



Ministry of Housing,
Communities &
Local Government

Supporting Families Programme Guidance 2021-22

Chapter 4 Evidencing Outcomes

April 2021

What does this document cover?

Guidance relating to the delivery of Supporting Families in 2021-22

Who is it for?

Intended for use by local authority Supporting Families teams and their partners, auditors and analysts.



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How to use this Guidance

This guidance (previously referred to as the financial framework) sets out the objectives of Supporting Families in 2021/22. It also provides a guide for local authorities and their partners delivering Supporting Families.

This guidance is made up of five chapters and whilst each covers a different element of Supporting Families each chapter should not be taken in isolation but read as a whole.

Chapter 4: Evidencing Outcomes

When a successful family outcome is achieved local authorities may make a claim for payment by results funding. This chapter details the evidence that is required to make a claim including the requirement to develop a Supporting Families Outcome Plan that sets out the progress that must be made by a family.

This guidance comes into effect from April 1st 2021 and covers the period up to and including March 2022

Supporting Families Outcome Plans

Every local authority delivering Supporting Families must have in place a Supporting Families Outcome Plan. This should be developed and owned by local partners and services, internal auditors and local strategic leaders and signed off through local governance arrangements.

In the simplest terms, a Supporting Families Outcome Plan should set out what each local authority and its partners consider to be the right indicators of eligibility and successful outcomes – measured at a family by family level – against the Supporting Families six headline objectives: Staying safe in the community, getting a good education and skills for life, improving children’s life chances, improving living standards, staying safe in relationships, living well, improving physical and mental health and wellbeing. The Supporting Families Outcome Plan should also make it clear what outcomes need to be achieved for each indicator triggered.

The outcomes in the Supporting Families Outcome Plan should link directly to the strategic aims and transformational goals of the local authority and the wider partnership. By pulling together a shared view of the key, ambitious outcomes that will help families stay safe, live well and be happy; and by setting the expectation that these should be achieved for every single eligible family, Supporting Families should drive greater integration across the partnership, deliver better value for money and help manage demand for reactive services. It could also help to drive area-specific ambitions, for example, by promoting inclusive growth through improved employment and skills.

The Supporting Families Outcomes Plan will provide a local area-wide set of success measures applicable to all families, from which the outcomes and measures relevant to each family may then be drawn. For example, if a family has a debt problem, there is domestic violence and abuse and worklessness at the point that the family are engaged, then relevant outcomes measuring success across all these issues would be drawn from the local authority’s Supporting Families Outcomes Plan and form the goals against which significant and sustained progress would be judged for this family. The purpose of these local plans is three-fold:

1. To lay out **what each local authority and their partner agencies aim to achieve with each family** in regard to the six headline areas Supporting Families aims to tackle.
2. To provide a basis against which each local authority can determine when **significant and sustained progress** has been achieved and, therefore, when a results claim may be made for the family; and

3. To provide a framework against which local authority **internal auditors** and the national Supporting Families team's assurance team may establish whether a result is valid.

There are ten key principles that all Supporting Families Outcome Plans should reflect:

Principle 1 - The purpose of Supporting Families Outcome Plan

The purpose of a Supporting Families Outcomes Plan is to provide a concise and clear account of the goals that each local authority and their partners strive to achieve with families and against which successful claims may be measured and verified. It should reflect the local area's local service transformation ambitions in terms of reducing demand for, and dependency on, services in the long term and in improving efficiency and outcomes for families. It should not be a complex, bureaucratic process.

