# Evaluation of North Wiltshire District Council's Partnership with North Wiltshire Citizens Advice Bureau

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# **Contents**

Section 1: Background & Overview to the Review

Section 2: The Partnership Evaluation Tool

Section 3: The Structure of the Partnership with Citizens Advice Bureau

Section 4: The Need to work in partnership

Section 5: The Framework for working in partnership

**Section 6:** Effective management of the partnership

Section 7: The Outcomes & Impact of working in partnership

Section 8: Conclusions

Section 9: Recommendations

#### Introduction

This document forms the report of the evaluation of Citizens Advice Bureau as a key partner of North Wiltshire District Council. North Wiltshire District Council sees the importance of working in partnership with the local community and has outlined partnership working as a corporate priority.

"Everything to be underpinned by partnership working and community engagement, working towards building true community spirit and a caring society."

NWDC Corporate plan 2006

# 1. Background & Overview to the Evaluation

- **1.1** In a recent CPA inspection the Council was recognised as being a "good partner" to work with, but highlighted areas where the Council needed to improve in order to ensure that partnership working delivers value for money. To better understand these issues and to address them the Council and the Audit Commission have undertaken a joint review of the Council's approach to partnership working. The review sought to gain opinion from partners, to look into the strategic mechanisms employed to manage partnerships and to assess the outcomes that could be demonstrated to the public.
- 1.2 In October 2005 the joint review outlined a number of key steps that must be undertaken in order for the Council to be recognised as having a robust approach to partnership working. There is no question of the Councils commitment to this area of work yet developments are required to create a more corporate approach to partnership working and better management of them to ensure value for money. In response to the Audit Commission's recommendations, the Council identified in the Corporate Plan that a review of all its key partnerships must take place and that appropriate mechanisms be developed to monitor the outcomes and quality of work delivered (through this way of working).

#### 1.3 The evaluation addresses the following areas:

- To identify that there is a clear need for the Council to provide funding to the Citizens Advice Bureau and to work together in partnership
- To identify that the Citizens Advice Bureau is best placed to deliver the service and that the outcomes of the service are relevant to current Council priorities or mandatory responsibilities
- To consider the overall position of the partnership and recommend where improvements or changes should be made

The review has been undertaken in partnership with the full participation of the North Wiltshire Citizens Advice Bureau.

## 2. The Partnership Evaluation Tool

- **2.1** In order to review all of its main partnerships in a structured and fair manner the Council has developed a Partnership Evaluation Tool. The tool builds on the recommendations outlined by the Audit Commission review, the requirements of the Wiltshire Compact and national guidance on ensuring value for money from public partnerships.
- **2.2** The tool is structured around testing four key areas of partnership working:

Need – the basis for partnership funding
Framework – ensuring a structured approach
Process – effective management of the partnership
Outcomes – demonstrating achievement and impact

- **2.3** Each area consists of at least five key tests and requires evidence to be gathered to review the current performance or position of the partnership. Using such a tool will enable a full review of the partnership to be undertaken, one that is able to address both areas of strength and areas of weakness as well as highlighting where improvements can be made. The tests can be benchmarked using a scoring system that has been incorporated within the tool. The scores are there to determine the current position against each indicator and assess overall quality and outline where future improvement is required. The scores are as follows:
- (1) There is no evidence that the indicator is being met
- (2) There is some evidence that the indicator is being met
- (3) There is good evidence to show that the indicator is being met
- (4) There is clear robust evidence that shows the indicator is being fully met

# 3. The Structure of the Partnership with Citizens Advice Bureau

- 3.1 The funding awarded by the Council to the North Wiltshire Citizens Advice Bureau (CAB) is for the support of the core service. A three-year Service Level Agreement between the main partners is in place. The partners of the agreement are Citizens Advice Bureau, North Wiltshire District Council and Wiltshire County Council. The current Service Level Agreement lasts until March 2008.
- 3.2 In the past the Council has provided funding to the CAB for other aspects of the service, such as the contract to provide homelessness advice, which has recently come to an end as well as support towards the rent for the Calne office. Previously the Council had paid the rent for Calne for 5 years following the CAB needing to leave council owned premises. This arrangement came to an end in January 2005 but the Council paid for a further two years of rent through an additional grant. In 2006 CAB were informed that in future years additional core support could not be requested over and above the core services SLA, as this was not in line in with the Wiltshire Compact and was not a sustainable solution.
- 3.3 The table below details the breakdown of core funding provided under the joint agreement with the Citizens Advice Bureau and Wiltshire County Council.

