

Meeting: Overview and Scrutiny Committee

Date: 8th July 2008

Subject: Update on Challenge Panels

Responsible Officer: Tom Whiting

Divisional Director Strategy and

Improvement

Portfolio Holder: Cllr Paul Osborn

Portfolio Holder for Performance,

Communication and Corporate Services

Exempt: No

Enclosures: Appendix One: Report for the Council

Improvement Programme Challenge

Panel

Appendix Two: Scope for the Places

Survey Challenge Panel

Section 1 - Summary and Recommendations

This report accompanies the report from the Council Improvement Programme challenge panel and seeks Overview and Scrutiny committee's agreement for the Performance and Finance sub committee to hold a challenge panel to consider the Places Survey.

Recommendations:

The Committee is requested to:

- I. Endorse the report of the Council Improvement Programme challenge panel attached as Appendix One
- II. Agree to the authorise the Performance and Finance sub committee to hold a challenge panel to consider the council's Places Survey
- III. Consider, comment upon and endorse the proposed scope for the Places Survey challenge panel attached as Appendix Two

Reason: (For recommendation)

To ensure that the findings of the Council Improvement challenge panel are reported to and endorsed by the Overview and Scrutiny committee

To seek the authority of the Overview and Scrutiny committee to undertake a challenge panel to consider the council's 'Places Survey'

Section 2 – Report

Background (if needed)

Council Improvement Programme

During the last 18 months, the council has been subject to a number of external performance assessments. These have included:

- Corporate assessment December 2006
- Use of Resources score annual
- Improvement and Development Agency peer review December 2007
- Access to Services Inspection March 2008

Each of these assessments identified ways in which the council needs to improve some of its corporate processes and functions if it is to be able to support overall improvement in the delivery of services to local people.

In order to respond to the findings of the assessments, the council has developed a corporate improvement programme to be delivered between now and 2011. The Improvement and Development Agency has supported the council in developing the programme, which was considered by Cabinet on 19th June.

All of the above assessments have drawn attention to the need for the council to improve some of its fundamental processes if it is to realise its ambition to be one of the best in London by 2012. By co-ordinating action in a single, combined programme the council hopes to ensure that actions are being targeted at the most important areas, that action is delivering real change and that the organisation is collectively focussed on improvement. A piecemeal approach to service improvement will not bring the step change that is required.

On 4th June a challenge panel was convened to consider the robustness of the improvement programme, the panel's report is attached at Appendix One.

In order to meet the deadline for submission of the report to cabinet on 19t June, the report was agreed by the Chairman and Vice Chairman of Overview and Scrutiny. The report is submitted to Overview and Scrutiny committee for endorsement.

Places Survey Challenge Panel

The triennial BVPI satisfaction survey is being replaced by a 'place survey' which will be used to monitor the council's performance in terms of the new National Indicator Set. The Government's aspirations for the place survey are that it will measure the improvement in outcomes for people and places rather than the existing survey, which measured organisations' processes. In focusing on 'place', the survey recognises that no single organisation can achieve improvements in the quality of life of local people in isolation. The introduction of the survey also acknowledges that, in order to deliver improvements in quality of life, it is critical that

the views and aspirations of local people are captured. This is the key purpose of the place survey.

Approximately 2/3 of the place survey will be taken up with compulsory questions but there will also be scope in the place survey to incorporate additional, discretionary questions. In order to contribute to the development of the additional, discretionary questions for inclusion in the places survey, the Performance and Finance sub committee wishes to hold a challenge panel.

The survey must be 'in the field' by 22nd September, which means that the questionnaire needs to be finalised by the end of August/beginning of September. Given that the month of August is traditionally meeting free, this would suggest a fairly tight timetable for the panel. It would probably need to be scheduled before the end of July.

A draft scope for the panel is attached as Appendix Two.

Current situation

Not applicable

Why a change is needed

Not applicable

Main options

Not applicable

Other options considered

Implications of the Recommendation

Considerations

Resources, costs and risks

The cost of the challenge panels will be met from within existing resources. There are no associated risks.

Staffing/workforce

There are no staffing or workforce implications associated with this report.

Equalities impact

There are no equalities implications associated with this report.

