

**Chief Executive's Office**

Chief Executive: CJ Bull

**To: All Members of Cabinet:**  
**RJ Phillips (Chairman)**  
**LO Barnett**  
**AJM Blackshaw**  
**H Bramer**  
**JP French**  
**JA Hyde**  
**JG Jarvis**  
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Your Ref:

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06 April 2009

Dear Councillor,

**MEETING OF CABINET**  
**THURSDAY 2 APRIL 2009 AT 3.00 PM**  
**THE COUNCIL CHAMBER, BROCKINGTON, 35 HAFOD ROAD, HEREFORD**

**AGENDA (09/13)**

**HEREFORDSHIRE COUNCIL - NOTICE UNDER REGULATION 15 OF THE LOCAL  
 AUTHORITIES (EXECUTIVE ARRANGEMENTS((ACCESS TO INFORMATION) REGULATIONS  
 2000 (AS AMENDED)**

Notice is hereby given that the following report contains a key decision. When the decision has been made, Members of the relevant Scrutiny Committee will be sent a copy of the decision notice and given the opportunity to call-in the decision.

<b>Item No</b>	<b>Title</b>	<b>Portfolio Responsibility</b>	<b>Scrutiny Committee</b>	<b>Included in the Forward Plan Yes/No</b>
7	Waste Contract	Environment and Strategic Housing	Environment	Yes

**1. APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

**2. DECLARATIONS OF INTEREST**

To receive any declarations of interest by Members in respect of items on the Agenda.

### **GUIDANCE ON DECLARING PERSONAL AND PREJUDICIAL INTERESTS AT MEETINGS**

The Council's Members' Code of Conduct requires Councillors to declare against an Agenda item(s) the nature of an interest and whether the interest is personal or prejudicial. Councillors have to decide first whether or not they have a personal interest in the matter under discussion. They will then have to decide whether that personal interest is also prejudicial.

A personal interest is an interest that affects the Councillor more than most other people in the area. People in the area include those who live, work or have property in the area of the Council. Councillors will also have a personal interest if their partner, relative or a close friend, or an organisation that they or the member works for, is affected more than other people in the area. If they do have a personal interest, they must declare it but can stay and take part and vote in the meeting.

Whether an interest is prejudicial is a matter of judgement for each Councillor. What Councillors have to do is ask themselves whether a member of the public – if he or she knew all the facts – would think that the Councillor's interest was so important that their decision would be affected by it. If a Councillor has a prejudicial interest then they must declare what that interest is and leave the meeting room.

### **3. MINUTES**

To approve and sign the minutes of the meeting held on 19 March 2009. (To follow).

### **4. SWIMMING PROVISION FOR PRIMARY SCHOOLS IN HEREFORD CITY**

To determine the future of the LEA pool and arrangements for school swimming in Hereford. To consider the longer term requirements for swimming across the whole county. (*Pages 1 - 4*)

### **HALO REPORT**

To receive an additional report on swimming provision provided by HALO.

### **5. WORKFORCE STRATEGY**

Following consideration and approval by Joint Management Team, that Cabinet endorse the Workforce Strategy for Herefordshire Council and NHS Herefordshire for 2009-12. (*Pages 5 - 24*)

### **6. HEREFORD OPEN RETAIL MARKET**

To consider the recommendations of the Community Services Scrutiny Committee held on 11 March 2009 in relation to the proposed relocation of the Hereford Open Retail Market into the St Peter's Street/High Town interface and Commercial Street each Saturday and Wednesday. (*Pages 25 - 26*)

**EXCLUSION OF THE PUBLIC AND PRESS**

In the opinion of the Proper Officer, the next item will not be, or is likely not to be, open to the public and press at the time it is considered.

**RECOMMENDATION:**

That the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Schedule 12(A) of the Act as indicated below.

**7. WASTE COLLECTION CONTRACT**

To approve the selection of the new waste collection contractor for Herefordshire Council.  
(Pages 27 - 32)

Yours sincerely,



**CJ BULL**  
**CHIEF EXECUTIVE**

Copies to:      Chairman of the Council  
                    Chairman of Strategic Monitoring Committee  
                    Vice-Chairman of Strategic Monitoring Committee  
                    Chairmen of Scrutiny Committees  
                    Group Leaders  
                    Directors  
                    Assistant Chief Executive



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- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
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# **HEREFORDSHIRE COUNCIL**

**BROCKINGTON, 35 HAFOD ROAD, HEREFORD.**

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## SWIMMING PROVISION FOR PRIMARY SCHOOLS IN HEREFORD CITY

### PORTFOLIO RESPONSIBILITY: ECONOMIC DEVELOPMENT & COMMUNITY SERVICES, AND ICT, EDUCATION & ACHIEVEMENT

CABINET

2 APRIL 2009

#### Wards Affected

County-wide

#### Purpose

To determine the future of the LEA pool and arrangements for school swimming in Hereford. To consider the longer term requirements for swimming across the whole county.

#### Key Decision

This is not a Key Decision.

#### Recommendations

##### THAT:

- (i) the LEA pool remain permanently closed and disposal of the site be considered as part of the Council's property strategy;
- (ii) HALO continue to work closely with schools to deliver safe, cost effective, quality assured swimming provision that will enable support achievements of curriculum targets; and
- (iii) the Council, in partnership with HALO, develop a long term strategy to support the development of swimming provision across the county.

#### Reasons

There is no viable business case or funding provision to support the re-opening of the LEA pool. To ensure the ongoing viability of existing public swimming facilities in the council, including access for schools provision, a longer term strategy for development will be needed.

