to members after joining the fund, payment of benefits in certain circumstances)
- Other fund Service Level Agreements and Key Performance Indicators, and regular reports on administration service
- Contributions monitoring records
- Fund Business Plan
- Records of member feedback, complaints and disputes
- Review of fund governance
- Other reviews or audits, such as independent review of pensioner increases or member benefit calculations
- Review of performance of advisors and service providers against contractual requirements

## 2. Clarification when a breach is suspected

Individuals need to have reasonable cause to believe that a breach has occurred, not just a suspicion. Where a breach is suspected the individual should carry out further checks to confirm the breach has occurred.

Where the individual does not know the facts or events, it will usually be appropriate to check with the Chief Pensions Officer at the Environment Agency, or others on the Pension Fund Management Team who are able to explain what has happened. However, there are some instances where it would not be appropriate to make further checks, for example, if the individual has become aware of theft, suspected fraud or another serious offence and they are also aware that by making further checks there is a risk of either alerting those involved or hampering the actions of the police or a regulatory authority. In these cases, The Pensions Regulator should be contacted without delay.

## 3. Determining whether the breach is likely to be of material significance

To decide whether a breach is likely to be of material significance an individual should consider the following, both separately and collectively:

- Cause of the breach (what made it happen)
- Effect of the breach (the consequence(s) of the breach)
- Reaction to the breach
- Wider implications of the breach

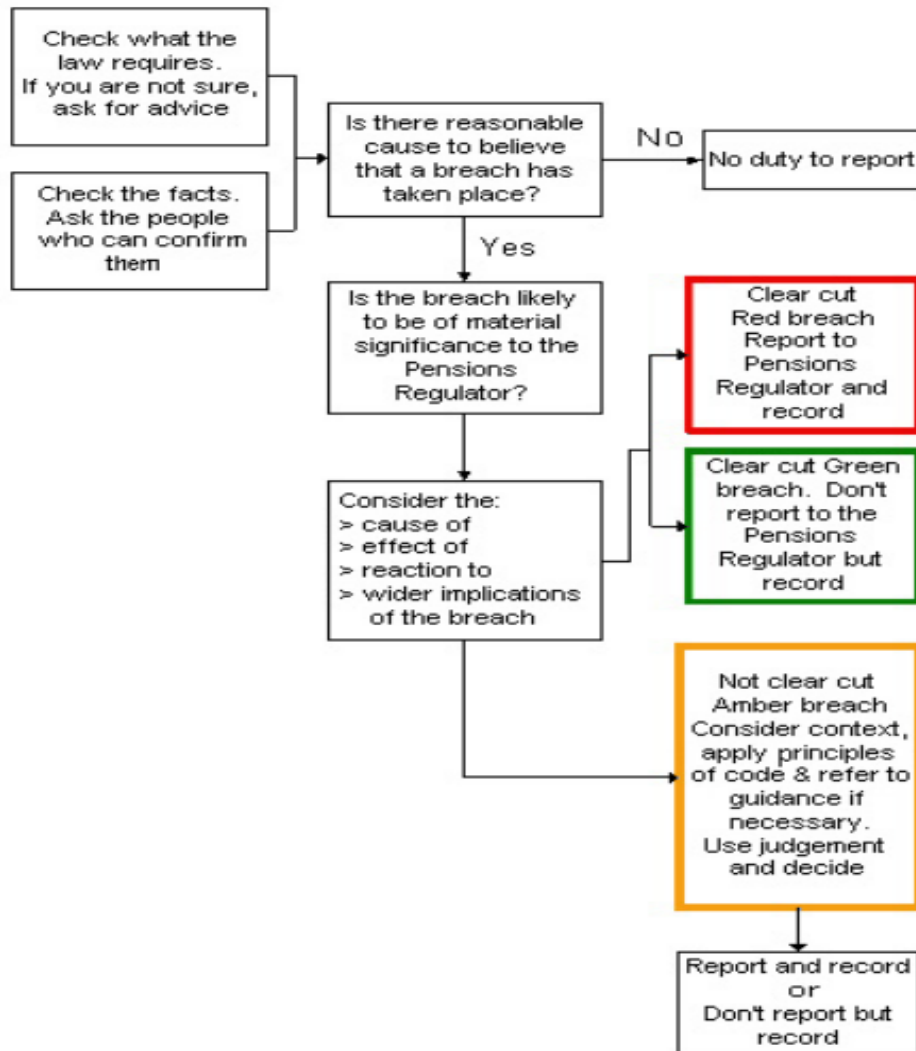
Individuals may also request the most recent breaches report from the Chief Pensions Officer, as there may be details on other breaches which may provide a useful precedent on the appropriate action to take.