Principle 2 - Focus on outcomes

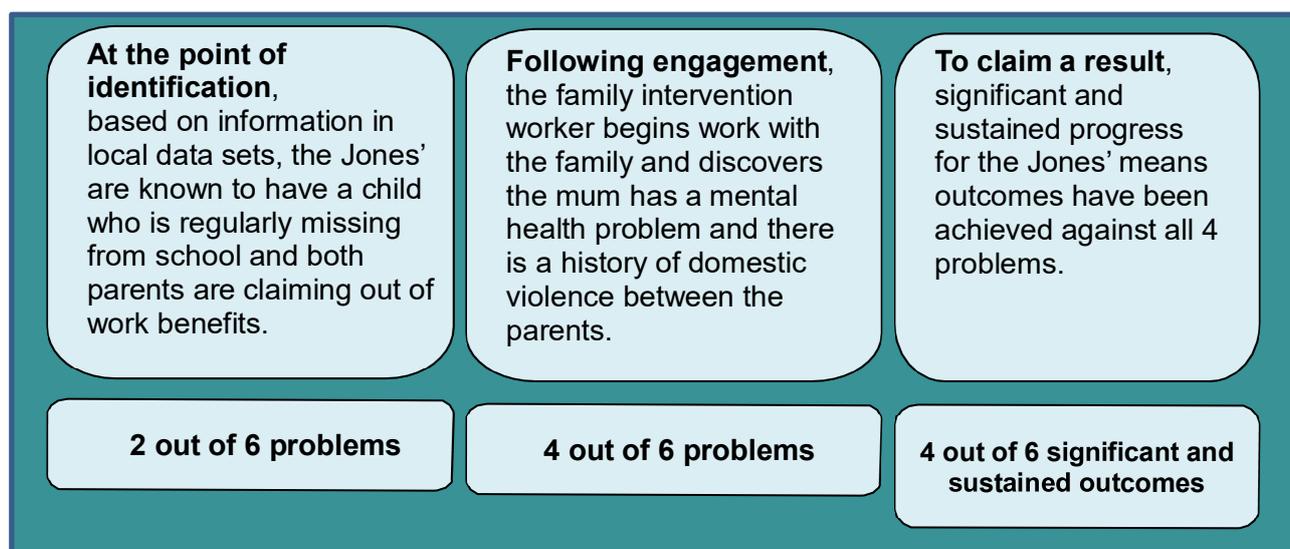
Supporting Families Outcomes Plans should focus on the demonstration of outcomes, rather than inputs, processes and outputs. For example, the completion of a training course or the application of a particular intervention would be a process or input, whereas the outcome should focus on the measurable change achieved by the family as a result.

Principle 3 - Information sharing

Existing information sharing limitations should not be the starting point in setting outcomes. These limitations should not constrain local ambitions for families and services. Part of Supporting Families service transformation objectives should be to ensure that information follows ambition – rather than the opposite.

Principle 4 - Progress against all headline problems

As some family problems may not be evident at the point of identification and only become apparent when trust has been established with the family (e.g. domestic abuse) all the relevant outcomes within the Supporting Families Outcomes Plan should be revisited at this later point, when a fuller picture of the family is known – see the diagram below:



Principle 5 - Regression

Where some problems are not present within a family at the point of engagement (e.g. the adults are in work and therefore worklessness is not an issue), the local authority does not need to demonstrate significant and sustained progress against this problem to claim a result. However, the local authority should ensure that the family's status has not regressed before a claim is made – i.e. the family should not have developed one of the six headline problems, where it was not a problem at the point of engagement, at the point of claim. For example, if there were no anti-social behaviour problems prior to engagement and there was an incident of anti-social behaviour by the family during the period between engagement and when a claim is planned to be submitted, the claim cannot be made. As stated in principle 6 below, there is also a need to check the attendance levels of every child.

There may be a small number of exceptions to this principle. In some cases, outcomes achieved may initially appear to represent regression, but could represent a significant positive improvement in the family's circumstances.

An example might be where there has been a history of domestic violence and abuse in the family; the victim reports the violence and, as a result, the perpetrator is

convicted of an offence for these crimes. Seemingly, the number of proven offences in the family has increased, but the safety and resilience of the family has immeasurably improved.