#### Considerations

1. There has been considerable discussion about the future of swimming provision in Herefordshire, the best use of resources for the long term, and the role of the LEA pool at St Martin's, Hereford. Cabinet and Children and Young People's Scrutiny Committee have debated the issue a number of times over the past twelve months and there has

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Further information on the subject of this report is available from  
Andy Tector, Interim Head of Culture and Leisure on (01432) 261989

been much public interest and representation. At the Cabinet meeting of 20 November 2008 it was resolved that:

- (i) the LEA swimming pool not be reopened;
  - (ii) alternative provision from September 2008 be offered at Hereford Leisure Pool and that this provision by HALO be monitored to ensure that the needs of schools and other users continue to be met;
  - (iii) close collaboration and partnership working be undertaken between the Council and HALO with schools, clubs and other users of the LEA pool to ensure that a viable and efficient service is provided;
  - (iv) the local community to submit a feasibility/business case to cover several years on the viability of the use of the LEA pool; and
  - (v) a report be brought back to Cabinet by Easter 2009 at the latest outlining the outcome of the process.
2. Recommendations (i) and (ii) have been carried out. Recommendation (iii) is continuing, no proposal has been submitted (recommendation (iv)) and this report seeks to fulfil recommendation (v).
  3. It is a national curriculum target that all children are able to swim 25 metres by the time they leave Primary School. It is the responsibility of schools and their governing bodies to offer opportunities to achieve this curriculum goal.
  4. In the past, 38 out of 81 primary schools have used the LEA pool. The majority of the other Primary Schools in Herefordshire use their local swimming pool managed by HALO, and the Council already invests more than £1m annually in a partnership with HALO to provide leisure services.
  5. The LEA pool was closed on health and safety grounds following the failure of a heat exchange unit. Since that time further structural issues have been identified in relation to the pool tank itself meaning that the LEA pool would now require significant capital investment (in the order of £0.5M) to re-open.

#### **Views of Schools and Interested Parties**

6. All primary schools in Herefordshire were surveyed to gather their views on swimming provision in Herefordshire, across all the pools that they use. Of the 47 responses received only 14 were in relation to Hereford Leisure Pool, the remaining 33 responses commenting on other swimming facilities used by the schools. Whilst returns from schools previously using the LEA pool were supportive of the retention of the LEA pool and expressed a number of concerns about the suitability of some of the facilities at Hereford Leisure Pool, HALO have advised that they would be able to address these concerns once a decision regarding the future of schools provision has been made and longer term adjustments to the pool programme brought into play.
7. A number of petitions and representations have been received during the past year from children and young people, schools, and amateur swimming groups who previously used the LEA pool. These have been drawn to the attention of Cabinet during its previous considerations of the issue. At its meeting on 17<sup>th</sup> February Council also debated a motion to commit funds for the necessary repair works to the LEA pool; the motion was defeated.
8. As part of the investigation into a potential business case, a group of community leaders met with the interim Head of Culture and Leisure and a representative from the Amateur Swimming Association (ASA) to explore the future of the LEA pool, and overall swimming provision in Herefordshire.

9. The ASA representative was of the view that the costs of refurbishment were such that it would not be economically viable to invest in repairs or refurbishment of the LEA pool, and that the most cost effective option would be to build a new pool. The representative also advised that external funding would not be available to support this given the proximity to the Hereford Leisure Pool.
10. No business case has been received regarding community management of the LEA pool.

#### **Capital Considerations**

11. The capital investment required to repair the pool tank is estimated at a minimum of £200,000, although the ASA representative noted that the whole of the pool superstructure has a 'questionable future' and may need replacing. This is in addition the works identified in report to Cabinet of 31 July 2008 then estimated to be in the order of £72,500. A further £210,000 would be needed in the medium term to improve the thermal performance of the building and install more energy efficient plant, with further capital works likely to be required in the longer term. This brings the minimum total capital investment requirement to £482,500.

#### **Improvements to Leisure Pool Provision**

12. The ASA representative also commented on the current provision at the Hereford Leisure Pool expressing the view that the Beach Pool was not suitable for the teaching of school swimming and suggesting there was a need to make more flexible use of the complex.
13. In light of these comments the interim Head of Culture and Leisure has discussed this specific issue with HALO, who have confirmed that once there is some medium term certainty re school use of the Leisure Pool they will produce a programme that ensures schools do not have to use the Beach Pool. This position would be guaranteed through any contractual agreement with HALO.
14. The ASA representative also suggested the Council seek external funding to enable the installation of a movable floor in the diving pool at the Hereford Leisure Pool to enable the diving pool to be used in a more flexible manner by varying the depth of the pool. The costs associated with this investment are about £180,000. It is proposed that this option be explored, in liaison with HALO, in the context of the development of a long term strategy for the development of swimming provision within the county.

#### **Free Swimming for Under 16 Year Olds and for those over 60 Years of Age**

15. The Council has recently agreed to offer free swimming for under 16s and over 60s.
16. There has been a considerable debate about the impact of free swimming on the Leisure Pool. There is a view, that seems to be shared nationally, that free swimming for over 60s is unlikely to produce significant increases in the numbers of over 60s swimming and accordingly lower targets have been set to increase numbers of over 60s swimmers.
17. The greatest demand for free swimming, it is forecast, will come from the under 16s group. Because this group will be at school at the time, it is unlikely to produce extra pressure on school swimming at the Leisure Pool.

#### **Financial Considerations**

18. As previously reported the LEA swimming pool has not met its revenue costs over a number of years. The costs of schools swimming should be met from the Dedicated Schools Grant. Schools Forum considered the use of the Dedicated Schools Grant

(DSG) to support the revenue funding of the LEA pool, and the subsequent use of the Hereford Leisure Pool and recommended that the revenue funding previously used to contribute towards the running of the LEA pool should be delegated to all schools, rather than support provision for a minority of primary schools.

19. There is no provision within the capital programme to support the necessary works at the LEA pool.

## **Risk Management**

20. It is important to ensure children can access water facilities which allow them to learn to swim and meet National Curriculum requirements. These are currently being offered through a number of pool facilities, many of them managed by HALO within the county.
21. The current LEA pool site provides a level of risk in terms of an unoccupied building. This is being managed by property services and if the site were to remain closed then steps would be taken to secure the site.

