

CABINET

11 July 2018

Stronger Families Phase 2 Progress Report



Report of Corporate Management Team Margaret Whellans, Corporate Director of Children and Young People's Services Councillor Olwyn Gunn, Portfolio Holder for Children and Young People's Services

Purpose of the Report

- 1 The purpose of the report is to update Cabinet on progress of the County Durham's Stronger (Troubled) Families Programme.

Background

- 2 County Durham's phase 2 programme began in September 2014, as one of 50 'early starter' programmes. The programme will run until May 2020 and has a target to 'turn around' 4,360 families.
- 3 Key differences to the phase 1 programme include:
 - (a) An increasing focus on service transformation, introducing a Service Transformation Maturity Matrix and associated self-assessment for LAs and partners to measure service transformation progress.
 - (b) Expanding the 3 mandatory 'core criteria' with 6 nationally set 'headline issues'.
 - (c) Introducing the requirement to develop a local Family Outcome Framework (FOF), defining eligibility criteria and significant and sustained outcomes for children and families.
- 4 The financial framework for the programme involved 'payments by results', with a payment of £1800 per 'turned around' family. On 11th October 2017, the Ministry for Housing, Communities and Local Government (MHCLG) announced optional changes to the funding arrangements for Local Authorities for the remainder of the programme, inviting those interested to submit proposal bids for 'earned autonomy'.

County Durham Earned Autonomy

- 5 Following the successful delivery of the Troubled Families programme within County Durham, the MHCLG have awarded Durham 'Earned Autonomy' (EA), one of 14 LAs. This results in all claimable Troubled Families grant being paid to DCC without the need for Payment by Results (PbR) returns and the

associated potential risk of the grant not being 100% paid. Prior to the award of Earned Autonomy it was deemed prudent to budget for 80% of PbR income as there was a potential that some claims could be declined or activity levels may not be achieved. Earned Autonomy will provide an additional £697,600 over 18/19 and 19/20.

- 6 The MHCLG, will however, expect all LAs with EA to continue to demonstrate the impact of their work with families on the programme as outlined in the County Durham Family Outcome Framework. It is proposed County Durham will continue to submit this information to MHCLG three times per year.
- 7 The total amount of funding available through the Troubled Families Grant for the remainder of phase 2 programme equates to £3,349,100 as follows:

Funding stream	Total funding remaining
Payment by Results	£2,429,600
Attachment	£496,500
Service Transformation Grant	£423,000
Total	£3,349,100

Table 1: Troubled Families Funding 2018-2020

- 8 MHCLG are clear that EA is aimed at helping areas embed better ways of collaborative working to mainstream the whole family approach and embed the Family Outcome Framework (FOF) across their partnership and to:-
 - (a) know and target children and families in communities most vulnerable to poor outcomes;
 - (b) ensure the use of evidence based approaches to help children and families achieve positive change and,
 - (c) as partners, work collaboratively at the earliest opportunity to maximise impact and reduce duplication in an attempt to stop the need for high cost services.
- 9 As EA is directly linked to service transformation the authority must continue to do the following:
 - (a) participate fully in the national evaluation;
 - (b) have a nominated Troubled Families Coordinator that has the seniority and influence to drive forward service transformation across the partnership;
 - (c) use the Service Transformation Maturity Model to reflect honestly on progress to date and agree a partnership-wide plan for the next steps in their transformation journey;