Legal comments

Community safety

There are no community safety implications associated with this report

Financial Implications

There are no financial implications associated with this report. The cost of alls scrutiny projects are met from within the scrutiny budget

Performance Issues

The corporate improvement plan is designed to support improvement in the delivery of council services. It will deliver an improvement programme, set of projects and milestones to respond to recommendations in the Corporate Assessment, Use of Resources, IDeA Peer Review and the Access to Service Inspection.

The places survey will measure the council's performance against the new national indicator set. The opportunity to include additional local issues will enable the council to potentially investigate performance. Other performance issues are covered in the table below.

Issue	Officer comment
Why is performance failing?	Since the last report in November 2007, there has not been any further test of public satisfaction, so it is not possible to judge whether satisfaction ratings are continuing to decline.
	The New Quality of Life Survey is currently in the field and should report initial findings towards the end of June.
	The next test of public satisfaction with Council Services will be the first iteration of the new Place Survey which the Council is required to undertake. Most of this survey will comprise questions set by Government that measure several of the new National Indicators. There should, however, be space to include some locally relevant questions and it is hoped that this will enable us to maintain the trend data derived from the last 5 years of Quality of Life Surveys.
How will performance be improved? Is an improvement plan a) in place and b) being followed?	There are also discussions underway with London Councils about a London-wide approach to collecting the data that used to be generated from the Triennial Best Value Survey which gave detailed service by service satisfaction scores for environmental services.
	Finally, a programme of establishing service user groups across all services has been approved and will be rolled out this year. User groups provide immediate customer feedback about service standards and inform officers of niggling problems that are often easily solved but which otherwise can reduce satisfaction rates.
	Members might recall that the Quality of Life surveys regularly showed that residents who felt well informed by the Council were also significantly more satisfied with the services that the Council provides. The new Communications contract includes as one of its targets a significant improvement in the number of people feeling informed by the Council.
	The most recent data shows that exactly half the respondents to the Quality of Life survey feel informed with the other half feeling uninformed – a net well informed score of nil. The Communications Plan seeks

	to improve this net score to 50%.
	Other relevant targets include increasing satisfaction with value for money by 10% and increasing service satisfaction rates by between 5% and 10%. A new programme of service reviews is being developed and will shortly be submitted to Cabinet for confirmation. This seeks to address areas which impact on the efficiency, effectiveness and value for money of key services. More details should be available by the time of the Committee's meeting. Finally, the Chief Executive's review of the organisational structure includes giving more prominence to customer care functions in the expectation that, for example, the development of corporate customer standards will increase satisfaction rates.
What resources are being put in place to deliver these improvements?	The elements of improving customer care cannot, by themselves, turn round the Council's reputation. Services also need to improve. It was noted at the meeting in November last year that environmental services have the greatest impact on satisfaction and reputation because they are used by virtually everyone. The negative impact of dirty streets and graffiti can be significant. The decision in the budget for 2008/09 to allocate growth of more than £1m to increase the standards of environmental services should make a physical impact on Harrow's streets and on public attitudes. In parallel, further investment of more than £300,000 has been approved to increase the capacity and reduce waiting times in Access Harrow which should also contribute to improved satisfaction scores.
How, if at all, will other PIs or services be affected – positively or negatively – either by this performance, or by any redirection of resources to alter this performance?	If all of the elements that contribute to improving customer satisfaction deliver the anticipated increase in performance, then not only will the headline satisfaction score improve but so will the service specific performance indicators. In that sense, customer satisfaction is an overall measure of how the Council as a whole is performing albeit that some services have a much greater impact on satisfaction than others.
How are residents and service users impacted?	Again, the benefits of increased standards in environmental services, at Access Harrow and through the development and implementation of customer standards should produce real and valued improvements in service quality and delivery.
How will the success of the improvement plan be monitored?	The Quality of Life Survey currently underway and the forthcoming Place Survey will give indications of whether the measures described in this report have been or are being effective in reversing the decline in public satisfaction with the Council and its services. Neither survey will be able to identify the discrete affect of any particular element. If this is thought to be important, Focus Groups would need to be held to

	identify the relative impact of each element.
How are the service / council's finances affected by this performance issue and by the steps put in place to improve performance?	The growth resources available to the Council for 2008/09 have been used to improve the key services that contribute most to public satisfaction/dissatisfaction – namely environmental services and customer access. Additionally, resources have been directed at the public's other main concern which is community safety and the Council needs to ensure that it is credited with its contribution to policing in the town centre.
What impact will there be on partners (statutory and otherwise)?	Customer satisfaction and the extent to which residents can influence the local agenda are likely to be components of the new Comprehensive Area Assessment, which will replace the CPA regime next year. The main vehicle for this assessment will be the Strategic Partnership and the Council's increased attention to customer satisfaction could be a catalyst for general improvements across the Partnership.