Amount
£122,400
£60,735
£181,886

- 3.4 A decision was taken in 2005 to enter into a three-way service level agreement for the core funding of the CAB. This decision was based on the commitment of all the partners to work in line with the Wiltshire Compact. Working in this manner enables a joint approach to monitoring to take place leading to a more efficient and effective way of working in partnership and managing funding
- 3.5 North Wiltshire CAB is funded £122,400 by the Council, this makes up 23% of the annual North Wiltshire CAB budget.

#### 4. Main findings of the Review

## The Need to work in Partnership

#### Advice needs in North Wiltshire

- 4.1 There is a need for local people to be able to access advice in a holistic manner, which is impartial, of high quality and provides practical support to help people resolve their problems. North Wiltshire CAB helps people by listening to them; providing relevant, accurate and up to date information; empowering them to act on their own behalf or negotiating on their behalf and in some cases representing them. The CAB provides a service, which is tailored to individual need and can tackle difficult social issues, which are often complex and inter related. Their service compliments that given by individual service areas such as Housing or Council Tax. Given the nature of the Councils services it is not a service that should be provided by the Council, although the existence of the service will have a positive impact on overall Council services. It is organisations such as the CAB who can work with both the client and the Council to address the various factors and identifying a productive way forward for the client.
- 4.2 North Wiltshire is considered to be an attractive place to live, with a vibrant economy and low unemployment. Nevertheless there are pockets of deprivation, hidden rural poverty and social exclusion. Although this is a relatively affluent area there is still a large need for the services provided by the CAB. As part of the business planning cycle CAB has conducted an advice needs analysis of the district, which informs the service that is delivered.
- 4.3 The advice needs analysis identified benefits advice, debt advice, general housing advice, and employment issues as priority areas of need. The issues CAB deal with cannot be attributed to one particular sector of the community as they cut right across and can affect everyone including young people, old people, ex service personnel and people with disabilities.
- 4.4 In 2005/06 CAB dealt with 13,470 client contacts. They dealt with 15,424 problems with debt and benefits being the most common issues. The table below gives a breakdown of the key issues

Type of problem	Number
Benefits	5187
Debt	4024
Housing	1875
Employment	1510
Relationships	853
Legal	604
Consumer	393
Other	978
(this encompasses issues	
such as, tax, immigration,	
health, sign posting)	

- 4.5 The average unsecured debt of a CAB client in North Wiltshire is £13,470. CAB has seen a 29% increase in debt problems and has provided approximately 8,902 hours of debt advice. With this evidence of need in place coupled with future changes to the local economy such as the closure of the Hygrade plant in Chippenham, the evaluation has identified that there is a need for residents of North Wiltshire to be able to access holistic advice.
- 4.6 With issues such as affordable housing, village and market town vitality and health and wellbeing all identified in the Community Strategy and the local community plans, CAB plays a key community role in addressing some of these issues through the advice it provides and lobbying it

undertakes. Advice can improve general health, increase quality of life and increase income. The CAB regularly report and evidence social injustice and undertake lobbying to influence constructive improvements in services and policies.

#### The role CAB can play?

- 4.7 CAB has the expertise and infrastructure in place to deliver a comprehensive advice service to the residents of North Wiltshire. Currently CAB has 44 volunteers (35 volunteer advisors) and their contribution is valued at around £155,000 of resource. CAB as a member of Citizens Advice nationally is able to access a comprehensive information system and support adviser training to ensure a high quality service is delivered. CAB as a brand is well recognised and trusted across the United Kingdom. A recent MORI survey shows that 96% of people have heard of the CAB and 75% think that they are trustworthy.
- 4.8 The outcomes that the CAB achieve for their clients has a real impact on the quality of their lives including keeping them in work, increasing their income and increasing their confidence.
- 4.9 The organisation collects evidence of client's problems and uses this to campaign for changes to national and local policies and services. They speak up for their clients raising issues, contributing to public debate and with Citizens Advice colleagues informing legislation. This is carried out be producing reports, raising awareness in the media, networking with local agencies and lobbying decision-makers.
- 4.10 The infrastructure, brand, and expertise of the CAB enables a service to be delivered that is able to respond to local need and add value to the local community. Supporting organisations who are "best placed" to deliver services and as a result can improve the local quality of life for the community is an appropriate rationale for working in partnership. This is in line with guidance and best practice outlined in the Wiltshire Compact.