- (d) have a strong analysis function to enable them to show clear outcomes as a result of the investment;
 - (e) achieve ambitious and tangible outcomes for families set out in a local Troubled Families Outcomes Plan;
- 10 Under the terms of Earned Autonomy, Durham County Council and key partner organisations have developed a Memorandum of Understanding (MOU) outlining how the additional investment will support the acceleration of service transformation. The following outline the MOU:
- (a) The development of a 'placed based' pilot in 3 high need localities, which will aim to effectively share and analyse multi-agency intelligence to better understand and address the collective issues children, young people, families and communities are facing and provide a more collective and effective response.
 - (b) Invest in additional data and analytical resource during this transformative programme until 2020, to develop new and efficient processes that help to understand and analyse the needs of children and families.
 - (c) Accelerate the use of evidence-based interventions and tools that support children and families to achieve sustainable outcomes.
 - (d) Develop a 'Think Family' Workforce Development Academy, providing an intensive induction training and support programme, focused on whole family, outcome based practice, for newly appointed practitioners across the County Durham Partnership who work with children and families, including but not exclusively schools and health partners.
 - (e) Develop a VCS Alliance programme across County Durham which builds community resilience and better utilises Community and Voluntary Sector resources.
 - (f) Procure and implement additional modules to Children Services case management system (Liquidlogic) from October 2018 that enable practitioners across the partnership to share timely information effectively and contribute to whole family assessments; as well as incorporating the Signs of Safety assessment model.
 - (g) Creation of a Pre-Birth Intervention and Edge of Care Services.
 - (h) Develop a Young Parent Employment Support Programme providing targeted intensive support for young parents which both focuses on developing effective parenting skills and dedicated focus on parents own learning needs to increase their employability.
 - (i) Implement a range of employability support initiatives in and through Family Centres in partnership with DWP and the VCS.

- 11 A significant element of service transformation within Children and Young People's Services has included the redesign the One Point (Early Help) Service. Although not included in the EA MOU this development provides ongoing evidence of service transformation, which supports the delivery of effective 'early help' to children and families with complex needs including those described as 'troubled'. The service has been redesigned based on the key principles of the Troubled Families programme including;
- (a) whole family approach;
 - (b) a key worker coordinating support for the family;
 - (c) an assertive and persistent approach;
 - (d) development of a single multiagency, outcome focussed family plan;
 - (e) practical 'hands on' support.
- 12 The Intensive Family Support Teams will provide key working to ensure a robust multi-agency response leading to positive family outcomes in line with our Family Outcome Framework. The One Point service also provides a proportionate response through a Family Centre model to provide a 0-19 'Early Help Offer' for the with lower level needs, whilst retaining a clear focus on early years in line with the 'Best Start in Life'. The Family Centres will work in partnership with the Community and Voluntary Sector and health partners to provide access to a range of health, early learning, family relationship, employment, debt and financial advice services.
- 13 County Durham's EA Memorandum of Understanding also sets out ambitious outcome measures, which will be used as a measure of service transformation success. County Durham outcomes measures are outlined in Table 2 below:

Outcome Measure	Qtr 3 2017-18	March 2020
a) A reduction in the rate of Looked After Children per 10,000 population	78.9 per 10,000 (791 children)	73.5 (737 children)
b) Percentage of Children's Services cases which are managed at statutory threshold (CIN)	62% (3,562 children)	50% (2,873 children)
c) Percentage of children who are subject of a child protection plan (excluding LAC) classed as persistent absentees;	28.8% (2016/17 Ac Year) (132/458 children)	25.8% (118/458 children)

d) Percentage of CIN (excluding LAC) classed as persistent absentees	29.3% (2016/17 Ac Year) (301/1,028 children)	28.3% (TBA) (291/1,028 children)
e) Percentage of 16 and 17 year olds who are not in education, employment or training	4.6% (475/10,381 children)	3.8% (TBA) (392/10,381 children)
f) Percentage of families engaged with multiple needs which achieve 'continuous employment'	5.2% (77/1,473 children)	7.5% (112/1,473 children)
g) Percentage of families reporting improved mental health	43.5% (388/892 children)	49.5% (441/892 children)
h) Percentage of families reporting reduced domestic abuse / violence	48.5% (309/637 children)	54.5% (347/637 children)
i) Percentage of families reporting reduced substance misuse	35.4% (140/396 children)	41.4% (163/396 children)

Table 2: DCC EA outcome measures 2018-2020.

- 14 The Integrated Children Board will provide the whole system leadership required to accelerate and deliver the intended service transformation across County Durham. The Think Family Partnership will continue to develop and deliver on the actions set out in the EA MOU and the Service Transformation Maturity Matrix self assessment and will report progress to the Integrated Children Board.