Risk Management Implications

There are no risk management implications associated with this report.

Section 3 - Statutory Officer Clearance

Name: Sheela Thakrar Date: 23 rd June 2008	V	on behalf of the* Chief Financial Officer
Name: Hugh Peart Date: 25 th June 2008	V	Monitoring Officer

Section 4 - Contact Details and Background Papers

Contact: Lynne McAdam, Service Manager Scrutiny, 020 8420 9387

Background Papers: None

If appropriate, does the report include the following considerations?

1.	Consultation	YES / NO
2.	Corporate Priorities	YES / NO



June 2008

Overview and Scrutiny Committee

Report of the Scrutiny Challenge Panel

Council Improvement Programme

Members of the Challenge Panel

Cllr Paul Scott (Chairman)
Cllr Brian Gate
Cllr Mitzi Green
Cllr Richard Romain
Cllr Stanley Sheinwald

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CHAIRMAN'S INTRODUCTION & ACKNOWLEDGEMENTS

The Overview and Scrutiny committee was pleased to have been invited to participate in the development of the Council's Improvement Programme and I am delighted to have been able to chair this important investigation. The programme is designed to consolidate all of the various improvement plans deriving from a number of inspections that the authority has been through in the past 18 months. In so doing, it is hoped that it will provide a strategic focus to our internal processes and thus ensure that we are fit for purpose to deliver excellent services for our residents.

The challenge panel met on 4th June and we are grateful to those who provided us with the information upon which we based our challenge:

- Cllr Paul Osborn, Portfolio Holder for Performance, Communication and Corporate Services
- Michael Lockwood, Chief Executive
- Myfanwy Barret, Corporate Director Corporate Finance
- Lesley Clarke, Human Resources and Development Strategy Manager
- Carol Cutler, Director of Business Transformation and Customer Service
- Kireen Rooney, Programme Manager, Improvement Programme Team
- Tom Whiting, Divisional Director Strategy and Improvement

We would especially like to thank Chris Bowron, who has been seconded from the Improvement and Development Agency to support the development of the improvement programme for the particular support he provided to the panel in preparing its investigation.

This is a huge programme and is critical if the organisation is to improve its reputation and the services it delivers to local people. With this in mind we would welcome the opportunity to continue to engage with officers and portfolio holders to ensure the effective delivery of projects. To this end we intent to make a number of recommendations to the Overview and Scrutiny committee regarding additional projects and monitoring processes. These are included in our findings and recommendations below.

Cllr Paul Scott , Chairman Council Improvement Programme Challenge Panel

BACKGROUND

During the last 18 months, the council has been subject to a number of external performance assessments. These have included:

- Corporate assessment December 2006
- Use of Resources score annually
- Improvement and Development Agency peer review December 2007
- Access to Services Inspection March 2008

Each of these assessments identified ways in which the council needs to improve some of its corporate processes and functions if it is to be able to support overall improvement in the delivery of services to local people.

In order to respond to the findings of the assessments, the council has developed the council improvement programme to be delivered between now and 2011. The Improvement and Development Agency has supported the council in developing the programme, which will be considered by Cabinet on 19th June.

All of the above assessments have drawn attention to the need for the council to improve some of its fundamental processes if it is to realise its ambition to be one of the best in London by 2012. By co-ordinating action in a single, combined programme the council hopes to ensure that actions are being targeted at the most important areas, that action is delivering real change and that the organisation is collectively focussed on improvement. A piecemeal approach to service improvement will not bring the step change that is required.

The Overview and Scrutiny committee was asked to provide challenge to the assumptions behind and the focus of the council improvement programme, the action proposed and the anticipated outcomes. In order to do this, it is a challenge panel was proposed.

