

COUNCIL

16 JULY 2020

MEDWAY YOUTH JUSTICE PARTNERSHIP STRATEGIC PLAN FOR 2020 - 2023

Portfolio Holder: Councillor Mrs Josie Iles – Portfolio Holder for Children’s Services (Lead Member)

Report from: James Williams – Director of Public Health (and Chair of the Youth Justice Partnership Board)

Author: Andrew Willetts – Head Of Partnership Commissioning, Resources and Youth Justice

Summary

The Crime and Disorder Act 1998, requires Local Authorities to have a Youth Justice Plan, which is updated annually to set out how youth justice will be delivered locally within available resources.

This plan (attached at Appendix 1) will cover a 3 year period form 2020 - 2023 and has been co-produced with Youth Justice Partnership Board (YJPB) members and influenced by national research and evidence of effective practice and has taken examples across National Partnerships.

A Diversity Impact Assessment has been carried out on the proposals set out in this report and is attached at Appendix 2.

1. Budget and Policy Framework

- 1.1 A Youth Justice Plan is required under the provisions of the Crime and Disorder Act 1998.
- 1.2 The Youth Justice Plan is a strategic plan and forms part of the Policy Framework for Medway Council (Chapter 2, Article 4.1 of the Constitution). The approval or adoption of the Policy Framework is a function of Full Council. The Youth Justice Plan therefore needs to be approved by Full Council prior to formal submission to the Ministry Of Justice. The submitted Plan is then placed in the House of Lords Library.
- 1.3 The Medway Youth Justice Partnership Strategic Plan (attached at Appendix 1) is revised on an annual basis and forms part of the Council’s policy framework.

- 1.4 The Youth Justice Partnership Board (YJPB) will retain a clear focus on the principal aim of reducing offending and re-offending and maintains strategic oversight of the delivery and performance of the local youth justice system and contribution from all partners. The membership of the board provides senior representation from key partners to ensure that young people involved in the youth justice system have access to a range of services to support the partnership's responsibilities under the Crime and Disorder Act 1998 to:
- Co-ordinate the provision of youth justice services for all those in the authority's area who need them;
 - Carry out such functions assigned in the youth justice plan formulated by the local authority;
 - In addition, by providing the youth justice services outlined at Section 38 (4) of the Act, the local authority also addresses its duty, under the Children Act 1989, to take reasonable steps designed to encourage children and young people within the area not to commit offences.

2. Background

- 2.1 Our 3-year strategic Medway Youth Justice Partnership Strategic Plan for 2020-2023, reflects our successes as a partnership and sets out how we will continue to deliver high quality, high performing youth justice services over the next 3 years. It also builds on our previous plan (2017-2020).
- 2.2 The Medway Youth Justice Partnership Strategic Plan will be refreshed each year. This refresh will take into account any changes to the national and local youth justice landscape and services, which impact on the strategic priorities. Our revised plan also includes Medway's recent HMIP inspection findings. The objective of the annual refresh will be to ensure timely and appropriate action is taken to prevent and reduce youth offending in Medway. The strategic priorities, which will underpin our action planning cycle over the 3-year period, are aligned with the principal aims of the youth justice system. These are:
1. Prevent Youth Crime
 2. Reduce Re-offending
 3. Safeguard young people from harm
 4. Protect the public from harm
- 2.3 Through effective partnership working we will take action to engage with children and young people at risk of or involved in offending and support them to fulfil their potential so they:
- Thrive (in their community)
 - Learn and develop (through education, training or employment)
 - Be Healthy (easy and natural access and support)
- 2.4 The 3-year strategic plan will provide the greatest opportunity to deliver sustainable high quality youth justice outcomes, which can withstand short, medium and longer term risks. To deliver the partnership strategy we will align youth justice partnership activity with four strategic priorities that, through complementary quality assurance, partnership working, workforce development and governance, will provide a foundation and framework for planning the delivery of exceptional youth justice outcomes over the next 3 years.

- 2.5 To support children and young people to achieve positive outcomes, the work Medway YOT undertakes with schools, pupil referral units, alternative provision and colleges will be key. Our links with the Attendance Advisory Support for Schools and Academies, to address attendance concerns will be important along that with work to support inclusion. Any challenges will be addressed through the Schools Support Group, a forum to discuss support for children who are at risk of exclusion. We will also have a renewed focus on children with special educational needs. We have strengthened the strategic plan to ensure those in the criminal justice system are a priority.
- 2.6 We will also build on strategic links with the Medway Skills Partnership Board. We are aware that with a reduction in post 16 provision (12 settings to 2) we now have 142 less places for those aged 16 plus. This will need to be monitored and addressed as we have seen a decline in education, training and employment outcomes in the last 2 quarters for young people working with the YOT.
- 2.7 There has been healthy challenge and oversight of this work by the Youth Justice Strategic Board (although we now have a number of new members including a new Chair) and the Lead Member, who will receive regular briefings in relation to progress and improvements made. This includes the natural links with community safety and the partnership arrangements as well as challenge through Overview and Scrutiny Committee(s) to monitor performance and progress.
- 2.8 Critical to some of the preventative work that takes place is the youth service (including the youth centres). The service provides a critical role in providing resources in the community to ensure young people have somewhere to go and someone to talk to. The youth service will also play a critical role in the targeted youth work programme developed through the violent reduction programme tackling hot spots within the community.

