

Policy Committee Decision Report

Title of Report:	Supporting People Facing Severe and Multiple Disadvantage in Sheffield
Date of Decision:	30 th October 2024
Report To:	Adult Health and Social Care Policy Committee
Report Of:	Strategic Director Adult Care and Wellbeing and Director Integrated Commissioning
Report Author:	Sam Martin, Head of Commissioning (Vulnerable People and Communities)

Executive Summary: The Changing Futures Programme has, since 2021, developed new approaches in Sheffield to support vulnerable adults living with severe and multiple disadvantage. The Grant funding from Government for the Programme ends in March 2025.

This report sets out a new 5 year Sheffield Strategy which will take the learning from the Changing Futures Programme and further develop system wide support to some of the most vulnerable residents of the city. The strategy has been developed in partnership with other statutory and voluntary organisations and people with lived experience of multiple disadvantage.

The report asks for Committee approval for the Council to play a lead role in delivering the Strategy and a future resourcing plan to support the development of new service models to put the learning from the Programme into practice and improve outcomes for vulnerable people.



Council Plan outcomes: ^[OBJ]

[People live in caring, engaged communities that value diversity and support wellbeing](#)

Caring, engaged communities: Work with communities to ensure people can access support and live the lives they want

Policy Committee remit:

This report is to be considered by the Adult Health and Social Care Policy Committee as its remit includes: [Part 3C - 3.3 Matters Delegated to Committees May 2024.pdf \(sheffield.gov.uk\)](#)”

Does the report contain confidential or exempt information? No

Recommendations:

Adult Health and Social Care Policy Committee is recommended to:

1. Approve the new citywide strategy to support people facing severe and multiple disadvantage.
2. Approve a recommissioning process to organise existing and, where available, new resources, into a reshaped service model to provide direct support to vulnerable adults including people with severe and multiple needs from 2026 in line with the principles and objectives in the strategy.
3. Approve the development by officers of an interim resource and delivery plan for 2025-26 to enable key services developed through the Changing Futures Programme to continue within existing budgets, whilst the recommissioning process recommended above takes place.

Financial Implications: Yes Approved by: Kayleigh Inman

Legal Implications Yes by: Kieran McGaughey

Equality and Inclusion Implications: Yes Approved by: Ed Sexton

Full Equalities Impact Assessment completed with EIA number: 2851

Climate Change Implications: No

Background Papers: None

Appendices: [OBJ] Strategy to Support People Facing Severe and Multiple Disadvantage

1. Background to the issue

- 1.1 In Sheffield there are a small but significant number of people who struggle day to day with multiple disadvantage and challenges. These are people who are homeless or sleep rough, live with mental illness, drug and alcohol addiction, suffer abuse and exploitation (for example 'cuckooing') and who are involved in crime or antisocial behaviour. For these people life can be an ongoing day to day struggle, as well as affecting the people around them and the communities they live in.
- 1.2 Services have historically found it difficult to support people with multiple disadvantage. This is because their needs are complex, and they often require multiple services at the same which are not always coordinated around them.
- 1.3 People with direct experience of multiple disadvantage have explained it clearly in the foreword to our proposed new strategy:
- 1.4 "Currently, people experiencing multiple disadvantage face significant barriers to accessing the support they need. Stigma, prejudice and negative labels prevent people from receiving help that could change their lives. These barriers also perpetuate feelings of shame and fear, discouraging people to seek help until they are in crisis. When people are written off as 'lost causes' or dismissed by services, their potential contributions to their families and communities are lost too."
- 1.5 In 2021 Sheffield Council made a successful bid to the Governments Changing Futures Programme. This programme gave grant funding to 15 Councils across England to test new ways to organise support for people living with severe and multiple disadvantage. Sheffield received £5.5m over 4 years. The Sheffield Changing Futures Programme has directly supported over 150 individual people in the city to help get their lives back on track, and has changed services, systems and processes to better respond to the needs of some of the most vulnerable residents of the city. The Programme has been delivered successfully and has been highly regarded both within the City and with the Government team running the National Programme. In particular the work the programme has done involving and engaging directly with people with lived experience of multiple disadvantage has been a highlight of the programme, and has won a National Award. The Adult Health and Social Care Committee has taken a series of update reports on the Changing Futures Programme, the most recent being on 8th November 2023, a link to that report is here: <https://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?Id=3710>