Stronger Families programme progress

'Attachment' of families

- 15 As of 31/3/2018, 5,641 families are attached to County Durham's Stronger Families Programme. This exceeds our planned target of 3,367 families by March 2018.

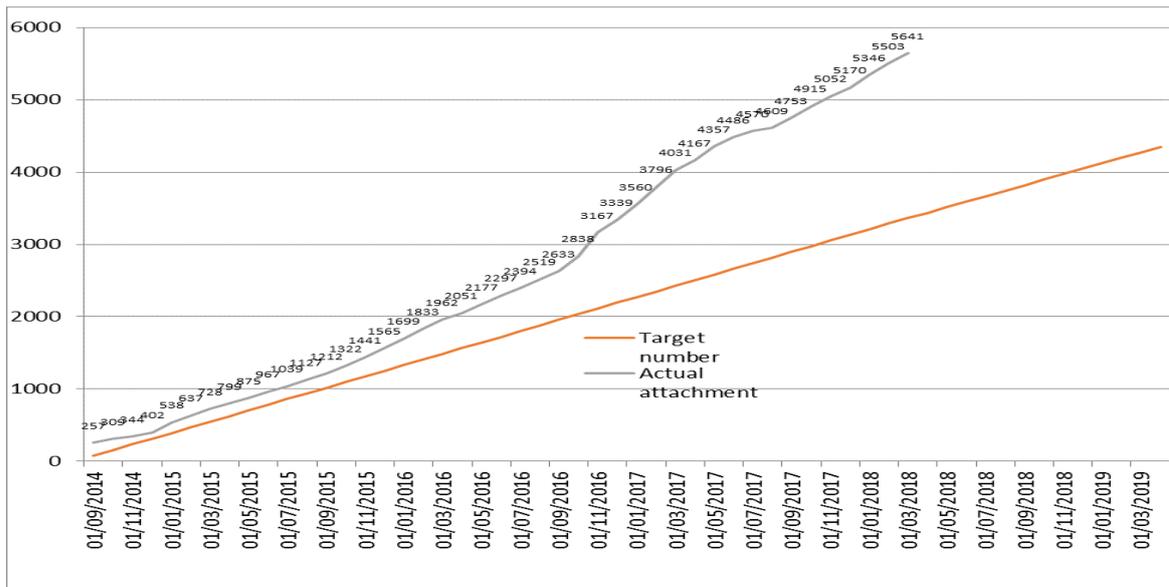


Figure 1: Stronger Families Programme – Attachment of families as of 31/3/2018.

- 16 The rapid increase seen since Quarter 3 2016/17 is mainly a consequence of the implementation of the outcomes-focussed family plan on Children Services case management system SSID, which has helped to ‘screen’ all families against the programme criteria. The changes are assisting practitioners to create outcome-focussed family plans that are helping to evidence that families are working towards the outcomes outlined in the Family Outcome Framework (FOF) thus demonstrating significant and sustained outcomes.
- 17 Analysis shows that since the implementation of the revised system, the programme has identified a total of 2,017 families from SSID records, compared with 832 through family nomination route used by partners.

Family Outcomes

- 18 As of 31/3/2018 the programme has claimed 1,529 results, equating to 35.1 % of Durham’s target by May 2020. 199 continuous employment outcomes have been achieved. See figure 2.

