

Annual Audit and Inspection Letter

March 2008



Annual Audit and Inspection Letter

Runnymede Borough Council

External audit is an essential element in the process of accountability for public money and makes an important contribution to the stewardship of public resources and the corporate governance of public services.

Audit in the public sector is underpinned by three fundamental principles.

- Auditors are appointed independently from the bodies being audited.
- The scope of auditors' work is extended to cover not only the audit of financial statements but also value for money and the conduct of public business.
- Auditors may report aspects of their work widely to the public and other key stakeholders.

The duties and powers of auditors appointed by the Audit Commission are set out in the Audit Commission Act 1998, the Local Government Act 1999 and the Commission's statutory Code of Audit Practice. Under the Code of Audit Practice, appointed auditors are also required to comply with the current professional standards issued by the independent Auditing Practices Board.

Appointed auditors act quite separately from the Commission and in meeting their statutory responsibilities are required to exercise their professional judgement independently of both the Commission and the audited body.

Status of our reports

This report provides an overall summary of the Audit Commission's assessment of the Council, drawing on audit, inspection and performance assessment work and is prepared by your Relationship Manager.

In this report, the Commission summarises findings and conclusions from the statutory audit, which have previously been reported to you by your appointed auditor. Appointed auditors act separately from the Commission and, in meeting their statutory responsibilities, are required to exercise their professional judgement independently of the Commission (and the audited body). The findings and conclusions therefore remain those of the appointed auditor and should be considered within the context of the Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission.

Reports prepared by appointed auditors are:

- prepared in the context of the Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission; and
- addressed to members or officers and prepared for the sole use of the audited body; no responsibility is taken by auditors to any member or officer in their individual capacity, or to any third party.

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Key messages

- 1 This report is a summary of the Audit Commission's assessment of Runnymede Borough Council (the Council) in 2006/07. The letter summarises our audit findings and includes our review of how well the Council has progressed against its key objectives (our Direction of Travel report) and how well it has managed its resources (the Use of Resources Scores).
- 2 The report is addressed to the Council and has been written particularly for members, but it is a publicly available document and will be of interest to other stakeholders, including the residents of Runnymede.
- 3 The key messages for Runnymede Borough Council included in this report are as follows.
 - Financial targets were met in 2006/07. However, the relatively low level of council tax and the current capping limits set by central government place significant pressure on the Council's financial position in the medium to long term. The current financial position remains sound through the use of revenue reserves but the Council has acknowledged that this situation is not sustainable. To date the Council has successfully secured savings in line with its target. However balancing the overall financial position without a detrimental impact on services and performance will remain a significant challenge for the future.
 - Runnymede Borough Council continues to provide excellently performing services to the public. Its level of performance has been well above that of the average council over the last three years. In 2006/07 the Council has again shown above average performance with 47 per cent of its performance indicators (PIs) in the best quartile, compared to the district council average of 32 per cent.
 - The Council's performance in the Use of Resources assessment remains very strong and the Council maintained its score of 4 out of 4 overall, demonstrating continued improvement now that the 'test' has become harder as higher standards are demanded by the key lines of enquiry.
 - Performance in relation to housing is strong. Tenant satisfaction is high and the Council is taking steps to ensure that it meets the Decent Homes Standard. Affordable Housing completions in total numbers and per thousand completions are amongst the top 25 per cent of all councils.
 - The Council's Crime and Disorder Reduction Partnership (CDRP) secured many successes during the year, but there remains scope for improvement. In particular, figures for domestic burglary, theft from a motor vehicle and theft of a motor vehicle, are amongst the worst 50 per cent when compared to similar areas.

- Performance in waste recycling showed little improvement; 18.56 per cent of waste was recycled (including composting) in 2006/07, which is the worst quartile performance and less than half the figure achieved by high performing councils. There will need to be a significant improvement if the Council is to meet the challenging targets set by central government.
- The Council produces high quality accounts and supporting working papers, which are approved within the deadlines, set out by the Accounts and Audit Regulations. We gave an unqualified opinion on the Council's financial statements for 2006/07.