Further details on the above four considerations are provided in Appendix A to this procedure.

The individual should use the traffic light framework described in Appendix B to help assess the material significance of each breach and to formally support and document their decision.

A decision tree is provided below to show the process for deciding whether or not a breach has taken place and whether it is materially significant and therefore needs to be reported.

## Decision-tree: deciding whether to report



This process should be carried out as soon as possible given the Regulator's requirement to report any reportable (materially significant) breaches within 10 working days of the breach being identified.

### 4. Referral to a level of seniority for a decision to be made on whether to report

The Environment Agency has designated an officer (the Chief Pensions Officer) to ensure this procedure is appropriately followed. They are considered to have appropriate experience to help investigate whether there is reasonable cause to believe a breach has occurred, to check the law and facts of the case, to maintain records of all breaches and to assist in any reporting to The Pensions Regulator, where appropriate.

Individuals must bear in mind, however, that the involvement of the Chief Pensions Officer is to help clarify the potential reporter's thought process and to ensure this procedure is followed. The potential reporter remains responsible for the final decision as to whether a matter should be reported to The Pensions Regulator.

The matter should not be referred to the Chief Pensions Officer if doing so would alert any person responsible for a possible serious offence to the investigation (as highlighted in section 2). If that is the case, the individual may instead refer the matter to the Chair of the Pensions Committee. Otherwise, the person should report the matter to The Pensions Regulator setting out the reasons for reporting, including any uncertainty – a telephone call to the Regulator before the submission may be appropriate, particularly in the case of a more serious breach.

Those involved with the decision on whether or not to report should be mindful of the Regulator's requirement to report breaches within 10 working days of the identification of the breach.

## 5. Dealing with complex cases

The Chief Pensions Officer may be able to provide guidance on particularly complex cases. Guidance may also be obtained by reference to previous cases, information on which will be retained by the Environment Agency, or via discussions with those responsible for maintaining the records. Information may also be available from national resources such as the Scheme Advisory Board or the LGPC Secretariat (part of the LG Group - <http://www.lgpsregs.org/>).

If timescales allow, legal advice or other professional advice can be sought.

## 6. Timescales for reporting

The Pensions Act and The Pension Regulator's Code require that, if an individual decides to report a breach, the report must be made in writing as soon as reasonably practicable and in most cases, this should be within 10 working days of the breach being identified. Individuals should not wait for others to report and nor is it necessary for a reporter to gather all the evidence which The Pensions Regulator may require before taking action. A delay in reporting may exacerbate or increase the risk of the breach. The time taken to reach the judgments on "reasonable cause to believe" and on "material significance" should be consistent with the speed implied by 'as soon as reasonably practicable'. In particular, the time taken should reflect the seriousness of the suspected breach.

## 7. Early identification of very serious breaches

In cases of immediate risk to the scheme, for instance, where there is any indication of dishonesty, The Pensions Regulator does not expect reporters to seek an explanation or to assess the effectiveness of proposed remedies. They should only make such immediate checks as are necessary.

The more serious the potential breach and its consequences, the more urgently reporters should make these necessary checks. In cases of potential dishonesty the reporter should avoid, where possible, checks which might alert those implicated. In serious cases, reporters should use the quickest means possible to alert The Pensions Regulator to the breach.



## **8. Recording all breaches even if they are not reported**

The record of past breaches may be relevant in deciding whether to report a breach (for example it may reveal a systemic issue). The Environment Agency will maintain a record of all breaches identified by individuals and reporters should therefore provide copies of reports submitted to The Pensions Regulator to the Chief Pensions Officer (or Chairperson of the Pensions Committee if it is not appropriate to provide information to the Chief Pensions Officer, as described in section 4).

Records of unreported breaches should also be provided to the Chief Pensions Officer as soon as reasonably practicable and certainly no later than within 20 working days of the decision made not to report. These will be recorded alongside all reported breaches. The record of all breaches (reported or otherwise) will be included in the quarterly Monitoring Report at each Pensions Committee meeting, and this will also be shared with the Pension Board.