#### Comparison with other CAB's in Wiltshire

- 4.11 It is difficult to make comparisons between the levels of funding provided by each of the district Councils to their respective CAB as a number of factors have to be considered before a judgement can made. In particular, issues associated with population, numbers of problems presented to CAB and the nature of the service provided all lead to the Wiltshire CABs being very different in their make up and approach.
- 4.12 For the purpose of this evaluation it is helpful to take a comparison of the amounts awarded by the other Wiltshire District Councils alongside size of population and the number of enquiries being dealt with. This gives part of the basis for assessing whether value for money is being achieved. Figures could not be included from West Wiltshire, as this information could not be accessed at the time of writing.

САВ	Amount of Core Funding provided by respective District Council	Size of Population	Number of Enquiries received in 2005/06
North Wiltshire	£122,400	125,372	15,424
Salisbury	£95,000	114,613	9,842
Kennet	£64,860	74,838	13,089

4.13 North Wiltshire has the largest population of all of the Wiltshire Districts. The CAB in North Wiltshire has dealt with more enquiries than the other bureau's in the County, which has then led to a

larger number of client contacts being made. This is where a client is seen a number of times by an advisor whilst support is being provided to address their issue. The North Wiltshire CAB operates across the five community areas and provides face to face advice in each area. The specialist elements of the service are provided through the Chippenham headquarters and through the Calne office. The Board of Trustees is currently assessing as part of a cost analysis how the service can be further developed in an efficient and effective manner. This may include a greater focus on the phone advice service being provided and judging whether the service should be delivered through five outlets in the future should there be any reduction in income.

#### 5. The Framework for Working in Partnership

#### Areas of strength

- 5.1 In 2006/07 £122,400 has been awarded to the CAB from the Council for support towards the core service. The award made by the Council is one of the largest it makes to local voluntary and community sector organisations.
- 5.2 There is currently a three-year Service Level Agreement (SLA) in place that was initially developed county wide with all of the Wiltshire CAB, District Councils, and the County Council. The formulation of the SLA was done in this way to deliver consistency across Wiltshire and to ensure that all partners are working towards the principals outlined in the Wiltshire Compact. There is scope within the SLA to ensure that a local dimension can be built into the agreement, as it is important that the service delivered reflects local needs.
- 5.3 The current SLA outlines an option for a further three years of funding providing that the partners are satisfied with the service being delivered. This evaluation forms part of the evidence that will be used when confirming whether the further three-year option will be taken up. The advantage to this approach is that it will avoid a new SLA being written within the next 15 months and more focus and energy can be spent on developing appropriate work plans and supporting the service to develop locally.
- 5.4 The SLA is very clear in outlining different aspects of the funding relationship, in particular good guidance is given on the service specification required, the review process that should be undertaken, how any disputes should be managed and where key responsibilities lie.
- 5.5 North Wilts CAB are currently in the process of redrafting their business plan. Their objectives include to maintain the quality of advice whilst dealing with reductions in funding, helping people in a way that advice makes a difference and being seen by local organisations as a community voice. Agreement has been reached that the partnership should be focusing on the outcomes CAB helps deliver in the local community both through its advice services and through its social policy work. This way a better understanding of the impact the service has on the local area will be achieved.

#### Areas of Weakness

- 5.6 In general the evaluation has found that a strong framework exists for working in partnership with the CAB, however, one area that requires some development is around the creation of a work plan.
- 5.7 Work plans provide a focus for partners to be able to better capture their expectations for how the funding should be used alongside the organisational priorities of the funded partner. Delivering this will ensure that there is full agreement on the outcomes to be achieved, as well as providing a more effective approach to monitoring. Currently monitoring is based on the information provided through the service specification in the SLA and not through an outcome focussed work plan.
- 5.8 Moving to an outcome focused work plan will enable the partnership as a whole to better understand the impact the funding is having on the service being delivered, the pressures currently being faced by the service and the longer term sustainability of the service. This should sit alongside the SLA as it needs to be a living document that is updated, monitored and adjusted as appropriate, whereas the overarching SLA contains the processes of how the partnership should be administered and managed.