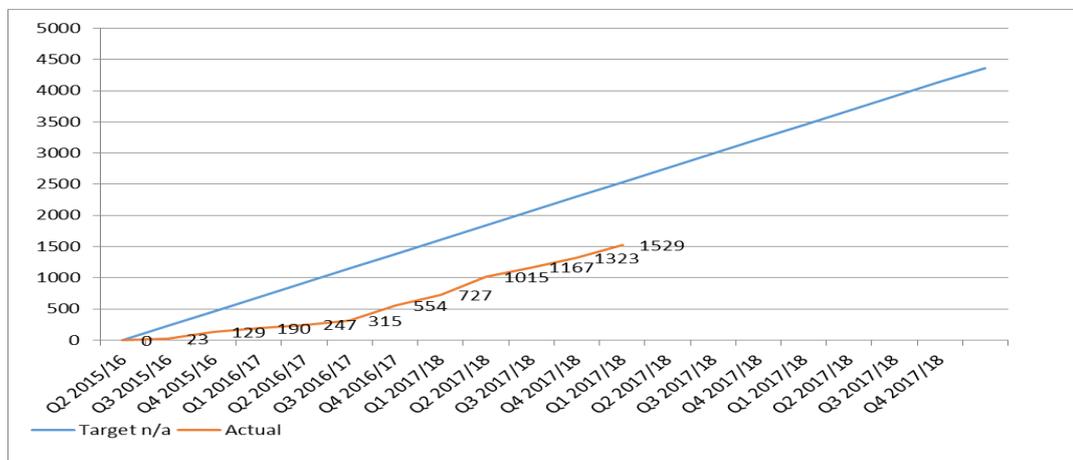


Figure 2: Stronger Families Programme – PBR Performance 31/3/2018.

- 19 As figure 2 highlights County Durham remains below its intended 2020 trajectory.
- 20 Analysis of evidence provided by practitioners on the impact of their work with families towards outcomes described within the County Durham Family Outcome Framework suggests more support is required to help practitioners fully understand and apply the FOF to their work with children and families and evidence outcomes more robustly. The recent introduction of weekly escalation and de-escalation meetings between the One Point Service and Families First aims to ensure effective support is provided to help families to achieve and sustain positive outcomes.
- 21 Comparator performance information released within the Supporting disadvantaged families: Annual report of the Troubled Families Programme 2017-18 shows that Durham is ranked 37th nationally out of 141 in respect of families 'turned around' as of 8th March. Durham had previously been ranked 45th.
- 22 As at the end of March 2018, the number and proportion of results are split as follows:
- (a) One Point Service – 749 (49%)
 - (b) Youth Offending Service – 396 (26%)
 - (c) Families First – 208 (14%)
 - (d) Child Protection – 37 (2%)
 - (e) LAC inc. YPS - 13 (1%)
 - (f) Partner agency / Other – 126 (8%)
- 23 Children's Services accounts for the vast majority of results and the trend seen above with One Point Service (OPS) accounting for almost 50% of all results continues the trend reported in past update reports. It must be acknowledged that the caseloads across Families First teams will inevitably be somewhat more complex and demanding when compared with the One Point Service, and where cases are deescalated outcomes will be credited to OPS.

Barriers to Progress

- 24 During 2017/18, a total of 1,441 individual families were checked to assess whether the required outcomes had been achieved. 55.7% (802) of these led to a result being claimed and certified and 44.3% (639) were not claimable when checked.
- 25 Reasons for those families which do not meet the results criteria are recorded against each family. Table 3 provides a breakdown and analysis of these reasons:

Reason for no claim	Number of families
Theme 4 (Worklessness) outcome missing	180
Child has 10%+ absence	96
De-escalation not yet sustained	81
Theme 6 (Health) outcome missing	72
Other reason (including incomplete information)	56
Case has re-opened	46
EET destination not yet sustained	38
Theme 3 (Child in need of help) outcome missing	25
Child has 3FTEs+	23
Theme 1 (Crime/ASB) outcome missing	18
Theme 5 (Domestic Violence) outcome missing	18
Child remains subject to CPP	13
Child educated at home	11
Family member perpetrated crime	11
Theme 2 (Education) outcome missing	8
Child not on school roll	5
Child now LAC	5
Case escalated	4
Family member perpetrated ASB	1
<i>Families may have multiple reasons that prevent claim</i>	

Table 3 – Reason(s) for no results claims (ranked most prevalent first)

- 26 The most prevalent reason why families are not ‘turned around’ continues to be failing to achieve an outcome in theme 4, worklessness and financial exclusion. This is prevalent in almost 28% of families that are now closed, but have not achieved all outcomes. Previously 40% of not ‘turned around’ families were due to this theme, which shows an improving picture but continuing steps are required to address this issue through the VCS Alliance programme and work of the Child Poverty Working Group.
- 27 To date actions to address this issue have included the development and delivery of ‘Smarter Budgeting’ training and ‘Routes out of Poverty’ Workshops for frontline staff to increase their knowledge and uptake of help

available to families facing financial exclusion including debt management, promotion of credit unions and Welfare Assistance.