Action needed by the Council

- 4 We recommend that Runnymede takes the following action over the next 12 months.
 - Monitor the level of savings achieved and evaluate the impact on the medium term financial plans and the overall financial position of the Council. Explore further opportunities for efficiency savings.
 - Explore initiatives to increase recycling levels across the borough and monitor their impact on reducing the level of landfill waste collected. A step change is needed if the Council is to meet the targets specified by government.
 - Continue to work with CDRP partners to reduce the level of crime, particularly in those areas where crime figures are amongst the bottom 50 per cent when compared to similar areas.

Purpose, responsibilities and scope

- 5 This report provides an overall summary of the Audit Commission's assessment of the Council. It draws on the most recent Comprehensive Performance Assessment (CPA), the findings and conclusions from the audit of the Council for 2006/07 and from any inspections undertaken since the last Annual Audit and Inspection Letter.
- 6 We have addressed this letter to members as it is their responsibility to ensure that proper arrangements are in place for the conduct of the Council's business and to safeguard and properly account for public money. We have made recommendations to assist the Council in meeting its responsibilities.
- 7 This letter also communicates the significant issues to key external stakeholders, including members of the public. We will publish this letter on the Audit Commission website at www.audit-commission.gov.uk.
- 8 As your appointed auditor I am responsible for planning and carrying out an audit that meets the requirements of the Audit Commission's Code of Audit Practice (the Code). Under the Code, I review and report on:
 - the Council's accounts;
 - whether the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources (value for money conclusion); and
 - whether the Council's best value performance plan has been prepared and published in line with legislation and statutory guidance.
- 9 Next year (2007/8), the audit of the Council's financial statements will be carried out by KPMG.
- 10 We have listed the reports issued to the Council relating to 2006/07 audit and inspection work at the end of this letter.

How is Runnymede Borough Council performing?

- 11 Runnymede Borough Council was assessed as 'Excellent' in the Comprehensive Performance Assessment carried out in 2003. These assessments have been completed in all district councils and we are now updating them in councils where there is evidence of change. No such update has been deemed necessary for Runnymede Borough Council. The following chart is the latest position across all district councils.

Figure 1 Overall performance of district councils in CPA



Source: Audit Commission

The improvement since last year – our Direction of Travel report

- 12 Runnymede Borough Council continues to provide excellently performing services to the public. Its direction of travel is well above the average council with 68 per cent of its performance indicators (PIs) in the Audit Commission's 'basket of indicators' improving in the last three years. The Council also has an above average number of PIs in the best quartile - in 2006/07 the Council had 47 per cent of its PIs in the best quartile, compared to the district council average of 32 per cent.
- 13 The Council performs well in nearly all areas, but especially well in environmental health and in planning and development control, where the Council was ranked first out of 381 authorities for the percentage of PIs improving over the past three years. It has a well above average number of PIs in the best quartile.

- 14 The Council understands which services incur higher than average costs and why. However, in future, the Council will be unable to maintain its present level of expenditure in real terms since it will not be able to depend on having reserves available as in the recent past. Accordingly, the Council decided last year to continue its long term plans to increase council tax and continued to review its services critically.
- 15 The following paragraphs highlight the progress made by the Council against each of its key objectives for improvement, drawing mainly on relevant indicators from our basket of 36 audited key performance indicators as at 31 March 2007.

Access to affordable and decent housing

- 16 The Council performed well in 2006/07, with 67 per cent of housing PIs improving, and 57 per cent in the best quartile, compared to a district council average of 32 per cent. Its performance appears in line with its corporate priority of providing affordable housing to those with the greatest need. Best performance was achieved in housing management with good tenant satisfaction levels and six out of seven PIs in the best quartile. Future improvements to the Council's achievement of the decent homes standard will be seen after the development of flats at Egham, which began in 2006/07 and is now progressing well.
- 17 Homelessness services have secured some successes during the year. The number of families placed in temporary accommodation is low. The Council often uses temporary accommodation when re-housing a family immediately is particularly problematic, making the process more time consuming. This may adversely affect the average length of stay in hostel and bed and breakfast accommodation and explain why the Council's performance in this area remains in the bottom two quartiles. The Council has made positive steps to introduce rent guarantee and deposit schemes with private landlords; and temporary accommodation is provided in two hostels in Englefield Green and mobile homes in Heathervale. Constant inward migration of people and an increasing population may create demand for the Council's services which will continue to prove difficult to forecast.
- 18 The Council's performance in relation to the percentage of private sector homes vacant for more than six months is improving but remains in the worst quartile in 2006/07. The Council has taken steps to reduce the time that properties remain vacant, for example removing the council tax discount for empty homes and actively encouraging owners of empty homes to let them as soon as possible.