#### 6. <u>Effective Management of the Partnership</u>

#### Areas of Strength

- 6.1 The relationship between CAB and the Council has continued to develop positively and with CAB fully engaging in this evaluation demonstrates their commitment to successful partnership working. When reviews have taken place CAB have provided information on time and in appropriate format. A growing dialogue is being developed with the organisation and whilst maintaining the formal management of the SLA, it is hoped the partners can also work more informally to address any issues.
- 6.2 North Wiltshire CAB has identified a number of future challenges the organisation will face. As a result of this, the board of trustees has responded in a proactive manner by committing resources to help address longer-term sustainability issues. At present a cost analysis of the current service provided is being undertaken and CAB is actively pursuing a more diverse approach to funding. A recent example is a three-year contract with Westlea Housing Association to provide specialist benefit and debt advice to residents and employees and promote financial inclusion, that will ensure specialist advice is provided to their residents.
- 6.3 The SLA is robust and provides CAB with funding security when looking at future developments of the service. The commitment to three years worth of funding with a further option of an additional three years enables the partners to focus on the key issues of performance and development rather than the framework of how the grant should be managed.
- 6.4 The partnership is being managed in line with the guidance of the Compact Code of Practice for Funding & Procurement. This ensures that a transparent approach to managing funding is followed.

#### Areas of Weakness

- 6.5 The SLA should be monitored twice a year through a meeting between the main partners. So far in 2006 this process has been delayed because Wiltshire County Council (WCC) as the other key funding partner have been unable to provide resource to manage the agreement. This has led to an unsatisfactory level of monitoring and with there being poor communication has resulted in the CAB receiving late payment of their grant from WCC during this time. It has been agreed with the CAB that as a result of the current situation, the Council will hold a review of the work undertaken in 2006 with CAB separately should WCC be unable to take part due to current resource constraints.
- 6.6 The SLA has been developed in line with the Wiltshire Compact, this should enable partners to work together to identify any gaps in service, improvements that could be made to the agreement or subsequent changes to future levels of funding. At present this dialogue does not exist and puts the partnership at risk for both the CAB and the Council.
- 6.7 At present, performance is judged on the information requested through the service specification of the SLA. This information is useful and evidences the level of service being delivered. However, for the partners to better demonstrate that the CAB delivers a high quality service to the residents of North Wiltshire, a workplan based on a series of agreed outcomes using the current business plan needs to be developed.
- 6.8 The environment CAB operates in is continually changing. As a charity CAB relies on core funding support and the successful contracts it gains, without these and the volunteers who give their time the organisation could not operate. North Wiltshire CAB currently faces a number of funding

challenges including uncertainty as a result of ongoing budget restraints on funding partners, and proposed changes to the Legal Services Contract following Lord Carter's review. The proposed changes to this contract could result in a 50% cut in funding across the CAB sector nationally and is likely to impact on 92% of CABx.

#### 7. Assessing the Outcomes & Impacts of the Partnership

- 7.1 In 2005/06 North Wiltshire CAB gained £1million for its clients in the district. This amount will have a sufficient impact on North Wiltshire residents and their subsequent economic activity. An increase in people's economic activity has a positive impact on the district through the money they then reinvest back into local shops and services.
- 7.2 In 2005/06 13,470 client contacts were made which equates to around 5,000 members of the community being supported by the North Wiltshire CAB.
- 7.3 North Wiltshire CAB is also a large user of volunteers and trains and supports them providing them with skills and qualifications. Supporting volunteers is an important role the CAB can play. Without volunteers the CAB would be unable to operate and it is recognised that volunteering can play a key role in supporting people back in to work through the skills that can be acquired. The CAB also provides training to other local agencies increasing staff skills and raising awareness of each other's work. Currently 44 volunteers work at the CAB, 35 of which are volunteer advisors. The CAB values this resource at £155,000 per year and in 2005/06 this equated to 19,440 hours of volunteering.
- 7.4 The current Business Plan reports on client satisfaction. One hundred and twenty one people were asked to provide feedback. 94% were fairly happy or very happy with the time they had to wait. 100% were fairly happy or happy about the time they had to discuss the problem. 10% of users were unhappy or very unhappy about the opening times although these figures were not related to Malmesbury or Corsham where opening times had been reduced over the last year. 98% of clients got what they expected from CAB to a good or very good level. 90% said the advice was very or fairly useful. With such a high level of satisfaction in place, a challenge CAB faces is that any change in circumstances, be it changes in budget or how the service is delivered could result in a reduction in satisfaction levels. If this was the case a balance will need to be found between ascertaining the level of acceptable satisfaction alongside the capacity to deliver the service.
- 7.5 Although the figures on client satisfaction are encouraging, at present they are not statistically robust given that they represent less than 1% of their clients. There is a challenge for CAB to try and increase the numbers of people providing feedback on the service that is received, but it is recognised that given the nature of the clients and their problems, this is sometime difficult to achieve. It is important that this is explored further by the partnership through the monitoring process.
- 7.6 North Wilts CAB are independently audited every 3 years and in June 2006 they passed the audit outright and exceeded standards in social policy and training. Their Quality of Advice score was 90%, only 2 CAB nationally has scored as high as this in the last 2 years
- 7.7 A number of teams across the Council work closely with the CAB. In particular the housing team and the CAB have developed a strong working relationship, which ensures that there is good liaison between officers and results in clients receiving a more joined level of support. CAB are often able to provide a more sustainable solution to clients problems given their holistic approach to tackling issues, whereas the Council can only advise on the particular issue relating to a service. This partnership benefits both the CAB and the Council in ensuring a client focused approach. Alongside the advice aspect of CAB their involvement in the Councils policy developments is crucial, in particular they have contributed to the Councils Housing Strategy and Homelessness