- 28 Links between frontline staff and Think Family Employment Advisers, Job Centre Plus, DWP and the development of Family Centre offer to address barriers to employment continue to be developed.

Review of Family Outcome Framework in County Durham

- 29 In January 2018, the MHCLG updated the guidance relating to the Troubled Families programme Financial Framework, the impact of these changes have required a review of County Durham FOF. The most significant change is within the education theme. A 'distance travelled' measurement has been built into the FOF for those children with attendance below 30%; this measure will apply to a very small number of children but allows the threshold for achieving suitable attendance at 80% over 3 consecutive terms compared to 90% for children starting with greater than 30 % attendance.
- 30 Under the theme, Children who need help and/or protection, revisions have been made to include a focus on identifying those children affected by parental conflict. This theme is redefined as "Children who need help and / or protection, including those affected by poor parental relationships and/or conflict". An additional outcome has been included in this theme to: "Reduced family conflict at case closure or de-escalation, including resolving separation or contact arrangements".
- 31 The above revisions will be incorporated into the new Children Services case management system Liquidlogic to ensure the County Durham Family Outcome Framework continues to be applied and will provide evidence of the impact of our work with children and families.

Impact of the Stronger Families Programme

- 32 Under the expanded programme, the National Evaluation commissioned by MHCLG has been re-designed and will provide LAs with a greater level of information on the potential impact of working with eligible families. This provides the authority with data for up to 43 indicators across the 6 programme themes. Early signs of positive impact has been previously reported to the Children and Young People's Services Management Team (Appendix 2) with:
- (a) 20 indicators demonstrating a positive trend;
 - (b) 1 demonstrating negative or worsening trend and
 - (c) showing no change (Please note that a number of these indicator which are suppressed due to low numbers within the cohort).
- 33 In March 2018, MHCLG have updated and released new national evaluation data guidance for LAs following close work with the Greater Manchester Combined Authority and Office for National Statistics. This guidance aims to ensure that all programmes apply the same definitions and datasets when

preparing and submitting the evaluation data, providing consistency nationally, allowing for adequate benchmark between LAs.

- 34 The changing definitions may have an impact upon the performance seen to date. The latest trend data following the changes in guidance is likely to be published in Autumn 2018, when a further update and analysis will be made available.

National Troubled Families Annual Report Findings

- 35 The MHCLG publish an annual report on national progress and evaluation from National Impact Study to which all LAs contribute. Key findings from 2017 annual report include:
- (a) **Service Transformation:** The report highlights the troubled families programme is driving real long-term change across local services including police, housing, social care and Jobcentres, showing that services and professionals are better connected. The report also highlights all key partners are collaborating to ensure families do not experience multiple and separate assessments, appointments and thresholds, with a greater increase in single multi agency whole family assessments. The report also highlights that local authorities are using the programme to work across organisational and cultural boundaries to achieve sustainable change to support families.
 - (b) **Reducing demand on children's social care:** the report highlights local services are coming together with a shared vision to understand and capture information on the whole picture of a family's needs so that more of the families at risk of poor outcomes are being targeted for early support. This means families getting the type of help they most need. This better support for families is reducing the number of cases that need to be escalated to children's social care.
 - (c) **Promoting social justice for a fairer country:** The programme is supporting families to overcome a range of problems including worklessness, parental conflict, uncontrolled debt, mental and physical health problems and housing concerns.