## **Alternative Options**

To reopen the LEA pool would be unsustainable in revenue terms and would require significant capital investment.

## **Consultees**

Schools, pupils, and a range of interested parties have provided views on the use and future of both the LEA pool, the Hereford Leisure Pool, and other pools managed by HALO at different times over the past year.

## **Appendices**

None

## **Background Papers**

None identified.

**Title:** Short-term Impact Assessment on not re-opening the LEA Pool

**Author:** Jon Argent

**Date:** April 2009

### **1. Purpose**

1.1 The Cabinet Member for Economic Development and Community Services has requested outline comments in relation to the short-term impact to services should the LEA Pool not reopen.

### **2. Background**

2.1 The LEA Pool closed without notice to the schools and clubs using the facility. This displaced 38 primary schools with approximately 1000 pupil visits weekly, plus several clubs and small groups.

2.2 Halo offered the leisure water at Hereford Leisure Pool (HLP) to the schools as an interim measure. It has always been accepted that whilst this pool could be used for teaching swimming it was not designed to do so. However, it was the only capacity that could be provided at short notice in the city at that time.

2.3 Since then, modifications have been made to the Centre's programme, particularly in the main pool to create more capacity for swimming lengths. Schools have appreciated this, however, a number of schools remain dissatisfied with using the leisure water.

### **3. Analysis of Capacity and Provision**

3.1 Should Cabinet approve the recommendations in the report all pools with HLP will be reprogrammed.

3.2 Halo can offer reassurances that this will provide suitable water space for swimming to be taught to school pupils whilst also allowing use from all current user groups. It should also be noted that compromises may need to be made between user groups at very busy peak periods. This is entirely consistent with programming in all leisure centres within Herefordshire.

3.3 Please refer to attachments for current and proposed programmes.

3.4 The impact of free swimming is, as yet, unknown. However, under 16's will not be swimming during school term time when schools will use the Centre and the report to

Cabinet recognises that the free swimming for over 60's is unlikely to produce a large increase in throughput. It is therefore anticipated that any additional bather load can be managed within current provision.

- 3.5 Halo is experienced at managing the peaks and troughs of user profiles and also developing a flexible and customer focused approach to programme reviews.
- 3.6 Should investment be made in a moveable pool floor for the diving pool this will give greater flexibility through additional shallow water space.
- 3.7 A one-off capital spend of approximately £30,000 will improve the link corridor between the Pools and changing rooms used solely by schools. Details have been included in the report received previously by Cabinet (July 2008). Halo will undertake this work out of normal operating hours.

#### **4. Safeguarding of Children and Young People**

- 4.1 Safeguarding of our young people is of paramount importance but includes promotion of their well being as well as child protection from physical, emotional or sexual abuse by another.
- 4.2 Safeguarding is everyone's responsibility and all staff, parents, members of the public and indeed children themselves need to be vigilant and aware. Children and Young People access public swimming and leisure facilities at other times than in school lessons and are potentially equally vulnerable at these times so it is particularly important that we educate them to look after themselves and each other at all times.
- 4.3 The majority of leisure facilities in other local authorities, as in Herefordshire, provide excellent and extensive swimming and sports opportunities whilst also ensuring the safeguarding of young people in partnership with their schools. These opportunities underpin much of the delivery of the PE curriculum and offer a wider breadth than many schools can deliver themselves.
- 4.4 Teachers and school staff escorting pupils to a leisure activity remain responsible for their care during the use of such facilities in partnership with any other tutor or leisure centre staff. The safeguarding of our young people at any Halo leisure facilities is of paramount importance at all times.
- 4.5 Halo are a key partner in safeguarding and are actively involved in local procedures and training. Staff are all CRB checked and regularly given refresher training according to local requirements. Operating Policies and a specific Safeguarding Policy have been written and implemented by Halo and approved by the Safeguarding Board.
- 4.6 Practical measures to promote safer participation in swimming and leisure include regular 'sweeps' of changing rooms and toilets and sole-use changing accommodation for schools.

#### **5. Conclusions**

- 5.1 A reprogramme for all pools at HLP will allow schools displaced from the LEA Pool to be accommodated within appropriate water space.
- 5.2 Halo would wish to work with the Council to establish the cost/benefit of installing a moveable pool floor in the diving pool in the context of the development of a long term strategy for swimming within the county.
- 5.3 Halo has achieved the highest accreditation at all pools within the county within Aquamark, the ASA's quality scheme for swimming.
- 5.4 Safeguarding is proactive and collaborative between partners.
- 5.5 The development of a long term strategy to support the development of swimming in the county, would be of benefit. This may require a needs assessment, to include socio-economic and demographic profiling and LAA outcome targets.

**Attachments:** Pool programmes in tabular form.

**01/04/09**









## WORKFORCE STRATEGY FOR 2009-12

### PORTFOLIO RESPONSIBILITY: CABINET MEMBER FOR CORPORATE AND CUSTOMER SERVICES AND HUMAN RESOURCES

CABINET

2 APRIL 2009

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#### Wards Affected

No Wards are affected.

#### Purpose

Following consideration and approval by Joint Management Team, that Cabinet endorse the Workforce Strategy for Herefordshire Council and NHS Herefordshire for 2009-12.

#### Key Decision

This is not a Key Decision.

#### Recommendation

**THAT the Workforce Strategy for 2009-12 be endorsed.**

#### Reasons

- 1 To ensure Cabinet remain informed.

#### Considerations

- 2 This paper is intended to provide Cabinet Members with an update on the development of a Workforce Strategy for 2009-12, which will replace the existing Pay and Workforce Development Strategy and will encompass Herefordshire Public Services. The Strategy has been developed following a series of focus groups held across the Council and NHS Herefordshire, and has then been drafted following the appointment of a new Assistant Chief Executive – HR and OD, at the start of November 2008. The document has been debated with Trade Union and Staff Side colleagues and agreed by Joint Management Team. It is being submitted to PCT Board on 26 March 2009.
- 3 The overall purpose of the Workforce Strategy is to ensure that Herefordshire Council and NHS Herefordshire have sufficient numbers of staff with the appropriate capabilities to deliver high quality services for the people of Herefordshire. Members of staff should be working in an environment which supports and encourages high performance, provides a fair reward package and recognition for work, and has employment practices which encourage commitment and retention.