Strategy over the last few years. Involvement of stakeholders such as the CAB is essential in ensuring the Council produces policies that meet the needs of the community and provides a best value service.

- 7.8 CAB has an important social policy arm to its work, which provides invaluable information and perspective for policy makers in a number of arenas. The social policy work is based directly on the needs and experiences of their clients. Over the last year they have contributed to a national tax credit campaign which achieved improvements to the scheme and reported on the problems of affordability of school uniforms for people on low income. The CAB is contributing to the Stronger block of the Local Area Agreement and is involved the North Wiltshire LSP in shaping the plans for action.
- 7.9 Given the cross over between the service CAB provides and some of the issues being voiced by the community through the Community Plans and the Community strategy, there is great potential for closer working with the Council and its partners.
- 7.10 The evaluation has found that CAB North Wilts deliver to a very high standard and as a result are in the top 10% of bureaux in the UK. At present the partnership is with the District Council, the CAB and WCC. Wiltshire County Council has been unable to provide satisfactory resource to monitoring the agreement. Under the terms of the Compact, funders should join up to fund one organisation where appropriate. Given the partners concerns around payments being made on schedule and the limitations this has placed on monitoring the agreement appropriately, consideration will need to be given to the longer term sustainability of this joined up approach.

#### Demonstrating good value for money

7.11 Demonstrating good value for money is based on being able to address the following questions using the evidence gathered through the evaluation:

Is the right service to the district being delivered? Is the service delivered to a high quality? Is the service sustainable? Is the organisation best placed to deliver the service?

- 7.12 The advice needs analysis of the district shows that people in North Wiltshire face problems associated with debt, housing and benefits. In 2005/06 there has been a 29% increase in debt issues alone and as demonstrated earlier, the CAB dealt with 15,000 enquiries helping around 5000 people directly. Whilst North Wiltshire is recognised as an affluent area in which to live, there are also a number of areas of pockets of deprivation. Compared to the other Wiltshire CAB's, North Wiltshire CAB has dealt with more enquires and subsequent client contacts over the last year, and operates advice centres across the five community areas. The achievements of successful outcomes for their clients are clear and can be demonstrated by the following two examples; around £1million brought into the district last year and 28 households avoiding homelessness as a result of the CAB's intervention.
- 7.13 North Wiltshire CAB is nationally recognised as delivering a high quality service. Their quality of advice score was 90% following independent audit earlier this year and this placed the bureau in the top 10% in the country. It is recognised through the evaluation that more effort is needed in gaining more statistically robust user satisfaction information, but the audit mark does strongly indicate that a high quality service is provided.
- 7.14 CAB recognises the changing climate and the pressures faced particularly by core funding partners in maintaining current levels of investment. As a result of this and following the end of a major contract, CAB is working proactively to address longer-term sustainability issues. The Board

is undertaking reviews of the current service provided and a cost analysis of each of the advice centres is underway. This shows a commitment to diversifying the service as appropriate, ensuring the balance between long term sustainability and still meeting the required advice needs of the client is maintained.