3. Highlights

- 3.1 Local partnership working arrangements (between January 2018 and December 2019), have had a transformational impact on how we are able to deliver services and support our young people better. We have reformed many elements of our system in order to improve outcomes for young people, victims and communities. The Youth Offending Team (YOT) has provided a holistic and integrated case management response. This response has enabled vulnerable young people to overcome a range of barriers, including offending that would otherwise have negatively impacted on their ability to achieve their life chances.
- 3.2 Medway has been recognised as innovative leaders in the field of youth justice in relation to our Child First practice. Last year we presented at the National Justice Conference to talk about our work. We have subsequently been asked to work with national leads and universities, who want to learn more about how we have developed our desistance approach and child first plans. This was a positive areas also highlighted in HMIP inspection of YOT.

The Shift to Child First Planning

From this:

Page 2 of 2

My Targets What are you going to work on while you are with the YJJBs?

1 **My Target** Develop and implement strategies in the community to deal with conflict without violence or aggression. Goal: w/af appropriate Not achieving Not being others Being safe Stopping harm

Being person(s) Self Others All involved in violence Develop plans for dealing with situations when I feel motivated to be violent. Develop them with YJJBs and YJ. Do these plans and the being violent

Parent/Carer(s) Help you develop and implement strategies in the community to deal with conflict without violence or aggression. Not to be violent to others. I don't will. Because neither will you to avoid violence. Discuss with them how to be implementing them. Please program.

YJJB/Staff Help you develop and implement strategies in the community to deal with conflict without violence or aggression. Not to be violent to others. I don't will. Because neither will you to avoid violence. Discuss with them how to be implementing them. Please program.

What will we be doing? I will be able to report back specific incidents in which you felt challenged but did not respond with violence or aggression.

Other details:

Method: Frequency: Start date:

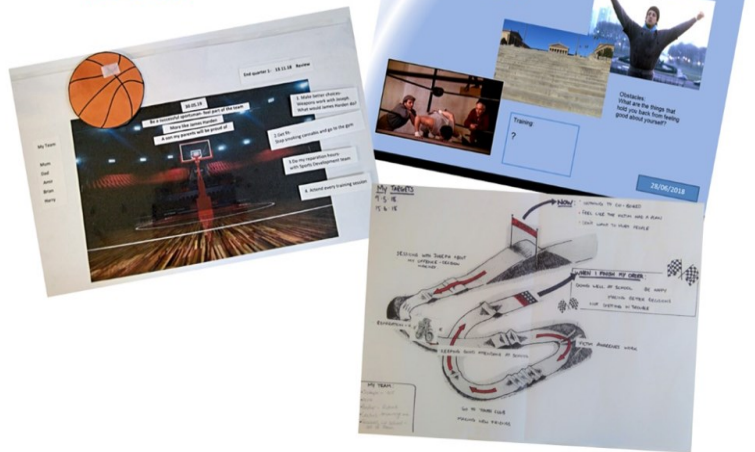
Due to see supervisor: Next date: Last reviewed:

Contributor: Reviewer: Completion:

Review/Comments:

Progress:

To this:



Prof Neal Hazel @NealHazel · 1 Nov 2018

Inspiring visit to @medway_yot, hearing how the team is reframing all work to be focused on #IdentityShift. Using @BYCustody model beyond resettlement.

Thanks for sharing some amazing #cocreated 'sentence plans'! #FutureFocused.

@SalfordImpact @UoS_HealthSoc @_YJB

medway_yot @medway_yot

Huge thanks to @NealHazel for spending the morning with us talking #identityshift #resettlement and planning positive futures with the young people we work with!

#youthjustice

1 3 14

Prof Neal Hazel @NealHazel · 8 Oct 2019

Fascinating train meeting with Ken Dance from @medway_yot. Their #cocreated 'sentence' plans are #ChildFirst exemplars.

Replacing old text forms, kids' folders creatively explore #who they want to be and #relevant steps to get there.