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Further information on the subject of this report is available from  
Anne Coutts, Assistant Chief Executive HR & OD on (01432) 383055

4 Key Points:

- The Workforce Strategy sets out five main aims for the period 2009-12;
- The key national and local policy drives are outlined in the Strategy;
- Each aim is underpinned by a series of deliverables and indicators of achievement;
- The Strategy includes issues which were raised through a series of focus groups with managers and staff and has been discussed with both Joint Consultative Forum and the Staff Partnership Board.

5 The specific aims of the Workforce Strategy are to:

- Ensure that Herefordshire Council and NHS Herefordshire are organisations where people choose to work, drawing high calibre applicants both from the local community and UK wide;
- Provide an environment in which talent management is an essential part of the way the two organisations work;
- Support retention through innovative and best practice people management at all levels of the organisations;
- Ensure that there is a strong ethos of training, leadership and management development, to develop the right levels of workforce capacity and capability for the future;
- Provide a strong infrastructure of HR support and workforce planning expertise for managers, to enable priorities within the strategy to be delivered.

## **Legal Implications**

- 6 The Workforce Strategy needs to comply with all relevant employment and equality and diversity legislation.

## **Financial Implications**

- 7 There are no financial implications identified at the current time although there may be specific implications arising from individual action plans as these are developed.

## **Risk Management**

- 8 It is essential that Herefordshire Council and NHS Herefordshire have a robust Workforce Strategy in place to deliver the right levels of workforce capacity and capability for the future.

## **Alternative Options**

- 9 There are no alternative options.

## **Consultees**

- 10 Joint Management Team  
Staff focus groups  
Joint Consultative Forum  
Staff Partnership Board (PCT)  
PCT Board (26 March 2009)

## **Appendices**

- 11 Workforce Strategy 2009-12

## **Background Papers**

- 12 None identified.



## **HEREFORDSHIRE COUNCIL AND NHS HEREFORDSHIRE**

### **(WORKING IN DEEP PARTNERSHIP AS HEREFORDSHIRE PUBLIC SERVICES)**

#### **WORKFORCE STRATEGY 2009 – 12**

##### **1. PURPOSE OF STRATEGY**

1.1 The overall purpose of the Workforce Strategy is to ensure that Herefordshire Council and NHS Herefordshire (Herefordshire Public Services) have sufficient numbers of staff with the appropriate capabilities to deliver high quality services for the people of Herefordshire. Members of staff should be working in an environment which supports and encourages high performance, provides a fair reward package and recognition for work, and has employment practices which encourage commitment and retention.

1.2 The specific aims of the Workforce Strategy are to:

- Ensure that Herefordshire Council and NHS Herefordshire are organisations where people choose to work , drawing high calibre applicants both from the local community and UK wide;
- Provide an environment in which talent management is an essential part of the way the two organisations work;
- Support retention through innovative and best practice people management at all levels of the organisations;
- Ensure that there is a strong ethos of training, leadership and management development, to develop the right levels of workforce capacity and capability for the future;
- Provide a strong infrastructure of HR support and workforce planning expertise for managers, to enable priorities within the strategy to be delivered.

1.3 The Workforce Strategy will operate alongside an Organisational Development Strategy for 2009-12, and both documents will be underpinned by specific action plans, including a comprehensive framework for recruitment and retention. Action plans will be monitored regularly through the Joint Management Team and reported as appropriate to Cabinet, the PCT Board and the Herefordshire Public Services Steering Group.

##### **2. WORKFORCE CONTEXT**

2.1 In relation to employment, there are a number of significant patterns in Herefordshire which impact upon the strategy:

- The county is sparsely populated, having the ninth lowest overall population density of all counties, with one third of the population living in Hereford City;
- 4% of the population is from an ethnic minority;
- The county has an older age structure than England and Wales generally, with a net outward migration of young adults and the population over 65 is expected to be 65% higher in 2026 than in 2007;
- GCSE attainment levels are good but there is a lack of higher education provision;
- The gross median weekly earnings in Herefordshire are the thirteenth lowest out of the fourteen West Midlands authorities (£384.40 compared to £430 in 2007) but there are low levels of unemployment. In January 2008, the levels of registered unemployed were 1.5% compared to 3.4% for the region;
- There are relatively few large employers, but many small to medium sized business and the rates for self-employment are higher than the national average;
- There is a shortage of affordable housing with the 4<sup>th</sup> highest ratio of house price to income in the West Midlands;
- Although it is too early to be able to give detailed objective evidence of the impact of the credit crunch on employment, this will need to be very carefully tracked over the coming months.

2.2 Together, Herefordshire Council and NHS Herefordshire employ a workforce of 5698 fte (Council) and 1178 fte (PCT). Each partner within Herefordshire Public Services is an employer in its own right with both the statutory obligations which arise from that and the obligations and contractual terms which accompany national negotiating frameworks.

2.3 Herefordshire Council and NHS Herefordshire face the same challenges as other local authorities and healthcare organisations in relation to national skills shortages in certain professions and occupational skills, including social workers, planning officers, IT and finance specialists, lawyers, environmental health officers, health visitors and district nurses. Overall turnover within the Council and PCT has been very similar over the last year, just under the 12% mark. Sickness levels (which reduce levels of productivity and increase costs) are currently 8.97% within the Council and 5% within the PCT. The overall figures for turnover and sickness both mask significant variation across departments and organisations, which are essential to understand in order to make future improvement. Work is being planned on a significant review of demographics, including age, amongst the workforce, to be better placed to respond to future requirements.