- 7.15 CAB is best placed to deliver this form of advice service in North Wiltshire. As an organisation they have a strong brand which is trusted, highly trained volunteer advisors and a service that can respond to the needs of its clients. As a result of this, the organisation is able to participate in sharing its experience and knowledge by lobbying policy makers and playing an important social policy role. There is no other organisation in North Wiltshire at this time that can provide the unique service offered by the North Wiltshire CAB.
- 7.16 The evaluation of the partnership with the North Wiltshire CAB indicates that the organisation provides good value for money and as result recommends there should no overall change at this time in the current core service grant provided by the Council.

#### 8. Conclusions

- 8.1 The evidence identified through the evaluation, provides a strong basis for why the Council works in partnership with the Citizens Advice Bureau and subsequently provides core funding to the organisation. There is clearly a need for local people to be able to access advice in a holistic manner, which is impartial and is there to provide practical support for addressing their issue. Whilst the Council can provide advice on its individual services it is not able to provide the unique service offered by CAB. It should also be noted the preventative nature of the advice given by CAB could have in some cases a positive impact on Council Services. For CAB to exist requires funding from a range of partners and the evidence demonstrates that it is appropriate for the Council to be one of those funding partners.
- 8.2 The evaluation has found that there is an appropriate framework in place to manage the relationship principally through the service level agreement that has been signed by the partners. It should be noted that although the evaluation has found a strong framework, both CAB and the Council recognise more development is needed to ensure the partnership continues to strengthen. A focus for this will be to enhance the monitoring arrangements to ensure a SMART process is adopted so that all partners are able to better demonstrate the outcomes of working together. Principally this will focus on developing a work plan that is drawn from the current CAB business plan, which encompasses not just the level of service being delivered, but also the longer term sustainability of the organisation and the impact on local people. Building on the strong foundations the SLA has put in place will ensure that all partners are not only able to evidence the need that exists but also the steps that have been taken to addressing it. Enhancing the framework for working in partnership ensures that the partnership is efficient, effective and demonstrates good value for money.
- 8.3 The SLA for this funding arrangement is very robust in terms of picking up on who should be the link officers, what information is expected for reviews and how the grant is to be managed. In contrast to this the evidence of this evaluation has highlighted that the ongoing management of the partnership requires significant improvement. At present it can be concluded that the partnership is not being effectively managed. This area is the responsibility of all partners to improve and a series of key steps will need to be taken over the coming 6 months. The main concern is that there has been a delay to the review process and a lack of communication by Wiltshire County Council who are one of the main partners. Entering into a three-way agreement is compliant with the Wiltshire Compact, but in terms of monitoring the risk to the partnership it is important that all of partners are engaged in managing the agreement.
- 8.4 All partners have made each other aware of potential budget pressures and as a result, the evaluation highlights that continued work around long term sustainability of the organisation should

remain a key part of the partnership discussions. The evaluation is in no doubt that the basis for effective management of the partnership is in place but requires steps to be taken to enhance this for the benefit of all partners as soon as possible.

- 8.5 The evaluation has found that the North Wiltshire CAB provides good value for money. It is important however, to consider the continually changing environment and pressures both the CAB and its funding partners face to ensure the long-term sustainability of the organisation. This evaluation is recommending that there should be no change in the current level of funding. If any changes were to be proposed in future years, then consideration must be given to the impact this would have on the service delivered and the ultimate quality of service that is accepted.
- 8.6 CAB provides an important and valuable service to the residents of North Wiltshire. The evaluation has clear evidence to show that the service being provided is to a high quality that directly meets the needs of the district. CAB has the expertise and infrastructure in place to deliver a comprehensive advice service to the residents of North Wiltshire. The impact of such a service not only impacts on the individuals who are supported but also to the wider community and to organisations such as the Council. The evaluation has identified that there are a number of areas where development can still be made and more significant contributions can be developed, in particular better use of the social policy work undertaken by the bureau in the development of local policies and services

#### 9: Review Recommendations

- That the partners work with North Wilts CAB to develop an outcome focused work plan, which are based on agreed indicators.
- Partners work with CAB more proactively to pick up on the social policy work that is undertaken by CAB and use it with relevant partnerships or policy developments where appropriate.
- The partners agree the steps that need to be taken to improve the management of the partnership and as result implement them within 6 months.
- If WCC are unable to provide officers to participate in the reviews and manage the agreement to a satisfactory level, then the partners will need to consider the longer-term viability of the joint agreement approach.