

**Integrated Communities Strategy Green Paper**

*To:* **Communities and Partnership Committee**

*Meeting Date:* **31 May 2018**

*From:* **Adrian Chapman, Service Director - Communities and Safety**

*Electoral division(s):* **All**

*Forward Plan ref:* **N/A** *Key decision:* **No**

*Purpose:* This report introduces the Government's Integrated Communities Strategy Green Paper, and a draft response to the public consultation on that strategy.

*Recommendation:* The Committee is asked to:

- a) Review and comment on the report.
- b) Consider, comment on and approve the proposed consultation response.
- c) Consider ways in which the work in Peterborough could support community work in Cambridgeshire.

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<b>1.</b>	<b>BACKGROUND</b>
1.1	In March 2018, HM Government published its 'Integrated Communities Strategy Green Paper'. The strategy builds on 'The Casey Review: A Review into Opportunity and Integration', published in December 2016.
1.2	The strategy is currently open to public consultation, which closes on 5 June 2018.
1.3	To guide the development of the strategy and to pilot different ways of achieving integrated communities, HM Government approached a number of towns and cities that have been touched by issues that might affect community integration but who are recognised as having a clear and well-developed understanding of those challenges. These five areas are Peterborough, Waltham Forest, Walsall, Blackburn with Darwen, and Bradford. Peterborough, in a complementary initiative, is also one of 5 Cities chosen to be part of an 'Inclusive Cities' programme. This has strong synergy with the Green paper priorities, albeit with a stronger focus on inward migration. The two programmes will be merged for the purpose of delivery.
1.4	To support the implementation of the strategy, HM Government have set aside £50m over the next two years to invest in different approaches to integration. The funding will also support an independent longitudinal evaluation of the impacts of the approaches taken.
<b>2.</b>	<b>MAIN ISSUES</b>
2.1	The 'Casey Review' identified twelve recommendations for consideration by Government to help improve integration and opportunity. These are summarised as follows:
2.1.1	<ul style="list-style-type: none"> <li>Central government should support a new programme to help improve community cohesion.</li> </ul>
2.1.2	<ul style="list-style-type: none"> <li>Central and local government should develop a list of indicators of a potential breakdown in integration.</li> </ul>
2.1.3	<ul style="list-style-type: none"> <li>Central government should work with local government to bring together and disseminate a toolkit of approaches, which have seen success.</li> </ul>
2.1.4	<ul style="list-style-type: none"> <li>More weight should be attached to a British Values focus and syllabus in developing teaching skills and assessing schools performance.</li> </ul>
2.1.5	<ul style="list-style-type: none"> <li>The Government should consider whether additional integration support should be provided immediately post arrival, and how clearer expectations on integration could be set, potentially in advance of application for a visa.</li> </ul>
2.1.6	<ul style="list-style-type: none"> <li>The Government should look at what is required for British citizenship, as opposed to leave to remain, and separately consider an Oath of Integration with British Values and Society</li> </ul>
2.1.7	<ul style="list-style-type: none"> <li>The Government has included a social need criterion in the allocation of free schools funding and should now move to work with schools providers and local communities to encourage a range of school provision and projects to ensure that children from different communities learn</li> </ul>