The panel took place on 4th June 2008 as a round-table discussions between scrutiny councillors, council officers and the portfolio holder for Performance, Communication and Corporate Services. At the meeting the panel received detailed information on the content of the plan and was able to question and make recommendations on specific elements of the content and also to raise a number of strategic questions in relation to the delivery of the programme.

The panel comprised:

- Cllr Paul Scott (Chairman)
- Cllr Brian Gate
- Cllr Mitzi Green
- Cllr Richard Romain
- Cllr Stanley Sheinwald

The scope for the investigation was agreed by the Overview and Scrutiny committee in May and is attached as Appendix One

The panel's findings and recommendations are included in the pages that follow

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KEY OBSERVATIONS

The challenge panel's observations are summarised in the paragraphs below:

Overarching

- The development of the council improvement programme is long overdue and the panel wishes to put on record its gratitude to the Chief Executive and his colleagues for the production of the programme. We endorse its overall direction and recognise that it is clearly attempting a comprehensive response to the organisation's weaknesses. It is a welcome development.
- A key theme in the justification of the programme is the need for consistency in organisational procedures. We thoroughly endorse this.
- This is a huge programme of work. Whilst the panel acknowledges that this is inevitable if proper co-ordination of all of the disparate improvement projects and plans is to be achieved, we would stress that the council must have robust monitoring processes in place to oversee its successful overall delivery. We anticipate the scrutiny function, both Overview and Scrutiny committee and the Performance and Finance sub committee, playing a role in supporting the monitoring of the programme.
- We would also seek assurances that monitoring processes are sufficiently rigorous to ensure that we learn from the projects currently being undertaken and that we learn from failures. We see this programme as key to our improvement, it should take us forward and not be forced to continually address past failure.
- In the time available, we were not able to raise specific questions with regard to the overall governance of the programme but we would urge that the organisation ensures a robust system is put in place.
- The size of the programme means that in the time available, we do not feel that we have been able to devote adequate time to consideration of the detail in a number of the streams. In particular, we believe that the HR stream is critical to the success of the programme: if the council's staff are not properly equipped to undertake the tasks or are lacking in motivation as a result of poor morale, then the programme, no matter how well financially resourced, runs a serious risk of failure. With that in mind we will propose to the Overview and Scrutiny committee that it pays particular attention to the delivery of this theme.
- In the context of the HR stream we would also endorse the assertion of the need for managers to manage. This is critical to the delivery of the programme. However, we would also hope that managers are given the tools to manage and would also seek assurances that, in particular the importance of the middle management tier is acknowledged and that the morale of this critical layer of the organisation is supported. We look forward to receiving further advice on the implementation of the Management Development Programme, via the Corporate Effectiveness Lead Members.

- Whilst we recognise and endorse the need for a robust managerial approach to some of the difficulties faced by the organisation, we would suggest that whilst a 'stick' may be an appropriate solution in some circumstances, a 'carrot' will also support the delivery of improvement and may have a more positive impact upon morale. In the context of the example given to us, we would be interested to understand the broader impact of the sanctions for absence on the morale of the staff in question.
- Also in the context of rewards and sanctions we are particularly interested in the penalty likely to result from failure to deliver on key projects. Whilst we would urge clarity for the organisation on what constitutes 'failure', we would also comment that blockages to this crucial programme must be addressed in the most vigorous manner if the future of the organisation and all of its staff and services to our residents are not to be jeopardised.
- It is perhaps disappointing that we appear to be at such an embryonic stage in our journey to improvement. A number of projects discussed at the panel meeting were at the foundation stage or indeed proposed the implementation of systems that should, by now, have been part and parcel of the council's core activities we refer here specifically to the use of complaints information. Delay in the delivery of improvement and modernisation of processes can put the council at risk and it is heartening to see that action is now being taken to put this right.
- In this context, we would also seek assurances regarding the process for ongoing development of the programme, its 'evolution'. It is critical that the programme, whilst obviously being monitored in its own right, is rooted in the service planning and performance monitoring processes of the council in order that it is able to respond to changes in need, best practice and priorities. It will not evolve in a vacuum.
- We would also comment on the inter-relationship of the various streams. Obviously these need a degree of separation for management purposes. However, as we alluded to in our discussions, the interrelationship between a number of projects and streams is clear. We would urge that the governance structures ensure that the interdependency of projects, for example, those relating to staff sickness, staff morale and customer care is not lost in the pursuit of individual project targets.
- Time did not allow us to address the issue of sequencing of the projects and streams and we would urge the Chief Executive and his project sponsors to ensure that all of the components of the improvement programme are implemented in a timely and appropriately sequenced manner.