2.4 In terms of employment models, there are already models in existence where services are provided by external private agencies and the third sector, and these are likely to increase over the next few years as both front and back office functions are reviewed to ensure that services are offered to the highest quality and in the most streamlined manner possible.

2.5 As major employers, Herefordshire Council and NHS Herefordshire also have a responsibility to play an important role in terms of economic development and enterprise across the county. This includes providing a safe and healthy working environment for employees, rewarding employees fairly, providing opportunities for training and development, and reducing the carbon footprint created through commuting and business travel.

2.6 Some of the challenges which are created by this background and context to the Workforce Strategy are as follows:

- Maximising the attractiveness of a job and a career within Herefordshire Council and NHS Herefordshire for local people, whilst also developing a reputation as innovative employers at national level, in order to secure the right levels of talented people needed for the future;
- Ensuring that the two organisations reach out to minority groups, in order to ensure that staff are reflective of the population we service, and that there are excellent, proactive links with schools and colleges to attract young people to work within the Council and PCT, as well as flexible approaches to employment for older applicants;
- Providing the right level of recruitment and retention packages to provide fair remuneration and cope with highly competitive markets for certain roles and functions;
- Developing an approach to marketing (rather than purely advertising) to gain an excellent national profile amongst hard to recruit professions;
- Managing all changes to organisational services in the best possible way, working at an early stage with union and staff side partners, so that staff continue to feel motivated and committed to sustain high levels of service and care throughout periods of change;
- Regularly reviewing and understanding the dynamics and the detail of turnover and time lost due to sickness, so that all necessary actions can be taken to maximise retention and increase the level of productive time;
- Playing a leading role in terms of corporate social responsibility.

### 3. NATIONAL CONTEXT AND DRIVERS

3.1 There are a significant number of national drivers for workforce strategy arising from government policy, of which some of the main ones are set out below:

- The **Local Government and Public Involvement in Health Act 2007** sets out a strategy for the next decade, covering leaderships, neighbourhoods, citizen engagement, improving performance and partnerships. The **Strong and Prosperous Communities White Paper** redefines the relationship between central and local tiers of government.
- The **Children's Act 2004** and **Every Child Matters** make profound changes in models of service delivery and structures for young people, together with a statutory requirement to produce a children's workforce plan.
- **Putting People First** is producing fundamental change in adult social care, with increased focus on commissioning and reshaping services to focus upon choice, care planning and personalisation.
- The **NHS Next Stage Review (the 'Darzi' Review)** is leading to fundamental reform in the NHS, including approaches to commissioning, care pathways and workforce planning. Herefordshire PCT is actively involved in all local workstreams involved with implementation of the Review.
- The **NHS Operating Framework for 2009/10** sets out unchanged priorities for 2009/10, including improving cleanliness, reducing infections, improving access to primary and secondary care, keeping adults and children well, improving their health and reducing health inequalities, focusing on improving patient experience, satisfaction and engagement, and emergency preparedness.

3.2 In terms of national performance and inspection systems, Herefordshire Council and NHS Herefordshire need to be very well placed to perform at a high level in relation to the new regime for Comprehensive Area Assessment (Council), Use of Resources (Council and PCT), Healthcare Standards (NHS) and World Class Commissioning (PCT Commissioning arm).

3.3 In addition to the main statutory changes set out above, the workforce profile will also be profoundly affected by ongoing innovation in clinical technology, changing patient expectations of their relationship with healthcare professionals, changes in working time (affected by European legislation), the **Leitch** skills review and changes in professional regulation. Within local government, the most significant document is the **Local Government Workforce Strategy 2007**, which sets out 5 priority themes for action of organisational development, leadership development, skills development, recruitment and retention and pay and rewards. Within healthcare, there are significant national workstreams to modernise roles in all the major professions.

3.4 The Workforce Strategy for Herefordshire Council and NHS Herefordshire needs to be able to respond rapidly and effectively to all of these drivers.

#### **4. LOCAL CONTEXT**

4.1 Locally, there are a range of major drivers which impact upon the actions required to underpin the delivery of the Workforce Strategy. These include:

- Making the 'deep partnership' between Council and PCT a concrete reality for employees; not only employees working within integrated teams, but also employees in separate teams working alongside colleagues on key projects;
- Ensuring that the Provider Services Review informs the development of care pathways and the future provision of services, with potential consequent impact on workforce models of employment and deployment;
- The need to make the 'Provider Arm' of the PCT arms length by April 2009, with specific detailed workforce plans, whilst providing assurance to the PCT Board on their synergy with overall strategic direction;
- The impact of falling school rolls, impacting both on the future supply of local workforce and potential changes in provision;
- The pressure on financial resources in the light of spending round forecasts and the economic environment, necessitating detailed focus on lean systems and processes, and careful management of any changes affecting staff roles and structure;
- The promotion of a strong, healthy performance management culture within Herefordshire Council and NHS Herefordshire, which encourages strong challenge in a supportive environment.

4.2 The following sections set out the key strategic aims and actions which need to be taken to meet the 5 objectives set out in the Workforce Strategy.

#### **5. OBJECTIVE 1: A PLACE WHERE PEOPLE CHOOSE TO WORK**

5.1 It is vital that Herefordshire Council and NHS Herefordshire are seen as places where people aspire to work because of the strong employer brand at market level, the reputation as a good employer to work for, the fairness and competitiveness of the

reward package and the potential to develop a rewarding career, developing and learning new skills.

5.2 Costs associated with turnover and replacement are high, as are the costs of incorrect recruitment decisions, and it is therefore important to ensure that managers and HR staff are expert in recruitment and selection techniques. Expert HR advice must be available in relation to latest thinking and market developments in recruitment and selection.

5.3 Because of the importance of young people to our future workforce profile, the two organisations will work tirelessly with schools and colleges to raise awareness of careers and job opportunities, from primary school age onwards. Linkage into the new 14 – 19 diplomas and provision of work experience is key. It will also work with community organisations to maintain the reputation of the Council and PCT as attractive employers in the local community for all age groups, including older workers, using high quality public relations and communications advice on marketing.