## Reporting a breach

Reports must be submitted in writing via The Pensions Regulator's online system at [Exchange log in | The Pensions Regulator](#), or by post, or email, and should be marked urgent if appropriate. If necessary, a written report can be preceded by a telephone call – this should be done if a serious breach is discovered.

Reporters should ensure they receive an acknowledgement for any report they send to The Pensions Regulator. The Pensions Regulator will acknowledge receipt of all reports within five working days and may contact reporters to request further information. Reporters will not usually be informed of any actions taken by The Pensions Regulator due to restrictions on the disclosure of information.

As a minimum, individuals reporting should provide:

- Full scheme name (Environment Agency Pension Fund)
- Description of breach(es)
- Any relevant dates
- Name, position and contact details of the person reporting
- Role of the person reporting in relation to the scheme
- Employer name or name of scheme manager (the latter is the Environment Agency)

If possible, reporters should also indicate:

- The reason why the breach is thought to be of material significance to The Pensions Regulator
- Scheme address (provided at the end of this procedures document)
- Scheme manager contact details (provided at the end of this procedures document)
  - pension scheme registry number (PSR) – Environment Agency **Active** Pension Fund: **10079069**
  - pension scheme registry number (PSR) – Environment Agency **Closed** Pension Fund: **10079068**

The reporter should provide further information or reports of further breaches if this may help The Pensions Regulator in the exercise of its functions. The Pensions Regulator may make contact to request further information.

## Confidentiality

If requested, The Pensions Regulator will do its best to protect a reporter's identity and will not disclose information except where it is lawfully required to do so.

If an individual's employer decides not to report and the individual employed by them disagrees with this and decides to report a breach themselves, they may have protection under the Employment Rights Act 1996 if they make an individual report in good faith.

## Reporting to Pensions Committee

A report will be presented to the Pensions Committee on a quarterly basis setting out:

- All breaches, including those reported to The Pensions Regulator and those not reported, with the associated dates.
- In relation to each breach, details of what action was taken and the result of any action (where not confidential).
- Any future actions for the prevention of the breach in question being repeated
- New breaches which have arisen in the last year/since the previous meeting.

This information will also be provided upon request by any other individual or organisation (excluding sensitive/confidential cases or ongoing cases where discussion may influence the proceedings).

An example of the information to be included in the quarterly reports is provided in Appendix C to this procedure.

## Review

This Reporting Breaches Procedure was originally brought into effect from 1 November 2015. It was reviewed in December 2021 with changes brought into effect on 1 January 2022. It will be kept under review and updated as considered appropriate by the Chief Pensions Officer. After any update it will be sent to all individuals who, or key contacts at organisations which, are considered to be subject to the procedure.

## Further Information

If you require further information about reporting breaches or this procedure, please contact:

Craig Martin  
Environment Agency Pension Fund  
Chief Pensions Officer  
Horizon House,  
Deanery Road,  
Bristol, BS1 5AH

Email: [craig.martin@environment-agency.gov.uk](mailto:craig.martin@environment-agency.gov.uk)

Further information on the Environment Agency Pension Fund can be found as shown below:

Telephone: 0800 121 6593

Email: [info@eapf.org.uk](mailto:info@eapf.org.uk)

Environment Agency Pension Fund Website: [www.eapf.org.uk](http://www.eapf.org.uk)

## Appendix A – Determining whether a breach is likely to be of material significance

To decide whether a breach is likely to be of material significance individuals should consider the following elements, both separately and collectively:

- Cause of the breach (what made it happen)
- Effect of the breach (the consequence(s) of the breach)
- Reaction to the breach
- Wider implications of the breach

### The cause of the breach

Examples of causes which are likely to be of concern to The Pensions Regulator are provided below:

- Acting, or failing to act, in deliberate contravention of the law
- Dishonesty, negligence, or reckless behaviour
- Incomplete or inaccurate advice
- Ineffective controls resulting in deficient administration, i.e. failure to implement adequate administration procedures
- Poor governance
- Slow or inappropriate decision-making practices

When deciding whether a cause is likely to be of material significance individuals should also consider:

- Whether the breach has been caused by an isolated incident such as a power outage, fire, flood or a genuine one-off mistake
- Whether there have been any other breaches (reported to The Pensions Regulator or not) which when taken together may become materially significant

### The effect of the breach

Examples of the possible effects (with possible causes) of breaches which are considered likely to be of material significance to The Pensions Regulator in the context of the LGPS are given below:

- A significant proportion of members, or a significant proportion of members of a particular category of membership, are affected by the breach.
- The breach has a significant effect on the benefits being paid, to be paid, or being advised to members.
- The breach – or series of unrelated breaches – have a pattern of recurrence in relation to participating employers, certain members or groups of members.
- Committee/Board members not having enough knowledge and understanding, resulting in pension boards not fulfilling their roles, the scheme not being properly governed and administered and/or scheme managers breaching other legal requirements.

- Conflicts of interest of Committee or Board members, resulting in them being prejudiced in the way in which they carry out their role and/or the ineffective governance and administration of the scheme and/or scheme managers breaching legal requirements.
- Poor internal controls, leading to schemes not being run in accordance with their scheme regulations and other legal requirements, risks not being properly identified and managed and/or the right money not being paid to or by the scheme at the right time.
- Inaccurate or incomplete information about benefits and scheme information provided to members, resulting in members not being able to effectively plan or make decisions about their retirement.
- Poor member records held, resulting in member benefits being calculated incorrectly and/or not being paid to the right person at the right time.
- Misappropriation of assets, resulting in scheme assets not being safeguarded.
- Other breaches which result in the scheme being poorly governed, managed or administered.

### **The reaction to the breach**

A breach is likely to be of concern and material significance to The Pensions Regulator where a breach has been identified and those involved:

- Do not take prompt and effective action to remedy the breach and identify and tackle its cause in order to minimise risk of recurrence
- Are not giving the matter appropriate priority and are not pursuing corrective action to a proper conclusion
- Fail to notify affected scheme members where it would have been appropriate to do so.

A breach is also likely to be of concern and material significance to The Pensions Regulator where it forms part of a series of breaches indicating poor governance.

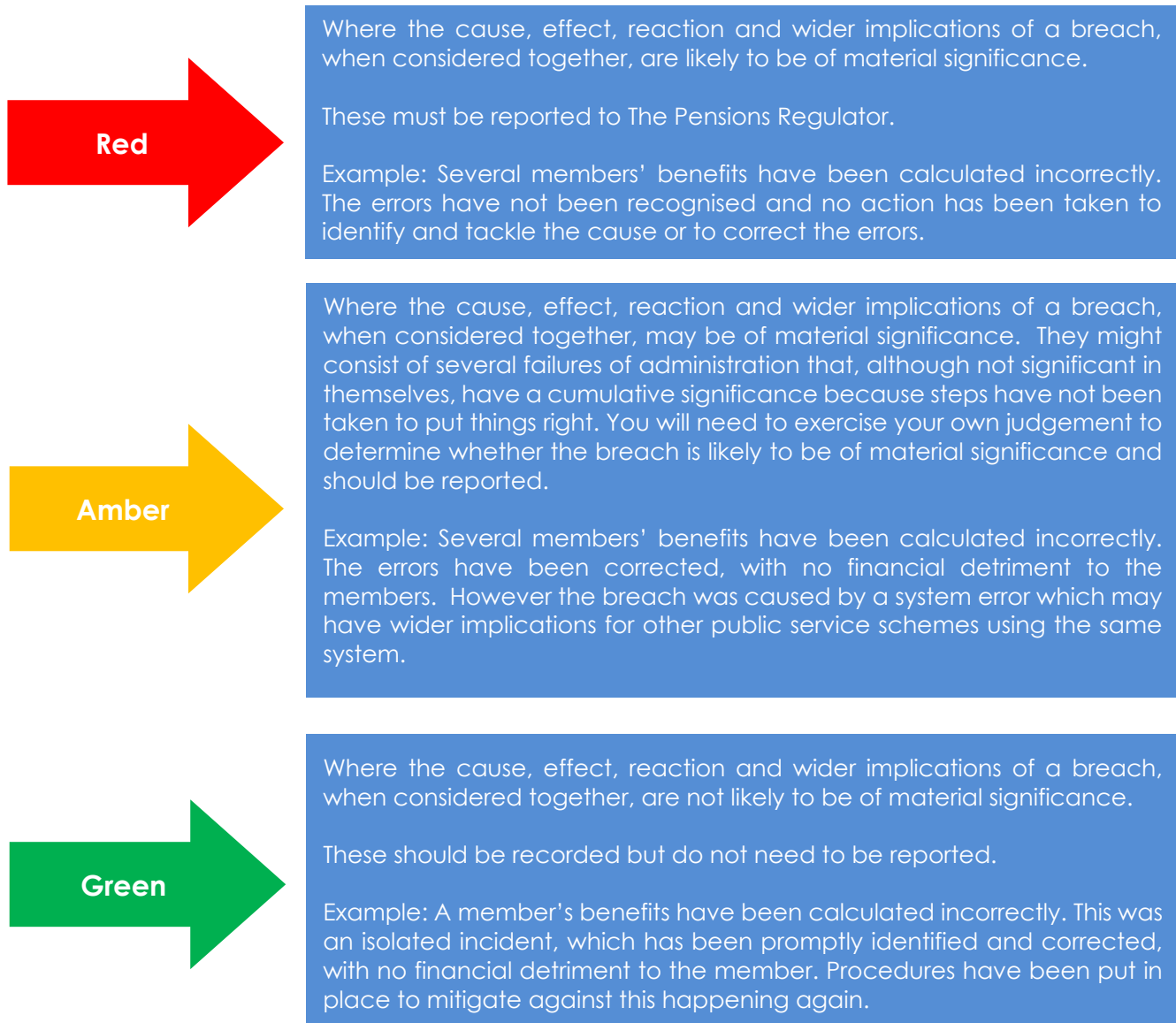
### **The wider implications of the breach**