#Engagement
#IdentityLens
@_YJB

1 3 22

- 3.3 There has been a marked change in the identified needs and complexities of the challenges affecting the children and young people we support. We have seen an increase in violent youth crime and weapon related incidents. Addressing these issues will be a focus for us over the coming 3 years. To enable this, we are moving into a trauma informed youth justice service. We have recruited a clinical psychologist to increase our capability to support our more complex children. We will also be reviewing our evidence based tools in managing knife crime and will focus on a programme for girls over the coming months.
- 3.4 We have continued our collaborative work with the Office of the Police and Crime Commissioner for Kent. This partnership work led to a successful bid to central government for resources that have enabled us to establish a Violence Reduction Unit. We have also recently accessed additional resources to put in place a North Kent initiative to address serious youth violence.
- 3.5 Staff retention has been a notable success. Through proactive workforce development, we have been able to retain and attract experienced and capable professionals, from an array of different disciplines and professional

backgrounds, to work in Medway. Our skilled workforce enables us to continue to improve and embed good practice to achieve positive outcomes for children and young people.

- 3.6 However, we must not allow ourselves to become complacent about our successes.

4. Performance

- 4.1 We know Medway YOT is performing well against the National Standards in our audit, peer reviews and pilot inspection feedback.

- 4.2 Medway YOT has gone through a recent inspection. We have been working hard to ensure we are delivering against the 3 areas of inspection:

- Organisational delivery
- Court Order
- Out of Court Disposals

- 4.3 The improvement has not come overnight. Medway YOT and partnership, had been assessed as not meeting expectations following an external peer review initiated by the new Head of Service some 24 months ago. Since that time, the YOT has been transformed. It has embraced self-improvement and piloted a new inspection framework. Using the findings from this pilot, a change programme and revised working arrangements to develop a wider partnership was initiated (Youth Justice Partnership Board).

- 4.4 The success of these interventions is evidenced by the findings of a focussed visit that occurred less than 10 months ago. The feedback from this visit was 'the child first model in Medway was clear and understood'. YOT assessments and plans for children were 'very strong and amongst the best they had ever seen and partnership working was now making a difference to young people'.

- 4.5 There is, however, still much more to do. Medway Youth Justice Partnership Board needs to be concerned with the numbers against the:

- Use of custody
- Reoffending rates

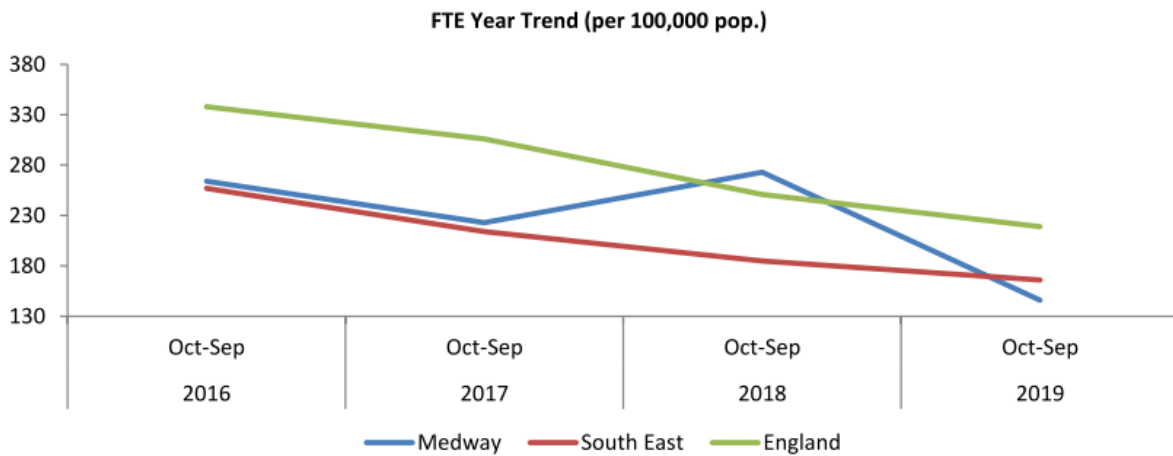
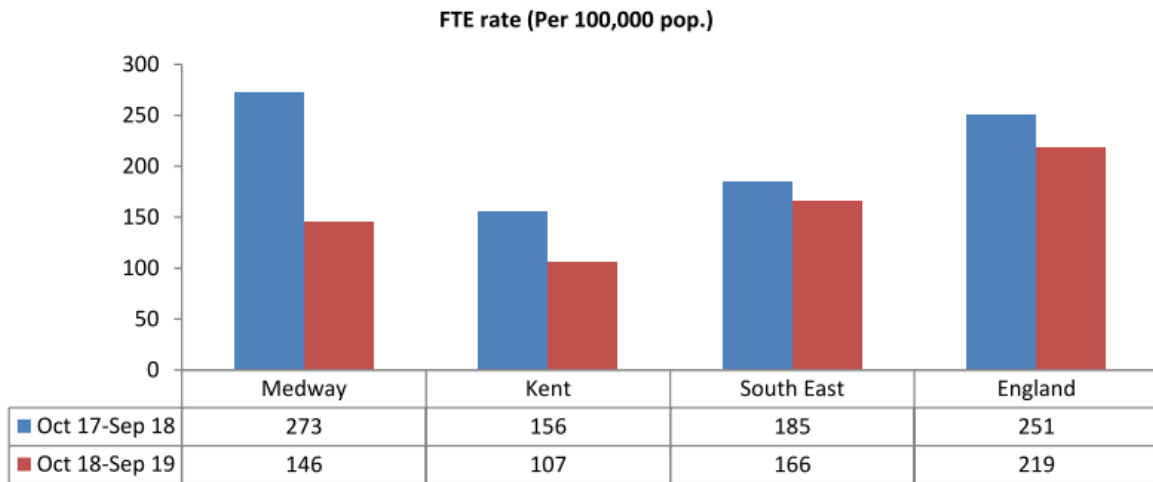
- 4.6 To support the delivery of our ambitious programme we have:

- Been successful with a joint bid with the Office of the Police and Crime Commissioner for Kent to access funding and establish a Violence Reduction Unit. This will facilitate support for young people, with intensive support to those at greatest risk of reoffending.
- Working closely with the new Medway Task Force and Serious Youth Violence initiatives.
- Increasing capacity and capability within the team through the recruitment of a dedicated psychologist and data analyst.

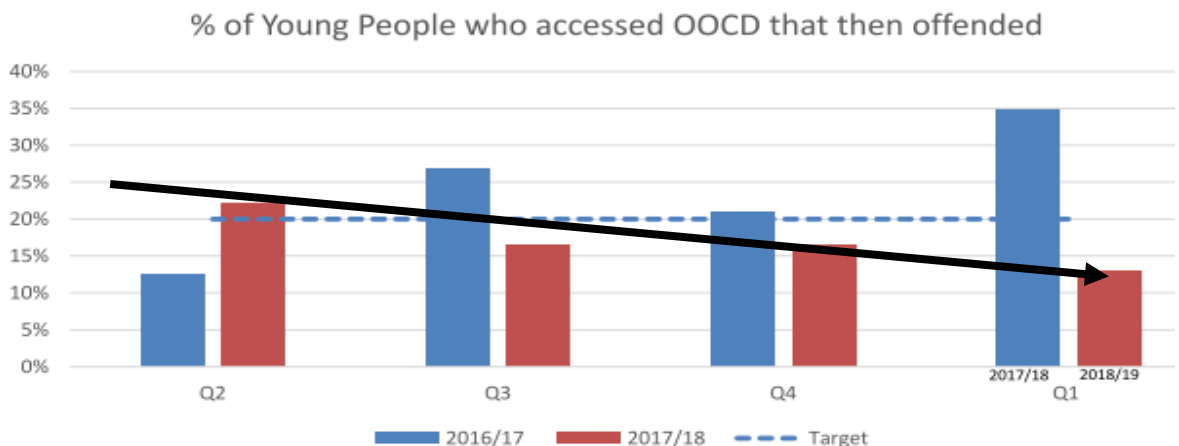
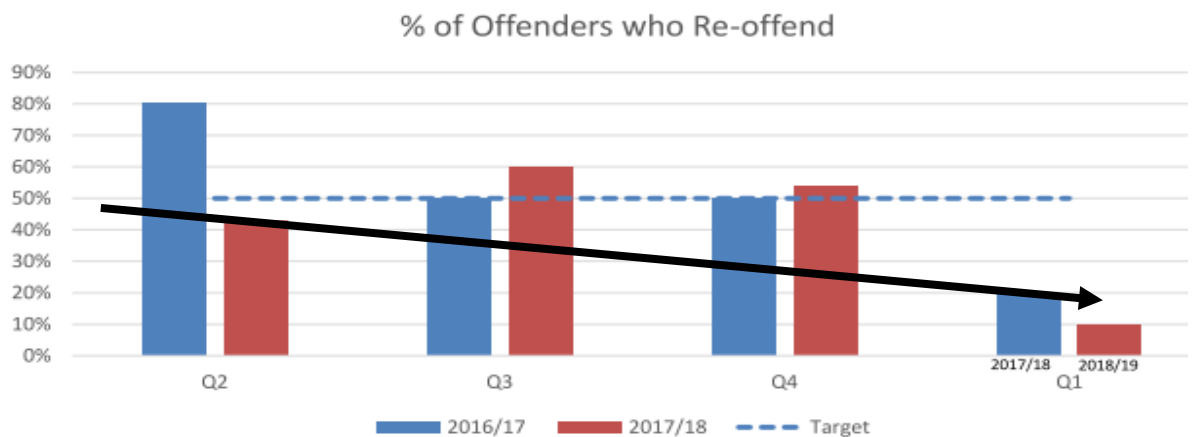
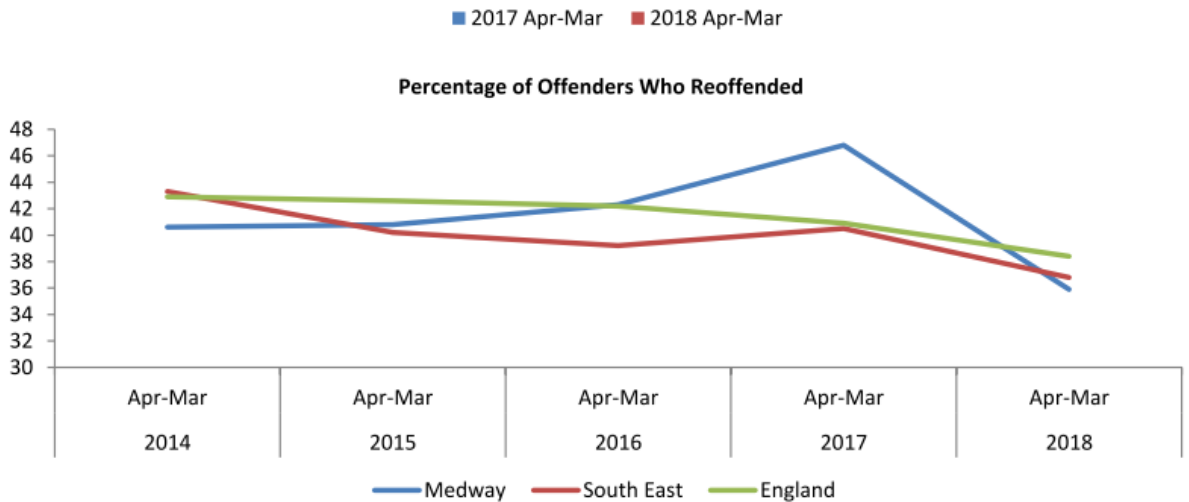
- 4.7 On a recent deep dive into the performance and data reporting (specifically in relation to Medway reoffending figures), we can assure members that Medway's position is much improved.