5.4 At national level, a proactive marketing campaign needs to be developed with key national journals and professional or trade press, to raise awareness of Herefordshire Public Services and support recruitment into hard to recruit roles.

5.5 A compelling employer brand is essential for success in recruitment and this needs to be further developed for Herefordshire Council and NHS Herefordshire. This brand needs to be replicated in websites, literature, induction and orientation processes, and backed up by high quality handling of all applicants, to ensure a strong applicant experience.

5.6 Herefordshire Public Services will act as a responsible, ethical employer in relation to overseas recruitment campaigns.

5.7 There will be a detailed action plan on recruitment, accompanied by a supporting framework, to deliver this aspect of the Workforce Strategy, but the key components will include:

- ✓ Development of a compelling employer brand
- ✓ A strategy to develop a proactive profile in the market place nationally
- ✓ A strategy to work with the local community, including schools, colleges and community groups

- ✓ An analysis of high risk posts for recruitment, and recruitment approaches which have succeeded or not succeeded
- ✓ An analysis of service and workforce plans to produce an annual recruitment plan, including potential recruitment trajectories
- ✓ A review of further potential for lean processing and enhancement in quality in recruitment management
- ✓ Reporting systems which include assurance for Cabinet, PCT Board and Joint Management Team that all appropriate governance processes are in place for safe, effective recruitment, from initial contact through to issue of contract. This will include assurance on NHS Employers Standards for recruitment as well as legal requirements.
- ✓ Full usage of electronic recruitment reporting functionality, including analysis of spend and time to hire
- ✓ Keep in touch schemes for leavers to encourage future return
- ✓ Usage of temporary casual 'banks' where appropriate and tight control on agency spend
- ✓ A consistent approach to certain groups e.g. reservists
- ✓ Feedback on applicant experience (as part of induction questionnaires)

5.8 Within the overall performance management framework for Human Resources, success will be measured through regular review of the following indicators, and appropriate benchmarking:

- ❖ Vacancy rate, tracked monthly
- ❖ Cost per hire and time to appoint
- ❖ Fill rates for high risk posts and rate of meeting recruitment targets
- ❖ Representation of the local community at applicant, shortlisting and successful appointment stage
- ❖ (For PCT) the Healthcare Standards assessment for, and regular audits of (Council and PCT) recruitment governance
- ❖ Feedback on applicant experience

## 6. OBJECTIVE 2 – TALENT MANAGEMENT

6.1 With the workforce challenges facing us over the next three years, it is increasingly important for Herefordshire Council and NHS Herefordshire to develop talented people in a more systematic way, so that career paths start to open up, there are opportunities for both horizontal and vertical development, and training and development opportunities are more closely aligned to service needs. This will enable the organisations to plan with greater certainty for workforce profiles in the future, as well as providing staff with greater motivation and opportunities to use their skills.

6.2 Many private sector companies are highly developed in terms of talent management strategy and the two organisations will draw upon the very best, both nationally and internationally, in terms of their own approaches.

6.3 Talent management incorporates both internal development and spotting of key points in the future when external talent may need to be identified for critical roles.

6.4 There will be a detailed action plan on talent management, to deliver this aspect of the Workforce Strategy, but the key components will include:

- ✓ Analysis and agreement through Joint Management Team on best practice which will form the basis of the organisational approach to talent management
- ✓ Integration of talent management into high quality of appraisal practice and into all training on workforce planning, so that annual workforce plans are more robust
- ✓ Use of more diverse development methods, such as work shadowing, coaching and mentoring, to provide opportunities for 'experience' as well as 'development'
- ✓ Regular reviews between Divisional Management Teams (Council) and Service Teams (PCT) and the Assistant Chief Executive – HR and OD on the issues and development of a talent management approach

6.5 Within the overall performance management framework for Human Resources, success will be measured through regular review of the following indicators, (including demographic breakdown) and appropriate benchmarking:

- ❖ Success rate in filling key posts, first time
- ❖ Level of promotion and developmental/secondment opportunities as a proportion of overall staffing

- ❖ Indicator within the Staff Surveys (Council and PCT) on intention to remain working with the organisation in 12 months time and about views on opportunities for development.
- ❖ Appraisal coverage and quality

## 7. OBJECTIVE 3 – GOOD LEVELS OF RETENTION

7.1 Reasons for turnover can be many faceted but there is strongly grounded research to show that good job design, capable management, fair reward, the ability to achieve a work-life balance and a healthy working environment all contribute to higher levels of motivation and commitment within organisations. Research undertaken by the IDeA on CPA and Employee Attitudes (Local Government) and the findings in 'What matters to staff' (NHS) is particularly relevant. These factors are regularly tested through Staff Surveys (Council and PCT) and can therefore be reviewed year on year, and against comparator organisations.

7.2 Herefordshire Council and NHS Herefordshire must have a multi-faceted retention strategy and action plan which enables these varying aspects to be addressed effectively, as well as regularly analysing reasons for turnover in order to enhance or improve its plans. Corporate and directorate/service action plans arising from both the Council and PCT staff attitude surveys will be important in meeting staff expectations of responsiveness in relation to issues which are raised.