	alongside those from different backgrounds, perhaps purchasing sites in the areas of highest segregation in advance and encouraging Multi-Academy Trusts to have a diverse range of provision.
2.1.8	<ul style="list-style-type: none"> <li>The Government should build on classes to tackle English language deficiencies with the development of classes to tackle cultural barriers born out of segregation which are identified as a barrier to work, supporting both employment and integration goals.</li> </ul>
2.1.9	<ul style="list-style-type: none"> <li>The Government should support further targeted English Language provision by making sufficient funding available for community-based English language classes, and through the adult skills budget for local authorities to prioritise English language where there is a need. It should also review whether community based and skills funded programmes are consistently reaching those who need them most, and whether they are sufficiently coordinated.</li> </ul>
2.1.10	<ul style="list-style-type: none"> <li>The Government should work with local government to understand how housing and regeneration policies could improve or inhibit integration locally.</li> </ul>
2.1.11	<ul style="list-style-type: none"> <li>The Government should step up the safeguarding arrangements for children who are removed from mainstream education, and in particular, those who do not commence mainstream schooling at all.</li> </ul>
2.1.12	<ul style="list-style-type: none"> <li>The Government should work with the Committee for Standards in Public life to ensure these values are enshrined in the principles of public life, including a new oath for holders of public office.</li> </ul>
2.2	The Integrated Communities Strategy Green Paper sets out how many of these recommendations are proposed to be taken forward, in collaboration with the five 'integration pilot areas' described in section 1.3.
2.3	The strategy acknowledges that the 'pace and scale of recent population change has had an impact in local areas – placing pressure on services and leaving many feeling overwhelmed by the demographic shifts in their communities'. It goes on to assert that 'in too many parts of the country, communities are now divided' and that 'this reduces opportunities for people to mix with others from different backgrounds, allows mistrust and misunderstanding to grow, and prevents those living in isolated communities from taking advantage of the opportunities that living in Britain offers'.
2.4	<p>The strategy therefore proposes a number of key actions, summarised as follows:</p> <ol style="list-style-type: none"> <li>To strengthen leadership to drive integration in policy development and service delivery</li> <li>To support newly arrived migrants to integrate and improve communities' ability to adapt to migration</li> <li>To make sure all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds</li> <li>To boost English language skills – which are fundamental to being able to take advantage of the opportunities of living in modern Britain such as getting a job, mixing with people and playing a full part in community life</li> </ol>

	<ul style="list-style-type: none"> <li>v. To mitigate residential segregation and support people to build strong and integrated communities</li> <li>vi. To increase economic opportunity</li> <li>vii. To challenge the practices that can hinder integration and equal rights</li> <li>viii. To learn what works in building integrated communities and to share that learning</li> </ul>
2.5	<p>Although five 'integration pilot areas' have been identified, this strategy, when published as a final version post-consultation, will be for all areas to use to help strengthen integration and cohesion, and to reduce segregation and inequality. Given the Council's increased focus on community resilience and capacity building as a key priority, the Council is well placed to access support and funding from HM Government if that is made available.</p>
2.6	<p>As previously mentioned, HM Government are consulting on the Integrated Communities Strategy Green Paper via a series of formal questions. The Committee is asked to consider the draft responses proposed to be submitted by the Council before the closing deadline of 5 June. These draft responses are set out in appendix 1.</p>
2.7	<p>Peterborough is one of the integration pilot areas and a participant in the Inclusive Cities programme, with Peterborough City Council leading both programmes in collaboration with a range of partners. Given the already close working relationship between Peterborough City Council and Cambridgeshire County Council, and the formal Shared and Integrated Services programme that will further develop this, it seems appropriate to explore ways in which the County might benefit from Peterborough's status in these programmes. For example, there could be ways to ensure that learning and practice is shared, we could seek to develop shared integration projects, and we could seek to ensure that where we are making systemic changes they are effected across the whole of Cambridgeshire. The Committee is asked to consider ways in which they would like to be informed about and engaged in the work being delivered in Peterborough.</p>
<b>3.</b>	<b>ALIGNMENT WITH CORPORATE PRIORITIES</b>
<b>3.1</b>	<b>Developing the local economy for the benefit of all</b>
	<p>One of the key policy proposals of the Green Paper is to increase economic opportunity. HM Government proposes to do this by:</p> <ul style="list-style-type: none"> <li>• Providing additional funding to Jobcentre Plus so they can support more people from the most segregated communities into work</li> <li>• Using the opportunity of Universal Credit to engage people who are economically inactive to help them realise their potential through pathways to work</li> <li>• Supporting people from ethnic minorities into work in places where there remains a big gap between their employment rates and that of White British people</li> <li>• Increasing take-up of apprenticeships and the early years offer by people in isolated communities</li> </ul>
<b>3.2</b>	<b>Helping people live healthy and independent lives</b>
	<p>Communities that are integrated need to be well informed about services available to them and how to access those services, and are more likely to help themselves</p>