Characteristics of children and families on programme

- 36 The evaluation confirms that the programme continues to reach families with complex and multiple problems. In the year before starting the programme, troubled families had the following characteristics to the general population:
- (a) Children were nearly eight times more likely to be classified as a child in need;
 - (b) Adults were seven times more likely to have a caution or conviction;
 - (c) Adults were five times more likely to be claiming benefits;

- (d) Children were nearly three times more likely to be persistently absent from school;
- (e) Over two fifths of troubled families had a family member with a mental health problem;
- (f) Just under a quarter of troubled families had a family member affected by an incident of domestic abuse or violence;

Early conclusions from the quantitative analysis

- 37 The Troubled Families National Impact Study is a new, comprehensive and innovative approach to evaluation currently used in Government. The evaluation has compared families who have received Troubled Families programme intervention with families who have not been given programme support but do have similar histories with children social care and similar characteristics as families on the programme. When comparing the two groups the proportion of children designated as 'in need' amongst troubled families at any point during the period six to 12 months after the start of the troubled families intervention showed a reduction of 13% relative to the comparison group.
- 38 When comparing the two groups of children designated as 'looked after' amongst troubled families at any point during the period 6 to 12 months after the start of the programme intervention showed a 49% reduction in LAC following the programme intervention compared to the comparison group.
- 39 The data for children on a child protection plan showed no statistical difference between the troubled families and the comparison group.
- 40 These initial findings are showing the Troubled Families Programme appears to have reduced demand for costly children's services compared to what would have happened if programme interventions had not taken place. Further data analysis will be provided regarding the programmes overall impact on crime, ASB, school attendance and worklessness in the coming months.

Conclusion

- 41 County Durham Stronger Families programme continues to drive the service transformation required to ensure children and families with a range of complex needs received coordinated, effective, whole family support to enable families to achieve significant and sustained change.
- 42 The number of County Durham families 'turned around' is below our intended trajectory, however County Durham is ranked 37th nationally out of 141 LAs. Durham had previously been ranked 45th.
- 43 The programme has championed the whole family approach and the focus on the delivery of significant and sustained outcomes as outlined in County Durham Family Outcome Framework, both of which is intended to ensure the legacy of the programme beyond 2020. A continued focus is required to

ensure managers and practitioners continue to work towards and evidence outcomes as described in the FOF.

- 44 The early evidence from the Troubled Families National Impact Study is demonstrating a reduction in demand for high cost statutory services.
- 45 Earned Autonomy will provide DCC and key partners with additional funding to accelerate service transformation. The EA MOU provides a clear set of actions and intended outcomes to drive service transformation. Additional data analysis resource will also develop our understanding of the characteristics of County Durham's cohort of 'troubled' families, the impact of our work on achieving significant and sustained outcomes and the impact on demand for high cost statutory services.

Recommendations and reasons

- 46 Cabinet are recommended to:
 - (a) note the contents of this report;
 - (b) agree the Integrated Children's Board will provide governance for the delivery of the programme to 2020.

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Appendix 1: Implications

Finance –Earned Autonomy allows the LA to replace the existing payment-by-results model in favour of an upfront payment of monies spread across the next two financial years (2018/19 & 2019/2020).

Staffing – N/A

Risk – Current performance is below local estimates. Earned Autonomy reduces the risk of reduced grant income associated with payment by results claims.

Equality and Diversity / Public Sector Equality Duty – N/A

Accommodation – N/A

Crime and Disorder – N/A

Human Rights – N/A

Consultation – N/A

Procurement – N/A

Disability Issues – N/A

Legal Implications – N/A

Appendix 2 National Evaluation Indicator Performance (September 2017)

Key:

✓ Positive trend shown in evaluation data released at September 2017

X No positive trend shown in evaluation data released at September 2017

Indicator	NIS or FPD	Polarity	2014/15 Families	2015/16 Families
Theme 1 – Crime and Anti-Social Behaviour				
ASB incidents resulting in no further action	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Equal with nearest neighbour
Police call-outs	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Equal with nearest neighbour
Total Number of Convictions	NIS	Smaller is better	✓ Equal with nearest neighbour	x Worse than nearest neighbour
ASB incidents resulting in further action	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Equal with nearest neighbour
Convictions for Violence against the Person Offences	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Sexual Offences	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Robberies	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Shoplifting	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Burglaries	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Vehicle related Thefts	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Other Thefts	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Criminal Damage and Arson	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Drug Offences	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for Public Order Offences	NIS	Smaller is better	No data - suppressed	No data - suppressed
Convictions for any other offences	NIS	Smaller is better	✓ Equal with nearest neighbour	x Worse than nearest neighbour
Theme 2 – Education				
Permanent exclusions	NIS	Smaller is better	No data - suppressed	No data - suppressed
Months missing from school	FPD	Smaller is better	No change Better than nearest neighbour	No change Better than nearest neighbour
Children missing more than 10% of school days (persistent truancy)	NIS	Smaller is better	✓ Better than nearest neighbour	✓ Better than nearest neighbour
Children absent from School	NIS	Smaller is better	No change	✓