- 1.6 The Sheffield Programme has helped people turn their lives around. Street homelessness reduced by over 50%, twice as many people started treatment for drug or alcohol addiction, crime reduced and safeguarding referrals and attendances at A & E reduced significantly. The programme has developed new city wide protocols on working with people who have been 'Cuckooed' (where their lives and accommodation are taken over by criminal gangs) and work with vulnerable women. A full evaluation of the programme to date can be found here: [beneficiary report](#)
- 1.7 The National Changing Futures Programme ends on 31st March 2025, and the grant funding the Council has received will also end on that date. Throughout the Programme council officers and partners have considered the learning that has emerged, and ways to sustain the impact of the programme into the future once the national grant funding ends. It is essential that we build on the success of the Programme and the insights we have from all the work we have done, to continue to support some of the most vulnerable members of our communities.
- 1.8 There are significant interdependencies and partnership opportunities with adult safeguarding through the Multi-Agency Screening Hub (MASH) and Sheffield Adult Safeguarding Partnership Board noted in the Safeguarding Delivery Update to Committee on 19th September 2024. These opportunities will be explored as the Strategy and new model are progressed. Work with people facing multiple disadvantage also contributes to delivery of the Councils' Homelessness Strategy, and action plans related to Community Safety and reduction of antisocial behaviour.
- 1.9 In addition, there are also strategic interfaces with the city wide approach towards ending homelessness, through our Homewards Programme which received endorsement of the Council involvement on 25th September 2024 and the approach to mental health and wellbeing through our Mental Health, Learning Disabilities Partnership Board of which the governance was approved at Committee in September 2024. As the strategy and new models are developed, the Changing Futures Board will consider these interdependencies and aim to develop strong partnership arrangements with the Homewards, Homelessness and Mental Health Partnerships.
- 1.10 This report sets out a future vision and strategy for the Council and its partners to continue to improve support to people facing severe and multiple disadvantages. At the heart of this strategy is a belief that there are no lost causes.
- 1.11 With the right support, everyone can move forward. The key is ensuring that support is accessible, empathetic and joined up to ensure all needs are met. The 'no wrong door' approach is critical and wherever someone reaches out in the system, it must rally round them to offer the support they

need in their recovery. The report goes on to seek Committee approval to initiate a recommissioning exercise to organise some existing resources and services in a way which better enables us to provide coherent and effective support to people in the future.

2. Proposal

2.1 This report makes 3 proposals for approval by the committee:

- approval of a new citywide strategy to support people facing severe and multiple disadvantage
- approval of a recommissioning process to organise existing and, where available, new resources, into a reshaped service model to provide direct support to vulnerable adults including people with severe and multiple needs.
- Approval of the development of an interim resource and delivery plan for 2025-26 to enable key services to continue whilst the recommissioning process above takes place.

2.2 This section of the report will outline each of these proposals in more detail.

A New Strategy to Support People facing Severe and Multiple Disadvantage.

2.3 Council officers have worked closely with a range of partners who have been part of the Sheffield Changing Futures Delivery Board, including people with direct lived experience of severe and multiple disadvantage, to draft a new Sheffield Strategy to Support People with Multiple Disadvantage.

2.4 This strategy is intended to shape and guide the work of the Council, the NHS, Police, Probation, and voluntary and community sector, over the next 5 years. It builds on the insights and learning we have developed from the Changing Futures Programme, taking this from a time limited programme funded by Government to a more embedded strategic approach which sustains our ambitions beyond the end of the National Programme.