	and each other more than those that are segregated. The Green Paper's aspirations to build integrated communities will directly support the health and wellbeing of all of our population.
3.3	<b>Supporting and protecting vulnerable people</b>
	The Green Paper sets out proposals to reduce isolation and segregation, and to address issues such as hate crime and a lack of English language skills, directly supporting people who are more vulnerable than most because of their background.
4.	<b>SIGNIFICANT IMPLICATIONS</b>
4.1	<b>Resource Implications</b>
	There are no significant implications within this category.
4.2	<b>Procurement/Contractual/Council Contract Procedure Rules Implications</b>
	There are no significant implications within this category.
4.3	<b>Statutory, Legal and Risk Implications</b>
	There are no significant implications within this category.
4.4	<b>Equality and Diversity Implications</b>
	The Green Paper – and the ways in which we seek to ensure the County and its population benefits from it – are directly supporting our approaches to achieving equality and celebrating diversity.
4.5	<b>Engagement and Communications Implications</b>
	There are no significant implications within this category.
4.6	<b>Localism and Local Member Involvement</b>
	Although the Green Paper sets out proposals for all of England, it also describes the need to focus solutions at the local level, recognising that different approaches are needed in different places if we are to truly make a positive difference.
4.7	<b>Public Health Implications</b>
	Integrated communities that have improved access to education, services and economic security enable communities and individuals to take steps to improve their health and wellbeing. They also are able to contribute to reduction in health inequalities

Implications	Officer Clearance
<b>Have the resource implications been cleared by Finance?</b>	Yes Name of Financial Officer: Tom Kelly

<b>Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?</b>	Yes Name of Financial Officer: <i>Paul White</i>
<b>Has the impact on statutory, legal and risk implications been cleared by LGSS Law?</b>	Yes Name of Legal Officer: Fiona McMillan
<b>Have the equality and diversity implications been cleared by your Service Contact?</b>	Yes Name of Officer: Adrian Chapman
<b>Have any engagement and communication implications been cleared by Communications?</b>	Yes Name of Officer: Matthew Hall
<b>Have any localism and Local Member involvement issues been cleared by your Service Contact?</b>	Yes Name of Officer: Adrian Chapman
<b>Have any Public Health implications been cleared by Public Health</b>	Yes Name of Officer: Val Thomas

<b>Source Documents</b>	<b>Location</b>
The Casey Review: A Review into Opportunity and Integration, December 2016	<a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575973/The_Casey_Review_Report.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/575973/The_Casey_Review_Report.pdf</a>
Integrated Communities Strategy Green Paper, March 2018	<a href="https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper">https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper</a>

## **APPENDIX 1**

### **Government consultation on the Integration Strategy Green Paper**

#### **DRAFT RESPONSES FROM THE COUNTY COUNCIL**

##### **The questions in this section relate to the Introduction – Building Integrated Communities**

1 We define integrated communities as communities where people - whatever their background - live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. Do you agree with our definition?

Yes

*Any additional comments:*

This is in keeping with the Cambridgeshire view of integrated communities. Public sector organisations should work alongside communities to promote integration opportunities and support targeted interventions that tackle barriers. However, Public services should be adapting their service delivery to meet the needs of different parts / aspects of a community and supporting communities to develop integration opportunities.

Adult Learning and Skills works with Cambridgeshire County Council and third sector partners and subcontractors to reach those furthest from learning and skills. Senior managers sit on various external groups in order to support economic sustainability and community participation of local communities. Our Education Skills Funding Agency funding is for learning opportunities only, but we are as creative as we can be to arrange first step activities to attract those furthest from learning and skills.

2 We believe that the varied nature and scale of integration challenges means that tailored local plans and interventions are needed to tackle the issues specific to particular places. Do you agree?

Yes

*Any additional comments:*

Tailored place-based plans that have been developed with and by the community that encourage integration and empower them to tackle their own issues should be encouraged. Public services are not going to be able to tackle the integration challenge on their own, they need funding from Government and the support of the community, local business and community / voluntary sector.

3 Do you have any examples of successful approaches to encourage integration that you wish to highlight, particularly approaches which have been subject to evaluation?