Specific

During the panel a number of specific comments were made and these are summarised below:

Access to Services

 Greater attention needs to be given to the first impression given by staff to visitors in to the civic centre. In particular, the entrance to Civic One is gloomy and often overcrowded and thus confusing. This does not relay a message of competence to those using the civic centre. Decisions regarding definition of 'avoidable contact' need to be made consistently

Finance IT and Risk

- Whilst quick wins may be financially attractive, the council must ensure that in the long term these quick wins do not have a detrimental on service delivery and residents – the organisation must have a clear analysis of the long-term impact of decisions.
- There may be a number of opportunities for the development of partnership with local business in order to improve procurement performance. Whilst these local organisations may not have the profile of some of the larger suppliers, by working with them, the council may be able to broker effective contracts and can also support the development of the local economy.

Human Resources

- The organisation needs to be aware of the many influences that contribute to high sickness levels
- As councillors are as much a part of the improvement process as officers, some form of appraisal process should be introduced for members
- The pilot of the Management Development Programme for middle managers should be fully evaluated before the First Line Manager Programme is rolled out in order to sure that any amendments in the former are reflected in the latter.
- The process of 'succession planning' might be more usefully focussed on 'career planning'. Improving the career prospects of staff can mean that staff morale can be boosted and the council may be able to retain more of its staff.
- Resources for the HR stream is crucial and the panel does not wish to see any projects 'de-prioritised'. It is critical that sufficient resources are found to deliver this stream.

Cross Cutting

- The overall programme of projects will benefit from external peer/non executive director input where appropriate
- The impact of additional performance requests from central government and of running both the council improvement programme and service review programme on the organisation, whilst all necessary to resolve funding issues, should be monitored.

RECOMMENDATIONS

The council improvement programme challenge panel recommends that:

- the findings of the challenge panel are referred to cabinet for consideration with the council improvement programme on 19th June
- the report is referred to the Overview and Scrutiny committee for endorsement
- the report to the Overview and Scrutiny committee includes a recommendation regarding the need to
 - a. monitor the implementation of the programme overall
 - b. monitor a number of specific components of the programme in more detail

CONCLUSION

The panel thoroughly endorses the council improvement programme, our observations are not meant as criticisms but hopefully as comments that will help support the ongoing development of the programme and ultimately the delivery of improved services to our residents. Where we have made, or indeed make in future, suggestions for amendments to the programme, we hope they are helpful

We are extremely grateful for the opportunity to have contributed to the development of the programme. This programme belongs to all of us, staff, managers, backbench councillors and cabinet members, we look forward to offering further support in the future

Council Improvement Programme Challenge Panel 5th June 2008

APPENDIX ONE

$\frac{\text{COUNCIL IMPROVEMENT PROGRAMME CHALLENGE PANEL - DRAFT}}{\text{SCOPE}}$

1	SUBJECT	Council Improvement Programme Challenge Panel
2	COMMITTEE	Overview and Scrutiny
3	REVIEW GROUP	Cllr Sheinwald Cllr Green Cllr Versallion Cllr Gate TBC
4	AIMS/ OBJECTIVES/ OUTCOMES	To support the development of the council's council improvement programme
5	MEASURES OF SUCCESS OF REVIEW	 The panel is able to provide effective challenge to the improvement programme Cabinet welcome the comments made by the panel
6	SCOPE	 The panel will: Challenge the assumptions upon which the revised council improvement programme is based Challenge the focus of the action proposed Consider the appropriateness of the action proposed Challenge the effectiveness of the action proposed
7	SERVICE PRIORITIES (Corporate/Dept)	Improve the way we work
8	REVIEW SPONSOR	Michael Lockwood, Chief Executive
9	ACCOUNTABLE MANAGER	Tom Whiting, Divisional Director Strategy and Improvement
10	SUPPORT OFFICER	Lynne McAdam, Service Manager Scrutiny
11	ADMINISTRATIV E SUPPORT	From existing resources
12	EXTERNAL INPUT	None