7.3 There will be a detailed action plan on retention, accompanied by a supporting framework, to deliver this aspect of the Workforce Strategy, but the key components will include:

- ✓ A consistent approach to all health and safety issues across Council and PCT, and a detailed plan on healthy workplaces, produced in conjunction with the Director of Public Health
- ✓ Managing legal requirements on reduction in working hours (medical staff within the PCT) in an effective manner)
- ✓ Having a fair and equitable employment policy framework across the two organisations whilst continuing to recognise any intrinsic differences as separate statutory employers; providing clear and simple communication of the key points in policies to all staff
- ✓ Pay and reward cannot be equalised as Herefordshire Council and NHS Herefordshire are two statutory employers. However, the integrity of grading and banding systems needs to be maintained and intention is to move to a 'total reward

package' approach, whereby both financial and non-financial benefits are promoted to staff

- ✓ Making significant improvement in the quality of appraisal carried out
- ✓ Having clear involvement strategies for involving staff in decision making and service development
- ✓ Providing opportunities for work-life balance to support the varying needs of young entrants, those in mid career and those approaching retirement
- ✓ Embedding equality and diversity into all operational people management practice
- ✓ Celebrating success and recognising individual and team accomplishments through internal events and publicity, and nominations for external awards
- ✓ Using exit questionnaires to inform future plans

7.4 Within the overall performance management framework for Human Resources, success will be measured through regular review of the following indicators, (including demographic breakdown) and appropriate benchmarking:

- ❖ Sickness rates, including long and short term sickness
- ❖ Achievement of the Working Time Directive 2009
- ❖ Indicators within the Staff Surveys (Council and PCT), including the organisation being good to work for and speaking highly of the organisation to others
- ❖ Indicators on coverage and quality of appraisal
- ❖ Exit questionnaire analysis

## **8. TRAINING, LEADERSHIP AND MANAGEMENT DEVELOPMENT**

8.1 Training, leadership and management development, and overall career development are critical to good retention and development of workforce capacity, but will also be covered in the Organisational Development Strategy. At present, there is both duplication of effort and different approaches to training the same subject matter, which can be confusing for participants, as well as areas which are uncovered. A detailed review of all training and development provision is required over the next six months, followed by a full report and recommendations.



- 8.2 It is vital that training and development is seen as equitable and accessible to all, which may involve usage of different delivery mechanisms to support this, including an increase in e-learning and blended learning approaches.
- 8.3 Both Herefordshire Council and NHS Herefordshire must ensure that they have a clear matrix of mandatory and statutory training requirements and report regularly against this.
- 8.4 There must be a clear training planning process which links into the workforce planning process and hence into service planning, which draws together the core themes which will inform the annual corporate training plans, rather than individual needs which will be assessed in more detail at appraisal. This would be further supported if appraisal cycles across both Council and PCT were aligned.
- 8.5 The new joint induction process for all staff (supported by additional specific orientation into role and organisation) must deliver a really good employee experience, both in terms of coverage and applicability of content, but also in terms of standard of presentation and explanation of the organisational values and imperatives.
- 8.6 Herefordshire Public Services is signed up to the voluntary **Leitch Pledge**, which provides opportunities for employees without level 2 qualifications to gain them and also focuses on increasing the number of apprenticeship opportunities for internal and external candidates. The Council and PCT are committed to having robust plans to enable employees at all levels to acquire skills relevant to their role, the organisation's needs and possible career aspirations. This includes support for staff who may need further assistance with literacy and numeracy skills.
- 8.7 Over the coming twelve months, there will be significantly increased opportunities for leadership development (both individually, as well as in action learning groups) as well as access to core people management skills, such as managing change, communications, sickness absence and appraisal. The latter will be supported by simple toolkits, based on best practice nationally, and the eventual aim is to use the Intranet to enable managers to have a very clear resource on handling people management issues effectively.
- 8.8 All training programmes will have a clear evaluation mechanism so that impact of training as well as reaction to training can be measured more effectively, and reported.

8.9 There will be a detailed action plan on training and development, accompanied by a supporting framework, to deliver this aspect of the Workforce Strategy, but the key components will include:

- Review of all training and development activity (as set out above), followed by a report and recommendations;
- Development of matrix of mandatory and statutory training requirements;
- Review of potential for increase in e-learning provision;
- Development of a clear training planning system and production process for annual corporate plans;
- Review of first two months of new joint induction, to inform any changes and refinement;
- Agreement of project plan for Leitch Pledge (JMT December 2007) and rollout of plan;
- Leadership development plans (will be covered under Organisational Development Strategy);
- Implementation of toolkits on key people management topics and wide rollout;
- Agreement of evaluation mechanisms for all programmes.

8.10 Within the overall performance management framework for Human Resources, success will be measured through regular review of the following indicators, (including demographic breakdown) and appropriate benchmarking:

- Coverage of mandatory and statutory training (including any impact of e-learning);
- Feedback results from joint induction;
- Increase in number of modern apprenticeships and number of staff gaining level 2 qualifications;
- Indicator in Staff Surveys (Council and PCT) on access to, and views on training and development opportunities;
- (For NHS) Healthcare Standards assessment for training and development.

## **9. OBJECTIVE 5 – CREATING THE RIGHT INFRASTRUCTURE AND CAPABILITIES**

- 9.1 This objective splits into two main areas: creating the right infrastructure and capabilities to support a really skilled workforce planning function across Herefordshire Public Services, and providing the right levels of skill set in the HR function to provide expert support to managers.
- 9.2 Forecasting future workforce requirements and building capacity to deliver this is vital to the success of Herefordshire Public Services. Internally, workforce planning needs to develop into a genuinely strategic function, delivering what is needed in terms of robust workforce plans for the two organisations, whilst working closely with the Integrated Commissioning Directorate who are leading on the wider workforce planning associated with commissioning decisions across the health community.
- 9.3 Workforce planning expertise is fragmented across the partnership, with a number of areas largely uncovered, and there is no dedicated resource currently within the Human Resources function, so the intention is for the Assistant Chief Executive – HR and OD to develop a core group who can assist in moving this agenda forward.
- 9.4 An initial priority will be to develop a consistent approach to workforce planning across Herefordshire Public Services and to ensure linkage into the overall corporate planning process.
- 9.5 The second priority is to build much greater knowledge of workforce planning amongst both managers and HR staff, probably through a series of sessions with Directorate and service teams. This approach will be underpinned by simple management guides to sustain knowledge over time.
- 9.6 The second part of building infrastructure and capacity to support the Workforce Strategy is to develop and target expert HR support where it is most needed, as well as ensuring that there is regular performance reporting to Strategic Monitoring Committee, PCT Board, Provider Board, JMT and Divisional/service teams.
- 9.7 A Head of HR Services will be appointed in the New Year and will support greater integration of approach across all HR teams. Specific Service Level Agreements will be put in place to provide identified HR support to the Provider Services Arm of the PCT, and to provide assurance mechanisms back to the main PCT Board.
- 9.8 The development of detailed action plans associated with the main objectives of the Workforce Strategy and the Organisational Development Strategy will enable HR input to be targeted where it will be most effective. There will be a strong emphasis on

supporting managers to manage more confidently on a day to day basis, through providing the necessary tools on an accessible basis, and hence using specific HR expertise to deal with more complex or specialist areas, rather than routine people management.