Access to services and transport

- 19 The Council's budgeted expenditure on services per head of population is above the average for Surrey districts. A major reason for this is additional spending on discretionary services compared to most Surrey districts. Examples include community services, providing services for older people and community safety, providing 24 hour CCTV coverage in the town centres. The Council is fully aware of the difficulties it faces in sustaining its policy in the present financial climate and plans to continue to increase council tax (within government limits) and examine how it can reduce overall spending.

- 20** The Council's benefit service is improving, directly helping the more vulnerable in the community. The 2006/07 performance indicators show the Council to be providing excellent public services in housing benefit claims, with improving and best quartile PIs for processing new claims and changes in circumstance. Further success can be seen in housing benefits overpayment recovery.
- 21** Areas where performance has been less good include interactions with the public capable of electronic delivery, and the percentage of top 5 per cent earners who are women. Both improved in 2006/07. Sickness absence figures also indicate less good performance. The Council has introduced initiatives to improve the situation including tackling recurring modest absences and ensuring early referral to health advisers.

Community safety

- 22** The Council's Crime and Disorder Reduction Partnership (CDRP) secured many successes during the year, but there remains scope for improvement. Best quartile figures were noted for violence against a person, robberies and sexual offences. Theft from a motor vehicle was the only category of crime which increased in 2006/07 and performance remains in the worst quartile. Burglaries remain in the bottom two quartiles but figures reduced from 12.2 per 1,000 households in 2005/06 to 8.7 in 2006/07. Theft of motor vehicles remained unchanged at 2.3 per 1,000 but moved from worst to third quartile. It should be pointed out that actively encouraging people to report crimes can result in an apparently increased incidence, for example, domestic abuse, which has been the subject of a special campaign to encourage more reporting.
- 23** The Council is aware of the community safety challenges it faces and is an active player in the Safer Runnymede Partnership which aims to reduce crime, the fear of crime and anti-social behaviour, through the local Crime, Disorder and Drug Reduction Strategy. Further support is provided by a web-enabled system which enables online reporting of anti-social behaviour. The Council is working in partnership with Surrey Police and the County Council on a Borough Intelligence Model which will coordinate the collection and response to data in accordance with Home Office definitions for anti-social behaviour. The Council aims to improve confidence of local residents and to respond quickly to criminal activity with the aid of the 24/7 Safer Runnymede Centre. Closer team working with the police will be enabled by the co-location of police team with the safer Runnymede team in February 2008.

A sustainable community

- 24** The Council achieved excellent performance in its planning PIs, but was weaker in its performance on the local environment, notably waste and recycling. The Council achieved best quartile and improving performance in both minor and other planning applications; with the percentage of major applications determined within 13 weeks improving from 55 per cent in 2005/06 to 76.5 per cent in 2006/07.

- 25 The Council provides good refuse collection services for its residents. The Council has maintained best quartile position and reduced its cost of waste collection per household, indicating good value for money with satisfaction levels for the service in best quartile position at 87 per cent. Further improvement was also noted in the percentage of land on which unacceptable levels of fly-posting are visible, and in people's satisfaction with the cleanliness of public spaces.
- 26 Despite better performance in 2006/07, the Council needs to improve recycling rates further. Only 18.56 per cent of waste was recycled (including composting) in 2006/07 which is worst quartile performance and less than half the figure achieved by high performing councils. Despite this, public satisfaction with recycling was above average in 2006. Kerbside collection for recyclable waste remains relatively low with this facility available to 95.2 per cent of the population, which is worst quartile performance. After consulting with residents, the Council decided not to introduce alternate weekly collection and further action will be needed to meet the step change needed to meet the challenging targets specified by the government.