Yes

*Any additional comments:*

- Resilient Together project - <http://www.cpslmind.org.uk/what-we-do/resilient-together/>  
Is a Cambridgeshire County Council and Cambridgeshire Mind three year project being run in two of the County's most diversely populated areas, Wisbech and Cambridge (Southern Fringe), with a full evaluation due in 2018. The project uses a community asset based approach to building social connection, raising awareness of

wellbeing and mental health, and empowering residents to get involved in their community.

- 'Playing Out' - <http://playingout.net/> - has **potential** benefits to community integration, especially where there are streets with mixed communities. This scheme has recently been set up in one area in Cambridge City led by a local resident and with support from County Council officers. Children of all races and backgrounds simply play out together, sharing the street in a wonderful spirit of equality. The integration aspect spreads out to the adults too as they share the marshalling and organising of the event and meet each other over a cup of tea at the garden gate or in the street.
- **Five Languages, One Story:** A series of four workshops at Wisbech Library enabled groups of families to come together and create their own version of the same 'story outline' in their 'first language' which included Lithuanian, Latvian, Polish, Russian and English. The Workshops were facilitated by 2 Tutors and a Translator who each spoke at least 3 of these languages. At the end of the series an exhibition displayed their illustrations and written stories. The families, made up of 17 adults and 23 children joined in with traditional party games from Lithuania, Russia and England and shared traditional food from these countries. Throughout the workshops adults were given information about learning opportunities and encouragement to access opportunities offered by Adult Learning and Skills.
- Many learning programmes have enabled better integration of individuals within their communities and of communities of learners within their wider communities –for example English for Speakers of Other Languages (ESOL), work with adults with learning difficulties, learners feeling more included. Our Wider Impact measures show that 33% of learners reported feeling better connected to their communities and 24% felt their relationships with other people had improved after completing courses

#### **The questions in this section relate to Chapter 1: Strengthening Leadership.**

4 The Green Paper proposes that we need to build the capacity of our leaders to promote and achieve integration outcomes. Do you agree?

Yes

*Any additional comments:*

Engaging leaders within our communities, faiths, schools and across the public sector is critical to building strong and integrated communities.

There is a need to define clearly who the leaders are in communities and be aware that some leaders can also become gatekeepers within a community, creating a barrier to wider opportunities. Leaders require training, advice and support to become trusted contacts within their community, so that they can facilitate joint working on matters of common interest. Government funding will be required to deliver and could build upon the National Citizenship model, but for a broader age range.

Good Practice Example: County and City Councils working together via the Community Reach Fund on the Community Activity Champions Project to increase participation levels in physical activity particularly amongst women in BME communities within Cambridge City, with a particular focus on Asian ladies groups, by empowering members of the community to become 'Activity Champions' and further promote the health, social and



wellness benefits of regular physical activity to others within their communities. The project will incorporate three activities: swimming, walking and chair-based exercises.

**The questions in this section relate to Chapter 2: Supporting New Migrants and Resident Communities.**

5 The Green Paper proposes measures to support recent migrants so that they have the information they need to integrate into society and understand British values and their rights and responsibilities. Do you agree with this approach?

Yes

*Any additional comments:*

Understanding different access channels and methods to engage migrant communities is essential. Traditional communication and marketing methods of services and opportunities may not always reach new arrivals, particularly if levels of English language/literacy are low. A pilot project (funded by Controlling Migration Fund) is underway to look at using social media more innovatively to inform migrants of their rights, responsibilities and how to access services is currently being delivered. The project will produce a number of videos in EU languages that will provide key information, such as how to register at a GP/schools, advice around working, housing etc.

A pilot project was run in Cambridge where all Syrian refugees arriving in the area were given automatic membership to the central library for signposting and digital support – could provide useful evidence.

Cambridgeshire public libraries are safe, trusted spaces and are able to offer a range of vital free services for new arrivals in local communities across the county. Libraries enable people to connect in new communities and remain connected to the communities and loved ones that they left behind.