2.5 The draft strategy document can be found attached to this report at Appendix 1.

2.6 The Strategy contains a number of important principles and objectives:

- A definition of the term ‘severe and multiple disadvantage’ to clarify the kinds of needs people might face and to ensure all services and agencies know what we mean when we use the description.
 - A commitment to developing services that are *inclusive, accessible and non-stigmatising*, and sealing this commitment by developing a *Multiple Disadvantage Charter*.
 - Commitment for different organisations and services to work together, and across disciplinary boundaries to offer joined up support to people. This should reduce the number of times people need to keep being referred or re-referred between services and keep retelling their story to multiple services to get the help they need.
 - A commitment to continue to involve and engage directly with people with lived experience, and to co-produce services and strategies with them.
 - Recognition of the importance of the keyworker role in helping people with complicated lives navigate the system and get the support they need. A commitment to further develop and invest in this kind of trusted advocacy and support as we develop new services.
 - A commitment to continued learning and cross-system practice through workforce development, training and communities of practice.
 - Sharing insights and data where this is possible and appropriate to help get services to the right people and to streamline the support we give.
 - Establishing a Multiple Disadvantage Strategy Delivery Board (a revised version of the Changing Futures Board) to continue to bring partners together around these shared objectives and deliver them in partnership.
- 2.7 It is anticipated that the Council will play a key leadership role in the delivery of these strategic commitments over the next 5 years. However, other partners have an equally important role to play. Officers will be working with colleagues in other statutory organisations and in the voluntary, community, faith and social enterprise sector, to enable them to give their commitment to delivery of the strategy alongside the Council.

A New Service Model to Support the Delivery of the New Strategy to Support People Facing Severe and Multiple Disadvantage

- 2.8 To deliver the ambitions set out in the new strategy, the second proposal this report makes to the Committee is to approve a service redesign and recommissioning process which officers will undertake over an 18 month period, to put in place for *April 2026* a new service model to deliver support to vulnerable adults and families.

2.9 Currently, alongside the Changing Futures Programme the Council's Integrated Commissioning team commission a number of services providing support to vulnerable people. The proposal is to undertake a review of all of these services in the round and develop a new single service model and pathway that takes the best of each of those existing services, but brings the delivery together into one pathway commissioned via a more streamlined process.

2.10 The process will take 18 months to complete, as it will involve a number of stages:

- Stage 1 (October 2024-January 2025): A thorough assessment of the activities, resources, processes, outputs and outcomes of each of the current services, and analysis of where there are differences and similarities in the way the services are delivered, the skills and requirements of the workforce, the referral processes and so on.
- Stage 2: (February 2025-June 2025): Engagement with partners, including those delivering current services, and people with direct lived experience, to develop a new single service model based on the findings and analysis in stage 1. Essentially, this will describe what a new service will look like, what outcomes it will deliver and levels of resourcing.
- Stage 3 (June 2025-March 2026): A commissioning process to secure the delivery of the new service. A number of options will be considered as a potential delivery model including a contract with an external delivery partner, a consortium delivery model, an alliance arrangement or mix of in house and external delivery.

2.11 The current services that will be considered in scope for the recommissioning process are:

Provider Name	Service Name	Primary Client Group	Current Cost per annum
Sheffield City Council/South Yorkshire Housing	Changing Futures Programme	Adults with severe and multiple disadvantage	£1,200,000
South Yorkshire Housing Association	Live Well at Home	Vulnerable Older People (over 55) with Support Needs who are at risk of homelessness and other poor outcomes	£870,000
Roundabout	Young People's Prevention and Recovery Visiting Support Service	Vulnerable Young People at risk of homelessness and other poor life outcomes	£203,828
Shelter	Drug and Alcohol Prevention and Recovery Visiting Service	Vulnerable adults with drug and alcohol issues at risk of homelessness and other poor life outcomes	£1,280,132

Shelter	Homelessness Prevention Service	Vulnerable adults and families at risk of homelessness and other poor outcomes	
Adullam	Mental Health Assertive Prevention Support Service	Adults with Mental Health Issues who are at risk of homelessness and other poor life outcomes	£522,873
Target Housing	THRIVE Independent Living Service	Adults with with complex and multiple needs, including social care and health needs who need accommodation based support.	£411,570

2.12 The final service model will be developed through a process of review, analysis and consultation as described above. However, it is likely that the new service will include the following requirements and principles:

- A trusted keyworker who can work alongside each person in a supportive way to tackle a range of issues affecting their wellbeing and daily lives.
- A workforce with the skills and attributes to work holistically with people and their complexities without needing to always refer on when things get difficult.
- Ability to respond to multiple needs, ie drug and alcohol issues, mental health, homelessness.
- Flexibility and persistence so that the support can move with the person, for example if they move home or circumstances change, they don't have to be discharged or referred to a new worker all the time.
- A service with the capacity and flexibility to work with some people who have more severe and complex support needs, along with more people who need more of a preventative and early help approach
- A service which is trauma informed and has the voice of people with lived experience running through it at its core, from design to delivery.