4.8 Data:

4.9 First time entrants has seen a significant improvement in Medway. During 2018, Medway FTE were above South East and National figures. Although the number of first time entrants to the criminal justice system has reduced, the number of young people in contact with the police where no further action has taken place, increased. Work is underway with Kent Police to understand the reasons for increase in no further actions by the police. This piece of work is ongoing and is reported to the Youth Justice Partnership Plan.

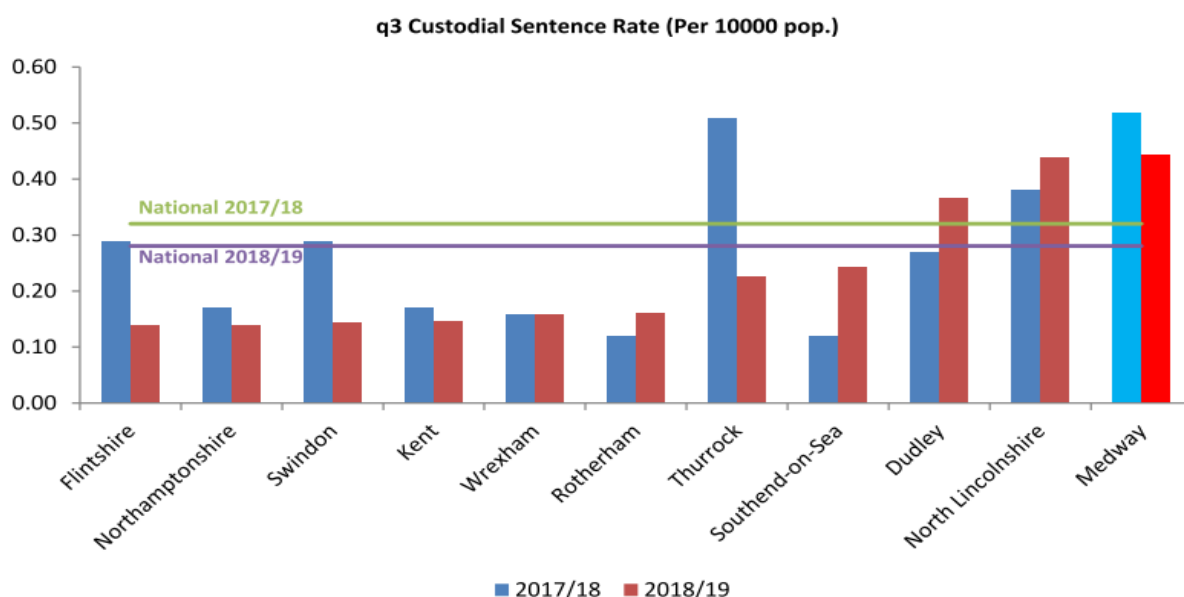


4.10 The reoffending rates in Medway had been rising year on year since 2014 through to 2018. This trend has now reversed. Current reoffending rate places Medway below National South East performance rate. Improvements correspond with the appointment of a new Head of Service in 2017 and implementation of Child First practice model and changes to the Youth Justice Partnership plan. Alongside this, we have also seen a reduction in those reoffending after an Out Of Court disposal. This means we are having an impact earlier in the lives of children at risk of offending.



4.11 One of Medway Youth Justice Partnership Board focused areas for the next 12 months need to on the numbers of children entering custody. There were 12 custodial sentences in 2018-19, which is the same as seen for the same time period of the preceding year (the difference in proportion is as a result of the change in the population between years).

4.12 There has been a number of custodial sentences issued to young people (9) who have had no previous orders or out of court disposals. The YOT team would not have been aware of these young people to do preventative work. This identifies we need to do more with partners in Early Help and Children’s Services to ensure those at risk of entering the criminal justice system are supported.



4.13 Below is a table reflecting offending types leading to custody sentences and community orders. As you can see, violence against the person and weapon related offences remain the areas of priority for the YOT and also shows the risk YOT are working with in 2019.

Custodial Sentences		Community Orders	
Vehicle Theft	18%	Weapon Related	29%
Violence Against a Person	24%	Other	14%
Arson	9%	Breach	9%
Burglary	9%	Violence Against a Person	22%
Theft and Handling	0	Vehicle Theft	1%
Criminal Damage	0	Motoring Offence	9%
Motoring Offence	0	Burglary	0%
Drug Offences	0	Theft and Handling	2%
Other	9%	Criminal Damage	3%
Weapon Related	18%	Drug Offences	7%
		Arson	0%

- 4.14 A significant piece of work undertaken by the YOT is supporting children from other areas. We can see in 2018 this stabilise after three consecutive years of growth. For the last 39 transfers into Medway, London YOT's remain the highest placing authorities to Medway.