9.9 High quality performance reporting to Divisional Management Teams and Provider Board is essential to raising the profile of workforce issues at management level and the awareness of how to manage exceptions against performance target. ESR has the capability to provide good quality reporting already (PCT) although training and development data is held outside of the system. The new Agresso system for the Council will be a major improvement on current (fragmented) systems and is due to be implemented by October 2009. The implementation project will be a major initiative in the first part of 2009 and it will be critical to develop the right interfaces between ESR and Agresso to deliver the best possible quality of reporting for Herefordshire Public Services.

9.10 There will be a detailed action plan on capability and infrastructure, to deliver this aspect of the Workforce Strategy, but the key components will include:

- Identification of a clear process across the partnership for workforce planning;
- Setting up of core workforce planning group;
- Identification of development plan for managers and HR staff on workforce planning;
- Appoint Head of HR Services;
- Set up Service Level Agreements for Provider Services;
- Produce and implement plan for introduction of Agresso system;
- Define core workforce indicators, level of granularity, benchmarks etc. for all key committees.

9.11 Within the overall performance management framework for Human Resources, success will be measured through regular review of the following indicators, (including demographic breakdown) and appropriate benchmarking:

- Level of feedback on the Workforce Key Line of Enquiry (KLOE) in the Use of Resources annual review (Council) – informal in 2009, formal in 2010;
- Number of managers trained in workforce planning and number of HR staff with specific workforce planning expertise;

- Performance in annual customer satisfaction survey for HR.

## **10. DELIVERING THE STRATEGY**

10.1 The Workforce Strategy is intended to ensure that both Council and PCT working together in a deep partnership as Herefordshire Public Services are able to plan their workforce effectively for the short, medium and longer term future. Everyone within Herefordshire Public Services – elected members, non-executive directors, directors, managers, staff representatives and staff members – all have a part to play in ensuring that this strategy is effective in supporting both the overall Community Strategy and the transformation of public service delivery in Herefordshire.

Written by:

Anne Coutts, Assistant Chief Executive – HR and OD

11.03.09



# HEREFORD OPEN RETAIL MARKET

## PORTFOLIO RESPONSIBILITY: ENVIRONMENT AND STRATEGIC HOUSING

**CABINET**

**2 APRIL 2009**

### **Wards Affected**

Central

### **Purpose**

To consider the recommendations of the Community Services Scrutiny Committee held on 11 March 2009 in relation to the proposed relocation of the Hereford Open Retail Market into the St Peter's Street/High Town interface and Commercial Street each Saturday and Wednesday.

### **Key Decision**

This is not a Key Decision.

### **Recommendation**

**That the resolutions of the Community Services Scrutiny Committee be considered.**

### **Reasons**

To inform Cabinet of the outcome of the Call-in by the Community Services Scrutiny Committee of Cabinet's decision of the 19 February 2009, when Cabinet resolved:

- a) **subject to approval of the capital programme bid, the relocation of Hereford Open Retail Market to the St Peter's Street / High Town interface and Commercial Street as from 8 April 2009 (or as soon afterwards as operational arrangements allow) be approved;**
- b) **the proposed formulation of a policy governing allocation of the stalls be noted; and**
- c) **during the first year of operation a Retail Impact Assessment is undertaken and that a formal evaluation of the effectiveness of the new arrangement is considered by the Cabinet Member at the end of that period.**

### **Considerations**

1. In accordance with Standing Order 7.3.1 and the Scrutiny Committee Rules set out at Appendix 2 of the Constitution, Cabinet's decision on 19 February 2009 was called in by three Councillor (Councillors: DJ Benjamin, GFM Dawe and MAF Hubbard) for consideration by the Community Services Scrutiny Committee.

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Further information on the subject of this report is available from  
Jeff Owen, Markets Manager on (01432) 260558

2. The Community Services Scrutiny Committee met on 11 March 2009 to consider the Call-in.
3. The Committee resolved to endorse the Cabinet's decision, which has now taken effect.
4. The Committee's full resolutions, taken on 11 March 2009, are as follows:

**THAT:**

**The Committee endorses the Cabinet decision to relocate the Open Retail Market into Commercial Street, and noted and welcomed the intention to develop a quality stalls policy and the stall allocation policy, in close consultation with the Hereford City Partnership, before the market opens in its new location.**

**The Committee invites the Cabinet Member to review the precise location of stalls in order to facilitate the free flow of customers, especially around the Old House, and to minimise any adverse impact on existing business.**

**The Committee also requests that an updated report should be submitted within two months of the market re-opening, to include how the potential problems regarding delivery vehicles have been resolved.**

## **Legal Implications**

There are no further legal implications other than those outlined in the Cabinet report of 19 February, 2009.

## **Financial Implications**

There are no further financial implications other than those outlined in the Cabinet report of 19 February, 2009.

## **Risk Management**

The risk management is set out in the Cabinet report of 19 February, 2009. Accordingly there is no separate consideration of risk management in this report.

## **Alternative Options**

Cabinet could choose not to adopt any of the Scrutiny Committee's recommendations.

## **Consultation**

Community Services Scrutiny Committee on 11 March 2009.

## **Appendix**

Not applicable.

## **Background Papers**

None identified.



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