2.13 The service will be designed to support people early enough so that they do not need more crisis services for example through housing or homelessness, social care, or hospital. The service will have clear connections to other housing, care and health services to ensure that it plays a key role in the wider system of support for vulnerable people in the city.

2.14 Dependent on final decisions made through the Council's budget setting process for future years the indicative budget for the new service would be in the region of £3.2m per year. Other commissioning organisations will be invited to join the council in jointly developing and funding a new service model which would deliver a range of social, health and criminal justice benefits.

2.15 The Committee is recommended to approve the undertaking of the recommissioning process as set out above, and delegates responsibility to the Director of Integrated Commissioning, working alongside other relevant directors in Adult Care and Wellbeing, Housing, and

Communities, and with external stakeholders, to develop the new service model and secure the delivery as set out in the timeline above.

- 2.16 In order to allow an orderly and planned transition from the existing services and contracts we have to a new service and delivery model we will need to engage with and work carefully with the existing service providers. Currently the service contracts end at different times, and we will develop an interim plan to ensure that the transition to a new service can be effectively undertaken.

Ensuring the continued delivery of essential services in 2025-26

- 2.17 The sections of the report above seek approval for the new strategy and a new delivery model from 2026 which will realign existing Council resource into a new and more effective service. However, the current funding from Government supporting the existing Changing Futures activity ends on 31st March 2025. To ensure we can continue to deliver effective support to vulnerable people in 2025-26, maintain the momentum and build on the system changes we have started to make with the programme and prepare for a new service model from 2026 it is proposed to commit resources in 2025-26 to key services to continue through that period. Committee is asked to approve this interim plan.

- 2.18 The current Changing Futures Programme spend in 2024-5 is as follows:

£640,000 Keyworkers and Management

£100,000 Positive Activities

£60,000 Learning And Development Service

£41,000 Specialist Mental Health

£135,000 Programme Leadership

£231,000 Coproduction Service

£1,207,000 Total

- 2.19 It is proposed to continue throughout 2025-26 with the following elements of the current delivery:

- Keyworker Support
- Coproduction and Peer Support Service
- Learning and Development
- Strategic Coordination, Leadership and management

- 2.20 The proposal to resource interim arrangements for 2025-26 requires the allocation of current resources within the Integrated Commissioning Service Budget. These resources will be found from a forecast underspend on existing contract budgets and vacant roles released following an Achieving Change process.
- 2.21 Reallocating these resources will provide £956,000 in operating resources to maintain a significant level of the current Changing Futures Programme activity through 2025-26, to enable the longer term Recommissioning process described above to take place.
- 2.22 To support the medium term recommissioning process it is likely that the current service contracts listed above will need to be re-configured so that they all end at the same time. Doing this will allow for a smooth and planned transition from the current service delivery to the new service model, once developed. Decisions about individual contracts will be the delegated responsibility of the relevant Director(s).
- 2.23 Taken together these proposals will enable the Council and more widely the City, to sustain and build on the insights and learning from the successful Changing Futures Programme, and continue to improve the support we give to some of the most vulnerable members of our community.

3. How does this decision contribute to the Council Plan?

3.1 Council Plan outcome

- 3.1.1 The proposals in this report contribute directly to the Council Objective supporting Caring and Engaged Communities. The services and systems developed through the Changing Futures programme directly support some of the most vulnerable residents of Sheffield. Inclusion, diversity and hearing the voice of people with lived experience so that their lives are valued have been key elements of our successful programme, and the proposals in this report will build on those ambitions.

3.2 People – Prosperity - Planet

- 3.2.1 Helping people facing severe and multiple disadvantage lead more fulfilling and rewarding lives is the central objective of the Changing Futures Programme and the new Strategy. The strategy has been written following close involvement of people with lived experience. By actively engaging and involving people with lived experience in coproduction and peer support roles in the programme a number of people have been supported into wider volunteer roles, training, and in some cases into paid

employment. This is an amazing step up for those people as individuals but also enriches the system as more people within the systems and services can draw on their real life experiences in supporting others.

3.3 City Goals

3.3.1 The proposals set out in this report contribute directly to the City Goals related to Thriving Communities where people have support to lead fulfilled lives, and a Safe, Caring City which is inclusive, diverse and challenges racism and stigma.