5. Advice and analysis

- 5.1 Medway received a HMIP inspection of YOT between 24 and 28 February 2020. Rules and guidance on YOT inspections can be viewed using the following link: <https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/documentation-area/youth-offending-services-inspection/>

The inspection outcome was published on the 4 of June 2020 and was reported to the Cabinet on 9 June 2020 (which can be viewed here: <https://democracy.medway.gov.uk/ieListDocuments.aspx?CId=115&MId=4743&Ver=4>).

- 5.2 Medway YOT received a judgement of 'requires improvement, which was anticipated by the YOT and Partnership Board. This is due to the fact all HMIP inspections where Children Services has been judged 'inadequate' have been graded no higher than requires improvement.

- 5.3 Strategic:

- New Chair and a number of new board members in place.
- Data and analytical resources supporting YOT. All YOT's assessed as good/ outstanding are required to demonstrate effective use of data and information and how they use information to understand and address risk factors that drive re-offending rates. We are working with the YJB to develop our use of data and information and a reoffending toolkit. We have recently visited Essex (assessed as outstanding) to determine how they manage data.
- Partnership learning through multi-agency audits. Previously we have audited cases and ensure learning is embedded within the team. Now we want to ensure Children's Services and all partners develop their work and practice with those in the criminal justice system. (These are recent additions and too early to measure impact).

Actions:

- Improvement plan to implement the action plan in the strategy and recommendations contained in the HMIP report.
- Task and finish groups in place to address both areas for data and audit reporting.
- Board have already agreed the recruitment of a data analysis within the YOT.

5.4 Operational:

- Improve our prevention offer and pathways into Early Help (including step down at closure)
- Work with Children's Services around young people leaving custody (resettlement) and those with additional vulnerabilities (exploitation and CSE).
- The exit plans from YOT intervention are not as strong as they should be. This includes the amount of contact with the Police and over use of no further action (where we see young people offend 5+ times before being referred to the YOT).
- Delays in the manner in which Out of Court Disposals (O OCD/ Police decisions) impact negatively on referrals to and from the YOT.
- More effective use of 'partnership data' and related information by those working with young people, to inform the intervention.
- Health engagement with the Youth Offending Team specifically Speech and Language Therapy and Emotional Health and Wellbeing.