Young people, healthy and vibrant communities, leisure

- 27 In 2006/07, 50 per percent of the basket of culture performance indicators improved which is above the district council average of 32.1 to 37.9 per cent. However, the Council still had a below average number of PIs in the best quartile: 29 per cent compared to the district council average of 36 per cent. The Council shows stronger performance in encouraging participation in sport and active recreation, and in achieving high satisfaction levels with parks and open spaces, in line with corporate priorities. Improving performance reflects the impact of the upgrades to both the Egham and Addlestone sports facilities.
- 28 The Council continues to support the local community through its community strategy and partnership working. It has introduced initiatives to meet its target to reduce inequalities. Youth based initiatives, including the sponsoring of the Youth forum and the Youth parliament have helped the Council to improve access to this sometimes 'hard to reach' group. The Council's engagement with young people has led to new facilities for young people including new youth shelters and enhancement of play equipment in parks across the Borough.

Working with others, building capacity

- 29 The Council continues to sustain high levels of performance in its services and to make substantial contributions to the wider community. Overall public opinion of the Council in 2006/07 was high with 65 per cent of people surveyed satisfied overall with the Council. The active involvement of both the Leader of the Council and Chief Executive in joint working groups to progress partnership working, the current Public Service Agreement, Local Area Agreement and the new LAA regime clearly indicates the Council's high profile position and keenness to work with other Surrey Districts, the County Council, the PCT and Surrey Police. The attractive joint provision of services planned for the new Civic Centre is just one tangible example of what is being achieved.

- 30** However, financial resourcing is now an issue for Runnymede. In the past, the Council has depended on its cash reserves to provide its present range and quality of services. The Council needs to continue to move towards a fully balanced budget within each year. Doing so will require increases in council tax and reduced spending. The Council has rightly prided itself on providing excellent services especially for older people and on improving community safety, but it will now need to decide how it can best continue to do so in the context of declining resources. However, in our view, the Council is well placed to meet its challenges and there are no significant weaknesses in its arrangements for securing continuous improvement or failures in corporate governance which could adversely impact upon its ability to achieve its objectives.

Service inspections

- 31** No service inspections were carried out for the Council during the year.

The audit of the accounts and value for money

- 32 As your appointed auditor I have reported separately to the Standards and Audit Committee on the issues arising from our 2006/07 audit and have issued:
- my audit report, providing an unqualified opinion on the Council's financial statements (issued 27 September 2007);
 - my conclusion on the Council's value for money arrangements which states that these arrangements are adequate (also issued 27 September 2007); and
 - my report on the Best Value Performance Plan confirming that the Plan has been audited.

Use of Resources

- 33 The findings of the auditor are an important component of the CPA framework described above. In particular the Use of Resources score is derived from the assessments made by the auditor in the following areas.
- Financial reporting (including the preparation of the accounts of the Council and the way these are presented to the public).
 - Financial management (including how the financial management is integrated with strategy to support council priorities).
 - Financial standing (including the strength of the Council's financial position).
 - Internal control (including how effectively the Council maintains proper stewardship and control of its finances).
 - Value for money (including an assessment of how well the Council balances the costs and quality of its services).
- 34 For the purposes of the CPA we have assessed the Council's arrangements for use of resources in these five areas as follows.

Table 1

Element	Assessment
Financial reporting	4 out of 4
Financial management	4 out of 4
Financial standing	4 out of 4
Internal control	3 out of 4
Value for money	3 out of 4
Overall assessment of the Audit Commission	4 out of 4

(Note: 1 = lowest and 4 = highest)

The key issues arising from the audit

- 35** The Council scored four in three of the five themes, which means that it is performing strongly, or in other words, performing well above minimum requirements.
- 36** The Council's overall Use of Resources score is unchanged from the 2006 assessment, this needs to be seen in the context that the 'test' has become harder as higher standards are demanded by the key lines of enquiry. The key issues arising from the audit, as reflected in the above judgements where appropriate are set out in the following paragraphs.