Indicator	NIS or FPD	Polarity	2014/15 Families	2015/16 Families
			Equal with nearest neighbour	Better than nearest neighbour
Theme 3 – Child in need of help				
Children taken into care	NIS	Smaller is better	No data - suppressed	No data - suppressed
Children in need	NIS	Smaller is better	✓ Equal with nearest neighbour	✓ Worse than nearest neighbour
Children who have a child protection plan	NIS	Smaller is better	✓ Better than nearest neighbour	✓ Equal with nearest neighbour
Theme 4 – Worklessness and Financial Exclusion				
Families claiming any out of work benefits	NIS	Smaller is better	✓ Worse than nearest neighbour	✓ Better than nearest neighbour
NEETs (16-24 year olds)	FPD	Smaller is better	✓ Worse than nearest neighbour	✓ Worse than nearest neighbour
Homelessness Applications	FPD	Smaller is better	No data – suppressed	x Worse than nearest neighbour
Rent arrears	FPD	Smaller is better	✓ Worse than nearest neighbour	✓ Better than nearest neighbour
Weeks Homeless (including temporary accommodation)	FPD	Smaller is better	✓ Better than nearest neighbour	✓ Better than nearest neighbour
Evictions	FPD	Smaller is better	No data – suppressed	No data – suppressed
Families claiming JSA benefits	NIS	Smaller is better	✓ Better than nearest neighbour	✓ Better than nearest neighbour
Families claiming specific ESA/IB benefits	NIS	Smaller is better	✓ Worse than nearest neighbour	✓ Better than nearest neighbour
Families claiming specific DLA/PIP benefits	NIS	Smaller is better	✓ Worse than nearest neighbour	✓ Worse with nearest neighbour
Families claiming specific IS benefits	NIS	Smaller is better	✓ Better than nearest neighbour	✓ Worse than nearest neighbour
Families claiming specific Housing benefits	NIS	Smaller is better	No data – suppressed	No data - suppressed
Theme 5 – Domestic abuse and violence				
Incidents of domestic abuse or violence	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Equal with nearest neighbour

Theme 6 - Health

Individuals suffering from mental health issues	FPD	Smaller is better	No data - suppressed	No data – suppressed
Individuals dependent on alcohol	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Better than nearest neighbour
Individuals dependent on non-prescription drugs	FPD	Smaller is better	x Worse than nearest neighbour	✓ Better than nearest neighbour
Adults suffering from mental health illness	FPD	Smaller is better	No data - suppressed	No data – suppressed
Adults dependent on alcohol	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Better than nearest neighbour
Adults dependent on non-prescription drugs	FPD	Smaller is better	✓ Equal with nearest neighbour	✓ Better than nearest neighbour
Children suffering from mental health issues	FPD	Smaller is better	No data - suppressed	No data – suppressed
Children dependent on alcohol	FPD	Smaller is better	No data - suppressed	✓ Better than nearest neighbour
Children dependent on non-prescription drugs	FPD	Smaller is better	No change Better than nearest neighbour	✓ Better than nearest neighbour

Please note:

Families are grouped into particularly years based upon their start date onto the programme.

National Impact Study indicators are drawn from national databases such as PNC, DWP Labour Market system, etc.

Family Progress Data indicators are reported from data provided by Lead Professionals via Durham’s online Family Progress and Outcomes survey.

Statistics from the National Impact Study that is based on between 1 and 5 individuals/families inclusive has been suppressed and is not shown. There may be some secondary suppression to preserve confidentiality.