4. What community or partner engagement has been undertaken and how has it informed the proposal?

4.1 The Changing Futures Programme, and the proposed new Strategy to Support People Facing Severe and Multiple Disadvantage, have been developed from the start in consultation with, and coproduced with, people with direct lived experience, and with key partners in the statutory and voluntary sector. These partners were involved in the development of the initial Sheffield bid and have formed the Programme Partnership Delivery Board.

4.2 Direct consultation on the development of the Strategy has taken place through:

- A Partnership event in January 2024
- A Changing Futures Board workshop in September 2024
- A Partnership Consultation Event in October 2024.

4.3 Key insights from consultation have been:

- All partners have recognised the role the Changing Futures programme has played as a catalyst for system change and are keen to maintain and build on this for the future.
- There is concern about how we, as a system, continue to organise resources in a way that supports delivery of the new strategy and new ways of working. The proposals in this report are specifically designed to respond to these concerns and give a clear resourcing plan for the future.
- Investing in keywork and coproduction have been highly impactful in the programme.
- There is an opportunity as we move from having a tightly defined and grant funded programme to a strategy developed locally by people in Sheffield to think more widely about who we support and how we integrate our resources and services. We have an existing range of services in the city supporting people with severe and multiple

disadvantage which we can connect better to provide a joined-up offer to people.

- It is important to get the balance right between investing in preventative services that help people at an earlier stage and providing sufficient intensive and assertive support to people whose lives are already complex and challenging.

4.4 These principles will help shape the development of the new service model over the next 18 months.

5. What alternative options did we consider?

5.1 Alternative Option 1:

5.1.1 One option would be to bring the Changing Futures Programme to a close locally in line with the Governments National Programme and the External Grant Funding in March 2025

5.1.2 All the partners involved in the programme are agreed that this approach would squander the rich insight and learning that has emerged from the programme and would stall the system change that has in many ways only just started to take root. It would mean scaling back activity and support for Coproduction which would go directly against the spirit of the programme and the energy and time that so many coproduction associates have personally invested in the programme.

5.2 Alternative Option 2:

5.2.1 An alternative option which was considered was for all partners to secure additional new resources from their budgets to make up the gap from the external Grant ending and continue to deliver the programme in the future in the same or similar way to the current Changing Futures Programme.

5.2.2 This option was not considered the best because, although having the additional new resources and the structure of the Changing Futures has given us a strong platform to start from, there have been drawbacks to having a standalone Programme of activity. All partners agreed that in order to really make the system change sustainable for the future it is necessary to widen the scope of the work and integrate the activity increasingly with other services and systems. In other words, to deliver more than just a new service but a strategic system change ambition.

5.2.3 In addition to this, in the last year the uncertainty over public sector budgets, including delays to funding announcements due to the election and subsequent Spending Review and ongoing pressures on budgets, mean that it is increasingly difficult to find new additional resources for activities. The best way to achieve our ambitions as a Council is to have a longer term plan to integrate a range of resources under a new strategy, as set out in this report.

5.2.4 As we start to engage with partners to develop a new service model for the future, there is potential for other budgets and resources to be aligned with the Council's to widen the scope of a more preventative service to deliver other partner objectives. This will be something officers will pursue as we develop the process.

6. How has equality, diversity and inclusion been actively considered?

6.1 The Changing Futures Programme has considerations of equality, diversity and inclusion at its core. The people supported by the programme are some of the most marginalised and excluded in our society and in our city. People living with multiple disadvantage are more likely to die by the age of 50, are significantly stigmatised and disproportionately suffer a wide range of health problems, including mental health problems, than the wider population.

6.2 The Sheffield Changing Futures programme has specifically included a theme supporting vulnerable women, who are often a hidden group of people facing multiple disadvantage and exploitation.

6.3 The Programme, and the development of the new strategy, has invested time and resources to support people with lived experience to be involved in and work alongside Council and other officers to deliver services, develop policies and provide support to individuals. Coproduction associates have helped design services and run commissioning exercises and have been involved in service evaluation and reviews.

6.4 The EIA identifies several protected characteristics and inequalities that apply and the Programme directly contributes towards the Council's obligations under the Public Sector Equality Duty that relate to tackling discrimination, promoting equality of opportunity and fostering good relations.