Cambridgeshire Libraries have confirmed that the support for newly arrived people includes:

- Free access to computers and wifi
- Free access to materials to learn English, and access to physical and online resources in other languages (Including Welsh in Wales)
- Free activities and reading resources for children and families
- Trained workforce who can help with access to information and resources
- Community space to use for learning and networking
- Signposting to local education, health and wellbeing services
- Signposting to other Council services
- Signposting to community organisations and resources
- Tours of the library and all services offered

In addition we supplied Bookstart baby and toddler packs to the refugee families. Cambridge City Council translated the leaflet Cambridgeshire Libraries put together for the Bookstart packs. So far 11 packs have been delivered to these families. Also, library staff alerted volunteers who are working with the refugees to teach them English of the packs arrival so that they could work with them.

6 The Controlling Migration Fund was constructed to deal with the short-term migration pressures and associated costs that local authorities can encounter. Do you think it adequately achieves this objective?

*Not sure / don't know*

*Any additional comments:*

In principle, yes. However, the programme in Cambridgeshire, as with all other areas, is still at an early stage and it will be important to evaluate the impacts and outcomes. There is a clear need to provide additional support to meet the needs that many areas of Cambridgeshire have experienced as a result of migration. This has placed significant pressures in local areas, and at times, created tensions between existing and new arrival communities. The Government should extend and expand the support it provides to local authorities so that they can respond to local challenges and needs.

**The questions in this section relate to Chapter 3: Education and Young People.**

7 The Green Paper proposes measures to ensure that all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds. Do you agree with this approach?

*Yes*

*Any additional comments:*

This is an important approach but this should not singularly be delivered through the education sector, consideration should be given to those who may not have fully engaged through this means. Further consideration should be given to delivery through more community-based arrangements, e.g youth groups, sports groups, National Citizen Service etc.

For example, Cambridgeshire County Council in addition to being local delivery providers for the National Citizen Service programmes also support all providers within the Local Authority area to prioritise the engagement and inclusion of marginalised groups. These young people thrive within a social mix and as a result of their experience often report heightened aspirations and demonstrate the acquisition of new and transferable personal, interpersonal, social mobility and social skills that will support their transition to adulthood. Our specialist Special Educational Needs and Disabilities (SEND) programme has been recognised nationally and we aim to explore how Cambridgeshire might support Gypsy, Roma and Traveller young people to access the government's flagship youth programme in the future to ensure to benefit.

Our experience tells us adolescents learn and aspire to peers and from positive experiences, which is why we champion young people's participation in positive activity when exiting an early help, Youth Offending Service or Social Care intervention.

8 The Green Paper sets out proposals to support parents with their choice of out-of-school education settings. Do you agree with this approach?

*Yes*

*Any additional comments:*

**The questions in this section relate to Chapter 4: Boosting English Language.**

9a The Green Paper proposes a number of measures to improve the offer for people to learn English. Do you agree with this approach?

Yes

*Any additional comments:*

Having a common language that all residents can understand is essential to creating integration and other positive community benefits. Without the ability to speak English, individuals will struggle to find meaningful employment, support their children with their education, or be able to access the right information and services to meet their needs. Additionally, a common language enables effective communication between communities, helping to break down misconceptions and reduce any emerging tensions.

9b Do you have any other suggestions on how we can improve the offer for people to learn English?

Yes

*Any additional comments:*

Adult Learning is funded through the Adult Education Budget to deliver ESOL and also sub-contracts other providers to deliver on our behalf. Demand outstrips availability and funding is not available for employed, relying on individual to take action or the employer. Local Authorities need to be funded to meet the high demand for English language lessons, be it through formal adult education facilities or community based approaches. Much of the demand is at the pre-ESOL level which does not attract government funding. This often means, the learning needs of the individual cannot be met, placing a significant barrier to integration.

Some Cambridgeshire examples around informal learning opportunities e.g. world cafes and language cafes, storytelling (often delivered in library setting but not limited to) rather than classroom based delivery.