Financial reporting

- 37** The Council has maintained its strong track record of preparing and publishing its annual accounts efficiently and it approved the draft financial statements before the statutory deadline of 30 June. The high quality of the accounts and accompanying working papers and closedown plan constitute an area which we have highlighted as notable practice, ie worthy of promulgating to other councils.
- 38** The Council applies good practice by publishing a summary of accounts on its website and in its 'Runnymede Voice' magazine, which is sent to all residents in the Borough.

Financial management

- 39** Arrangements for financial management remain an area of strength. The Council's Financial Forecast is a best practice example of a Medium Term Financial Strategy. It sets out the Council's financial plans and pressures over a five-year period. The forecast sets out how the Council plans to deploy its revenue and capital finances, and how the two are linked. It also sets out the key assumptions made in producing plans and how any changes in these assumptions could impact upon council tax.
- 40** Progress against budgets is actively monitored throughout the year. Comprehensive financial and non-financial information is provided to Members on a regular basis. This includes systems for highlighting any risks identified in achieving targeted revenue reductions. At officer level, budget holders are provided with monitoring reports, incorporating accruals, within ten working days of the end of each month.
- 41** Asset management is another area of strength and is focused upon using assets to deliver corporate objectives most effectively. Local performance indicators have been developed that link the management of the Council's assets with achieving corporate objectives. These indicators are actively monitored by members. There is a structured appraisal process for capital projects which ensures that capital resources are prioritised in relation to corporate objectives. For existing assets, the Asset Management Plan provides a mechanism for the ongoing benchmarking and review of their usefulness and performance.

Financial standing

- 42 The Council has a strong track record of meeting its financial targets and its current financial position is sound. The original 2006/07 budget was based on using £1.6 million of General Fund balances. During the year the Council decided to transfer £3 million from the Housing Revenue Account (HRA) working balance to the General Fund. In-year savings and efficiencies of £1.1 million were achieved. The net result of these movements was a net transfer of £2.5 million to General Fund reserves in 2006/07.
- 43 The medium and long-term financial outlook is particularly challenging. Runnymede's council tax is the sixth lowest in the country and well below the national average for district councils. Due to the government's decision to cap increases in council tax at five per cent, the Council is unable to bring its income and expenditure back into balance by increasing council tax beyond that amount. This situation was quickly acknowledged by the Council and, as well as short-term solutions such as the use of HRA balances in 2006/07; a programme of planned reductions has been in place since 2005/06. To date the Council has achieved the planned savings but based on the latest financial forecast general fund reserves will be required to support revenue expenditure to at least 2012/13.
- 44 In 2007/08 the Council forecasts that it will again meet its financial targets. An estimated contribution of around £1.2 million will be needed from general reserves. However as in 2006/07 the final draw on reserves is expected to be significantly less than the original budget of £1.6 million.

Table 2 Level of General Reserves

Year	Closing balance of General Reserves	Closing Balance of Housing Reserves
2003/04	£6.2 million	£2.2 million
2004/05	£5.0 million	£2.8 million
2005/06	£3.3 million	£3.8 million
2006/07	£7.0 million	£1.8 million

Source: Council's Statement of Accounts

Internal control

- 45** The Council operates an effective system of internal control. It has integrated and embedded risk management with its other business processes and risk is considered and managed as part of the decision-making process. In particular, the risks of failing to achieve financial and performance targets are clearly highlighted through reports to members. All members have received initial risk management training and those members on the Standards and Audit Committee are receiving refresher training on an annual basis.
- 46** The Council is proactive in raising standards of ethical conduct amongst members and staff, including the provision of ethics training. Members receive an update annually on ethical matters and other information is circulated as needed during the year. Governance arrangements for partnership working have also been enhanced following an audit using the Audit Commission's template and the Financial Regulations make it clear that the Council's financial rules apply equally to any partnerships in which the Council participates.
- 47** The process for the preparation of the Statement on Internal Control (SIC) is led by the Accountancy Section, and is seen as an important corporate process. The SIC is supported by an assurance framework which is embedded in corporate business processes and has been used as a driver for improvement in some key areas, for example the improvements in risk management mentioned above.