Reporters should also consider the wider implications when deciding whether a breach must be reported. The breach is likely to be of material significance to The Pensions Regulator where the fact that a breach has occurred makes it more likely that further breaches will occur within the Fund or, if due to maladministration by a third party, further breaches will occur in other pension schemes.

Reporters should consider general risk factors such as the funding level of funding and how otherwise well-run the scheme appears to be. Reporters should also consider other reported and unreported breaches they are aware of, but should use historical information with care, particularly where changes have been made to address previously identified breaches.

## Appendix B - Traffic light framework for deciding whether or not to report

The Environment Agency recommends those responsible for reporting use the traffic light framework when deciding whether to report to The Pensions Regulator. This is illustrated below:



All breaches should be recorded even if the decision is not to report.

When using the traffic light framework individuals should consider the content of the red, amber and green sections for each of the cause, effect, reaction and wider implications of the breach, before you consider the four together. Some useful examples of this framework is provided by The Pensions Regulator at the following link

[www.thepensionsregulator.gov.uk/codes/code-related-report-breaches.aspx](http://www.thepensionsregulator.gov.uk/codes/code-related-report-breaches.aspx)

## Appendix C – Example Record of Breaches

### Page 1

| Reference | Date entered in register | Category (e.g. administration, contributions, funding, investment, criminal activity) | Title of breach | Owner of breach | Party which caused the breach | Description and cause of breach | Possible effect of breach and wider implications | Category affected | Numbers affected | Action taken to rectify breach | Assessment of breach (red / amber / green) |
|-----------|--------------------------|---|-----------------|-----------------|-------------------------------|---------------------------------|--|-------------------|------------------|--------------------------------|--|
|           |                          |   |                 |                 |                               |                                 |  |                   |                  |                                |  |
|           |                          |   |                 |                 |                               |                                 |  |                   |                  |                                |  |
|           |                          |   |                 |                 |                               |                                 |  |                   |                  |                                |  |

\*New breaches since the previous meeting should be highlighted

### Page 2

| Reference | Brief summary of rationale | Reported to TPR / Not reported<br>Y/N | Outstanding actions (if any) | Previous outstanding actions (i.e. no longer outstanding) | If Reported, name of reportee | If reported, outcome of TPR report and/ or investigations | Date breach closed | Reported to Committee (Y / N) | Date last reported to CPF Committee | Status |
|-----------|----------------------------|---------------------------------------|------------------------------|---|-------------------------------|---|--------------------|-------------------------------|-------------------------------------|--------|
|           |                            |                                       |                              |   |                               |   |                    |                               |                                     |        |
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