Actions:

- Review of case work under way with clear recommendations through learning audits.
- Working with the Police Crime Commissioners Office and Scrutiny panel to review this work.
- Chief Inspector for Medway reviewing No Further Actions by Kent Police.
- Partnership Board addressing focus areas for Health and improved outcomes for those known to the YOT.
- Improved links and relationships (joint working) with Children's Services.

5.5 Casework:

- Exit planning with partner agencies for case closures
- Improved planning for children and undertaking reviews in a timely manner
- Ensuring we have the process to determine quality outcomes as opposed to process measurements.

Actions:

- Improvement in internal audits and staff feedback
- Using the same audit tool as Children's Services creating consistency in practice and learning.
- Focus audits on planning, safeguarding and wellbeing.

5.6 Medway YOT will also be developing a recovery plan that will detail new opportunities and arrangements of working with young people (via social media) and virtual court. This will be in close collaboration with our partners and the youth justice board.

6. Risk management

Risk	Description	Action to avoid or mitigate risk	Risk rating
Negative media response.	Media and social media has an impact on Medway the place. Media has an impact on staff (both recruitment/retention and morale of exiting team).	Continue to drive the improvement maintaining high quality and effective practice Regular staff meetings and briefings.	B2
The YOT and YJPB do not make the improvements needed.	Medway fails to address the areas for improvement of lose momentum for improvement. 2 nd requires improvement or inadequate judgement in the future.	Strategy (3 years) Improvement plan aligned to children's improvement board Strong leadership and governance from the Youth Justice partnership Board	D4
The rating distracts the YJPB from: 1. The strategy and action plan 2. The improvement plan.	Reputational risk and improvement focus becomes priority actions rather than maintaining the overall strategy.	Strong leadership and governance from the Youth Justice partnership Board	C3
The focus is on the YOT not the Youth Justice Partnership arrangements	Medway Council and the Youth Offending Team become the focus of improvement rather than a service wide and system approach to tackle culture change and service improvement.	Strong leadership and governance from the Youth Justice partnership Board. We need to improve the system if we are to achieve outstanding. This is why Medway has moved to a 3 year strategy.	C3

7. Consultation

- 7.1 The Medway Youth Justice Partnership Strategic Plan 2020-23 has been circulated to partner organisations represented at the Youth Justice Partnership Board (previously the YOT Management Board).
- 7.2 Medway Youth Council have also been involved in the consultation of this document as well as those accessing the service.
- 7.3 A Diversity Impact Assessment has been carried out and is attached at Appendix 2.

8. Children and Young People Overview and Scrutiny Committee

- 8.1 The Children and Young People Overview and Scrutiny Committee considered the report at its meeting on 2 June 2020 and the discussion and recommendations are detailed below:
- 8.2 The Head of Partnership Commissioning, Resources and Youth Justice introduced the report which presented the draft Medway Youth Justice Strategic Partnership Plan for consideration. He highlighted the three aims of the plan, the successes of the Youth Offending Team (YOT) and areas for improvement. He explained that the YOT had been inspected earlier in the year and the outcome of the inspection would be published on 4 June 2020.
- 8.3 Members then raised a number of questions and comments, which included:
 - **Post 16 provision** – in response to a question about what was being done to mitigate the large reduction in post 16 provision, officers confirmed they were working closely with the Medway Skills Partnership Board and had been successful in some funding bids to develop alternative options. This remains a significant challenge.
 - **Reducing young people entering custody** – in response to concerns raised around Medway's performance in this area, officers confirmed it was an area of focus. Improved working relationships with Police would assist by them referring young people earlier, for example when the Police take no further action support from YOT could then help prevent that young person from further involvement in crime. The YOT was also working with the Courts in delivering the Intensive Surveillance Support Programme which enabled Young People to be better supported in the community. The new Adolescent Service within Children's Services would also be working with complex young people who were not open to the YOT and it was hoped this, along with work by Medway Task Force, the Violence Reduction Unit and other interventions planned, would have a positive impact.
 - **Data lag** – in response to a question about the lag of data, officers explained that this was a difficulty nationally due to the release of data from the Youth Justice Board.
 - **Management of case step downs** – in response to a question, officers explained that the new Early Help and Adolescent services within Children's Social Care would help in terms of supporting a child and their

family where they were no longer the responsibility of the YOT but still needed some level of intervention to work through any continuing vulnerabilities to avoid re-offending behaviours.