13	METHODOLOGY	Summary papers outlining context for the development of
		the improvement plan:
		I&DeA Peer Review report
		Corporate assessment outcomes
		CPA outcomes
		Access Harrow inspection report
		Development of key lines of enquiry
		Round table panel discussion to investigate four areas of scope with:
		Divisional Director, Strategy and Improvement
		Divisional Director HR & Development
		Director of Business Transformation and Customer Services
		Corporate Director Corporate Finance
		Improvement Programme Consultant
14	EQUALITY	The council improvement programme is designed to
	IMPLICATIONS	support the council in its ambition to become one of the
		best councils in London by 2012. In delivering this
		ambition, the council will support the delivery of excellent
		services to one of the most diverse communities in
	100111177101101	London.
15	ASSUMPTIONS/	The costs of the challenge panel will be met from within
40	CONSTRAINTS	existing resources
16	SECTION 17 IMPLICATIONS	None specific
17	TIMESCALE	The timetable for completion of the challenge panel
' '	TIMEOOALL	means that it must take place between 21 st March and 7 th
		June
18	RESOURCE	Lynne McAdam, Service Manager Scrutiny
	COMMITMENTS	
19	REPORT	Lynne McAdam, Service Manager Scrutiny
	AUTHOR	
20	REPORTING	Outline of formal reporting process:
	ARRANGEMENT	To Service Director $\sqrt{}$ When by 7^{th} June 2008
	S	To Portfolio Holder [] When
		To CMT [] When To Cabinet [√] When 19 th June 2008
		To Cabinet $\sqrt[[t]{}]$ When 19 th June 2008
21	FOLLOW UP	TBC
	ARRANGEMENT	
	S (proposals)	

APPENDIX TWO

HARROW COUNCIL

PERFORMANCE AND FINANCE SUB-COMMITTEE

PLACES SURVEY CHALLENGE PANEL - DRAFT SCOPE

1	SUBJECT	Places Survey Challenge Panel
2	COMMITTEE	Performance and Finance sub committee
3	REVIEW GROUP	Cllr Mark Versallion TBC
4	AIMS/ OBJECTIVES/ OUTCOMES	To ensure that the discretionary components of the new national places survey are able to support the delivery of the council's priorities and residents' concerns.
5	MEASURES OF SUCCESS OF REVIEW	 Report delivered according to timetable Scrutiny able to contribute to the development of the places survey Scrutiny's contribution acknowledged as helpful
6	SCOPE	The panel will consider the additional questions to be included in the places survey in order to support the delivery of the council's priorities.
7	SERVICE PRIORITIES (Corporate/Dept)	Improve the way we work for our residents.
8	REVIEW SPONSOR	Tom Whiting, Divisional Manager, Strategy and Improvement
9	ACCOUNTABLE MANAGER	Mike Howes, Service Manager, Policy and Partnerships
10	SUPPORT OFFICER	Ed Hammond, Scrutiny Officer
11	ADMINISTRATIVE SUPPORT	From within the scrutiny team
12	EXTERNAL INPUT	None
13	METHODOLOGY	Challenge panel will consider the changed coverage of the places survey and will identify areas it feels should be included in the discretionary element of the survey in order to ensure that the council's own priorities are incorporated. To do this it will consider: Coverage of place survey Gaps left following the change from the Quality of Life survey The Directory of Recommended Questions being designed by DCLG
14	EQUALITY IMPLICATIONS	There are none specific to this review

15	ASSUMPTIONS/ CONSTRAINTS	The panel is a short focussed project and care should be taken to ensure that recommendations and findings are commensurate with the extent of the evidence collected.	
16	SECTION 17 IMPLICATIONS	There are none specific to this review	
17	TIMESCALE	The panel will need to take place in time to enable the survey to be 'in the field' by 22 nd September 2008.	
18	RESOURCE COMMITMENTS	Delivery of the review will be met from within existing resources	
19	REPORT AUTHOR	Ed Hammond	
20	REPORTING ARRANGEMENTS	Outline of formal reporting process: To Service Director [] TBC To Portfolio Holder [] TBC To CMT [] TBC To Cabinet [] TBC	
21	FOLLOW UP ARRANGEMENTS (proposals)	TBC	