Recent examples include:

- A Lithuanian community group in Wisbech have recently started 'Learning Lithuanian' conversation classes where English speaking residents (including elected Council members) learn Lithuanian language and culture, in return they share English conversation and cultural understanding as well as listen to the needs of that community group. One of the aims of this is to encourage residents to increase their confidence enough to be able to sign up for and take part in more formal training and work towards a basic qualification to improve employment opportunities.
- Community Reach Fund has helped to support the ESOL Café in Cambridge City. The ESOL Café is an independent organisation providing both formal and informal opportunities for people to learn English as well as socialise together in a multicultural setting.

**The questions in this section relate to Chapter 5: Places and Community.**

10 The Green Paper proposes measures to ensure that people, particularly those living in residentially segregated communities, have opportunities to come together with people from different backgrounds and play a part in civic life. Do you agree with this approach?

Yes

*Any additional comments:*

Considerations should also be given to housing tenure as a potential barrier to integration, clustering of social housing in new and existing communities can create pockets of housing segregated from other tenures.

Good practice example: **'Unity in the Community'** is a community-led cultural festival that has been running in Huntingdon for over 10 years. Hundreds of people attend annually to experience food, music and dance from across the world, all delivered through the talents and skills of local volunteers. It is hosted by Huntingdonshire Community Group, who initially brought together local African and A8 communities to build cohesion, understanding and tolerance, and now builds links across all communities. The local organiser recently commented *"We have achieved a lot from Unity project including people getting jobs, easing anti-social behaviour, doing community clean up, community engagement and many more"*.

Good practice example: **Ramsey Library**. Following series of case studies published in 2016 about public libraries and their use of WiFi to create social impact, Arts Council England commissioned case studies looking at two further areas of public library impact. One of these was the contribution public libraries make to innovative place-shaping.

Our Ramsey Library has already been recognised nationally as an incubator and 'hub' for community projects which meet the specific needs of the town.

All kinds of advisory and healthcare organisations as well as Citizens Advice and social housing landlords are partners in using the library, and staff are trained to respond to health and wellbeing issues.

The case study particularly highlights the library's vital role in the creation and development of exciting new community-led initiatives that are also supporting the social and economic sustainability of the town such as Ramsey Millions (part of the Lottery-funded Big Local programme) and, more recently, the Ramsey Job Club.

## **The questions in this section relate to Chapter 6: Increasing Economic Opportunity.**

11 The Green Paper proposes measures to provide tailored support to people, especially those who may not currently be active in the labour market, to build their confidence and skills to take up employment. Do you agree with this approach?

Yes

*Any additional comments:*

Providing specialised, local and targeted support is one of the council's key objectives. Increasingly, the council is making far more effective use of our libraries, expanding the offer they can provide and using the venue, staff and trusted reputation to deliver a broader range of services. For example, the Adult Learning Service runs 5 Work Clubs across the county from Library locations. Working closely with local JCP offices we provide employability skills – CV writing, job search, interview skills etc., both as accredited courses and as non-accredited learning. Clubs offer peer support and job hunting

Our core curriculum offer is aimed at moving people nearer or into work and largely delivered on a 1:1 basis ensuring a tailored approach. Through our direct delivery and sub-

contracting we offer everything from functional skills (English, Maths and IT), through employability, to confidence building and work coaching

We also offer impartial careers information, advice and guidance across the county

We also offer digital skills for complete beginners through to L2 qualifications – now a vital part of employability and soon to be part of the functional skill ‘entitlement’.

**The questions in this section relate to Chapter 7: Rights and Freedoms.**

12 The Green Paper proposes measures to encourage integration and resist divisive views or actions. Do you agree with this approach?

Yes

*Any additional comments:*

Tackling radical groups or individuals is essential to maintaining community safety and harmony; without either of these components, integration cannot flourish. Whilst the council fully supports everyone’s right to free speech and opinion, with that right comes responsibility not to breed distrust or seek to disrupt communities through radical views.

13 The Green Paper proposes measures to address practices which can impact on the rights of women. Do you agree with this approach?

Yes

*Any additional comments:*

**The questions in this section relate to Chapter 8: Measuring Success**

14 The Green Paper proposes core integration measures for national and local government to focus on. Do you agree these are the right measures?

*Not sure / don’t know*

*Any additional comments: None*