Value for money

- 48** The Council continues to provide good value for money delivering generally high performing services with costs that compare well to similar councils.
- 49** Areas of higher spend are linked to Runnymede's priorities and often represent areas where spending is on discretionary rather than statutory services. The Council is aware of how its costs compare to others. The information on which it bases its decision-making is supported by good data quality arrangements. This information is used to review and challenge the value for money provided by services at both corporate and service levels.
- 50** The Council uses best procurement practice, it knows where the greatest benefits can be gained, and works to achieve those benefits effectively. Opportunities for joint procurement with partners are actively pursued and the Council works with partners to improve value for money.

Changes to the methodology in 2008 and 2009

- 51** The key lines of enquiry for 2008 reflect some of the changing priorities for councils as they respond to the major challenges facing them and the higher expectations of them. They give more emphasis to areas such as sustainability, working in partnership and using IT to secure service and value for money improvements, strategic asset management and joint procurement.
- 52** The Audit Commission has redesigned its approach to use of resources judgements in order to put value for money at the heart of the assessment and to emphasise the importance of organisations achieving improved value for money outcomes for local people.

- 53 For the 2009 assessment it is proposed that there will be a single, annual judgement on value for money in the use of resources. It will be based upon the evidence from three themes scored by the auditor, namely: managing money, managing the business, and managing other resources.

Best value performance plan

- 54 We are required to issue our statutory audit opinion and certificate on the best value performance plan (BVPP) - or similar document - under section 7 of the Local Government Act 1999. We issued an unqualified opinion and certificate on the 2006/07 BVPP in December 2006.

Data quality

- 55 The Council's overall management arrangements for ensuring data quality are performing well. There is high level commitment to data quality and the Council has taken swift action to implement recommendations following a recent review. Accountability for data quality is clearly defined throughout the organisation and forms part of the corporate performance appraisal system for those identified as being responsible for data quality.
- 56 The Council has in place a detailed monitoring reporting system that clearly measures performance in achieving targets. Data is used to highlight poor performance and initiate corrective action, thereby demonstrating the Council's proactive approach to using the data it collects to improve performance. This use of data to monitor performance is supported by a robust approach to collecting data that requires it to be validated and checked prior to using it.

Additional services

- 57 No additional work was carried out for the Council during the year.

Looking ahead

- 58** The public service inspectorates are currently developing a new performance assessment framework, the Comprehensive Area Assessment (CAA). CAA will provide the first holistic independent assessment of the prospects for public services for local areas and the quality of life for people living there. It will put the experience of citizens, people who use services and local tax payers at the centre of the new local assessment framework, with a particular focus on the needs of those whose circumstances make them vulnerable. It will recognise the importance of effective local partnership working, the enhanced role of Sustainable Communities Strategies and Local Area Agreements and the importance of councils in leading and shaping the communities they serve.
- 59** CAA will result in reduced levels of inspection and better coordination of inspection activity. The key components of CAA will be a joint inspectorate annual area risk assessment and reporting performance on the new national indicator set, together with a joint inspectorate annual direction of travel assessment and an annual use of resources assessment. The auditors' use of resources judgements will therefore continue, but their scope will be widened to cover issues such as commissioning and the sustainable use of resources.
- 60** The first results of our work on CAA will be published in the autumn of 2009. This will include the performance data from 2008/09, the first year of the new Local Area Agreements.

Closing remarks

- 61 This letter has been discussed and agreed with the Chief Executive and Director of Finance. A copy of the letter will be presented at the Corporate Management Committee on 27 March 2008. Copies need to be provided to all Council members.
- 62 Further detailed findings, conclusions and recommendations on the areas covered by audit and inspection work are included in the reports issued to the Council during the year.

Table 3 Reports issued

Report	Date of issue
Audit and inspection plan	March 2006
Annual Governance Report	September 2007
Opinion on financial statements	September 2007
Value for money conclusion	September 2007
Annual Audit And Inspection Letter	March 2008

- 63 The Council has taken a positive and constructive approach to audit and inspection work, and I wish to thank the Council's staff for their support and cooperation during the audit.

Availability of this letter

- 64 This letter will be published on the Audit Commission's website at www.audit-commission.gov.uk, and also on the Council's website.

Nick Ward
Relationship Manager

March 2008