7. Financial and Commercial Implications

7.1 There are no immediate financial implications from the Council adopting the Strategy to Support People Facing Multiple Disadvantage. The Strategy

sets out core principles and values which as a system the Council commits to alongside other key stakeholders and partners in the city.

7.2 Any service changes or commissioning processes that are developed as a result of the strategy in the future will be subject to individual decisions which will be taken as appropriate by the relevant committee or, where relevant, the designated Director in line with the council's policies and procedures. Decisions will be informed by the council's budget and financial position at the time and through the usual financial approval process.

7.3 The Commissioning Proposals set out above will bring together the resources currently invested in a number of separate service contracts which support vulnerable people and will create a new service model which is more streamlined and accessible.

7.4 The current service contracts are:

Provider Name	Service Name	Primary Client Group	Cost per annum
South Yorkshire Housing Association	Live Well at Home	Older People with Support Needs	£870,000
Roundabout	Young People's Prevention and Recovery Visiting Support Service	Young People	£203,828
Shelter	Drug and Alcohol Prevention and Recovery Visiting Service	All household groups	£1,280,132
Shelter	Homelessness Prevention Service	All household groups	
Adullam	Mental Health Assertive Prevention Support Service	Adults with Mental Health Issues	£522,873
Target Housing	THRIVE Independent Living Service	Adults with with complex and multiple needs, including social care and health needs.	£411,570
TOTAL			£3,288,403

7.5 These services collectively support around 1,500 people every year. The Recommissioning review will consider the activities, outputs and outcomes of all these services, and incorporate the activities and insights from the Changing Futures Programme. It will develop a new service model with an overall indicative budget of £3.2m per annum. This does not require the allocation of additional Council resources, as it will review and repurpose existing budget investments to deliver a more connected and accessible service.

7.6 Any future financial commitments will be subject to the Council's annual budget planning cycle and agreed in the usual way.

7.7 Currently our understanding is that the Changing Futures Grant from Government and the National Lottery, which has supported the 3 year Sheffield Programme, ends in March 2025. We are aware of, and have contributed to, work taking place within Government Departments to advocate for new Government funding to be made available beyond 2025 to support work in local areas tackling multiple disadvantage. At the time of writing this report, however, no commitments have been made. If, over the coming months further funding is allocated through the October Spending Review there will be potential to add this to the available budget for the new service model. This would enable us to support a larger number of people and deliver a more impactful service in the future. Officers will remain in close contact with relevant Government Departments through the coming months to monitor any developments and be prepared to adjust our plans accordingly.

7.8 If additional resources are not allocated by the Government as part of the Spending Review in October, the proposal to resource interim arrangements for 2025-26 will require the allocation of current resources within the Integrated Commissioning Service Budget. These resources will be found from a forecast underspend on existing contract budgets and vacant roles released following an Achieving Change process.

7.9 Reallocating these resources will provide £956,000 in operating resources to maintain a significant level of the current Changing Futures Programme activity through 2025-26, to enable the longer-term Recommissioning process described above to take place.

7.10 Should the Spending Review allocate further grant funding, this will be used to support the interim year, and the underspends on budgets noted above will be fed into the Business Planning process to mitigate other budget pressures.

8. Legal Implications

8.1 Under the National Health Service Act 2006, the Council must take such steps as it considers appropriate for improving the health of the people in its area. The recommendations outlined in this report will help the Council fulfil its legal obligations.

8.2 The recommissioning process set out above will be conducted in line with the relevant legal and regulatory requirements. Any further commissioning

decisions that require Committee approval will be brought to the relevant future Committee meeting as necessary.

9. Climate and Environmental Implications

9.1 The proposals in this report have none or minimal immediate Climate or Environmental Implications. Any Commissioning processes that develop as a result of the proposals will be subject to the Council's existing procurement policies with regard to Climate and Environment factors.

10. Other implications

10.1 None

11. Reasons for decision

11.1 The recommendations in this report, if accepted, will build on the successful work and learning from the Changing Futures Programme, turning this into a sustainable citywide strategy in future years to support some of the most vulnerable residents of Sheffield.

11.2 The Strategy will ensure better outcomes for people and communities including better health and wellbeing, reduced crime and exploitation, reduced homelessness and rough sleeping, and direct involvement and participation of people with lived experience of multiple disadvantage.

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