- **Visiting the YOT** – in response to a request officers were supportive of Members visiting YOT as well as observing the work done within communities once social distancing eased.
 - **Gang activity** – in response to a comment regarding gang activity in Medway officers confirmed that this was a concern and work with partners was ongoing to reduce the ability of gangs to operate effectively in Medway. The YOT worked closely with the Community Safety Partnership on this issue and following a successful bid with North Kent (KCC), the service would be working in partnership with community and school settings to address this area.
 - **Support for young people with ADHD and/or dyslexia** – given the high prevalence of these conditions amongst young offenders, it was asked if specific support would be provided to such young people working with Medway's YOT. In response officers explained that they believed there to be an under reporting or under diagnosis of conditions such as these within the Medway YOT cohort. Work was therefore underway with Medway Community Healthcare to better identify the needs of young people (including training) and the YOT had also been working with Educational Psychology to better understand the special education needs of the YOT cohort.
 - **Violence against parents** – it was confirmed that the lockdown measures had seen an increase in violence by young people against their parents. The YOT delivered a programme called non-violent resistance and also a programme called Acorns which supported parental victims. It was added that other areas within Children's Services, such as Early Help, could also refer families into these programmes.
 - **Parenting support** – the importance of supporting parents early on was emphasised. Getting adults into work, supporting them with drug and alcohol misuse where needed and supporting all families across all aspects and services would in turn reduce the risks of a child's involvement in criminality.
- 8.4 The Committee recommended Cabinet to recommend Full Council to approve the Medway Youth Justice Partnership Strategic Plan 2020 – 2023, including its accompanying delivery plan (Appendix A to the Strategic Plan) all underpinned by the use of a public health approach.
- 8.5 The Committee recommended Cabinet to recommend Full Council to agree that reducing reoffending and custody rates should be a major priority for all Members as well as the Youth Justice Partnership Board.
- 8.6 The Committee agreed to receive a report on the outcome of the HMIP Inspection of the Medway Youth Offending Team at a later meeting.

9. Cabinet – 7 July 2020

9.1 The Cabinet considered this report on 7 July 2020 and agreed the following:

9.1.1 The Cabinet noted the comments from the Children and Young People Overview and Scrutiny Committee, as set out at section 8 of the report.

9.1.2 The Cabinet agreed to recommend Full Council to approve the Medway Youth Justice Partnership Strategic Plan 2020 – 2023, including its accompanying delivery plan (Appendix A to the Strategic Plan) all underpinned by the use of a public health approach (decision no. 76/2020 refers).

9.1.3 The Cabinet agreed to recommend Full Council to agree that reducing reoffending and custody rates should be a major priority for all Members as well as the Youth Justice Partnership Board (decision no. 77/2020 refers).

10. Implications for Looked After Children

10.1 There are important implications for children in care as 25% of children in the YOT cohort are children in care. The YOT have a joint protocol with Kent Police to ensure that children in care, are not over represented in the criminal justice system.

11. Financial implications

11.1 The Youth Offending Team now sits within Public Health. There is a significant transformation programme currently in progress across the health and social care landscape and the realignment of YOT to the public health function, creates a range of opportunities to further engage with our NHS and social care partners to ensure effective lasting change for young people and their families.

11.2 The YOT responsibilities are funded through contributions from the statutory partner agencies in accordance with the Crime and Disorder Act 1998. The table below outlines the current funding from each of the partner agencies. Each partner's contributions are reviewed annually.

11.3 In addition, the YOT also receives a Youth Justice Grant from both the Ministry of Justice and the Department Of Education, which is passported via Medway to the Youth Justice Board.

Delegated Funds from Partner Agencies

OPCC	£90,353
Probation	£2,500
Health(Public Health)	£56,000
Local Authority	£158,370
YJB	£304,366
Total	£611,589

Other:

NHS for trauma informed practice/ training	£56,000
NHS for restorative justice programme/ training	£25,000

11.4 The full resource implications are contained within the main Medway Youth Justice Partnership Strategy.

12 Legal implications

12.1 The Crime and Disorder Act 1998 requires the Council, after consultation with the relevant persons and bodies, to formulate and implement for each year, a plan (a “Youth Justice Plan”) setting out how Youth Justice Services in their area are to be provided, funded and will deliver against their targets.

13 Governance steps

13.1 The proposed Medway Youth Justice Partnership Strategic Plan will be presented to Members as follows:

Children and Young People Overview and Scrutiny Committee	2 June 2020
Cabinet	7 July 2020
Full Council	16 July 2020

14 Recommendations

14.1 The Council is asked to note the comments from the Children and Young People Overview and Scrutiny Committee and the Cabinet, as set out in sections 8 and 9 of the report.

14.2 The Council is asked to approve the Medway Youth Justice Partnership Strategic Plan 2020 – 2023, including its accompanying delivery plan (Appendix A to the Strategic Plan) all underpinned by the use of a public health approach.

13.3 The Council is asked to agree that reducing reoffending and custody rates should be a major priority for all Members as well as the Youth Justice Partnership Board.

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Appendices

Appendix 1 – Medway Youth Justice Partnership Strategic Plan 2020- 2023

Appendix 2 – Diversity impact Assessment

Background Papers

None.