Similarly, the development of a health problem may be beyond the family or the service's control in some cases. In such cases, the effective management and appropriate use of health services to receive treatment will be sufficient to satisfy this principle.

In these exceptional cases, a claim for significant and sustained progress may still be made, provided the claim is validated with local authority internal auditors and evidence could be provided to the national Supporting Families Team as part of any subsequent assurance review and visit. However, no discretion can be offered against the outcomes that are nationally set for attendance and continuous employment.

Principle 6 - School attendance

A claim can only be made where all children in the family have been attending for an average of at least 90 per cent of sessions across three consecutive terms.

Areas have the discretion to decide whether the 90 per cent threshold includes authorised absence (i.e. absences which are covered by a statutory exception¹ including those which have been authorised by the school in advance due to exceptional circumstances). This must be clarified in the local Supporting Families Outcome Plan. As with any indicator, if authorised absence is a relevant indicator at the point of attachment, it should be taken into account when assessing outcomes. Unauthorised absences must always be included when assessing attendance.

There is one exception to this rule. Areas also have the flexibility to reward distance travelled in specific cases where attendance started at a very low base. The improvement in attendance should be a minimum of 40 percentage points from a base of 40 per cent or less attendance. Local authorities should clearly set out their approach to measuring distance travelled in their local Supporting Families Outcome Plan and that approach should be agreed in consultation with educational professionals nominated by the local authority, such as head teachers, educational welfare officers or other senior education representatives. Education attendance measures in a local authority's Supporting Families Outcome Plan should also be signed off at Early Help/Partnership Boards with appropriate (strategic) representation from educational professionals.

¹ i.e. those absences which are generally referred to as 'authorised absences' see page 28 for further details

Principle 7 - Partnership support

As far as possible local authorities should develop and agree outcomes (and the datasets used to measure these outcomes) with local partners in the relevant public service areas. For example, health outcomes should be developed and agreed with local health partners and with reference to the Public Health and NHS Outcomes Frameworks and employment outcomes should be developed and agreed with local Jobcentre Plus District Managers, with reference to local skills, job market and growth objectives.

Principle 8 - Employment and financial stability

Where worklessness is a problem for a family at the point of engagement, an adult in the family does not have to secure continuous employment to allow the local authority to make a claim for significant and sustained progress. Instead, in these cases, as a minimum, a family should demonstrate significant and sustained progress towards work.² It is important that the Supporting Families Outcome Plan clarifies what successful progress to work looks like and the outcomes should be appropriate and stretching for that family member's circumstances. For example a Supporting Families Outcome Plan could require that the individual was carrying out some of the following activities as part of their benefit requirements: employment mentor support; employment and training related information, advice and guidance; support with soft skills such as CV writing and interview techniques; support with basic skills such as Maths/English classes; sector specific employability courses; work experience; apprenticeships; work trials; traineeships; Work & Health programme and occupational training.

Families can be identified as eligible for Supporting Families if an adult in the family is in receipt of out of work benefits, or an adult in the family is claiming Universal Credit (providing a second headline problem is also identified). Where a family is already in work but a claim for universal credit is used as an identifying problem progress must be shown against this headline problem if a claim for significant and sustained progress is to be made. This could include demonstrating progress towards improved financial stability using the same methodology as progress to work where appropriate.

² To claim significant and sustained progress towards work, progress against all other problems present within the family must also be evidenced.

Progress to work during COVID 19

Many families may have experienced worklessness for the first time during the Covid-19 pandemic. Consideration should therefore be given to how progress towards work can be demonstrated. Examples may include:

- Family member is temporarily out of work due to COVID 19 and will be work ready when the crisis subsides, and/or
- Family member has developed Curriculum Vitae and will be ready to apply for jobs when this is possible, and/or
- Family member has engaged with support to reduce barriers to work, and/or
- Family have engaged with financial support and have made progress to financial stability, and/or
- Family member has achieved a temporary job or volunteered supporting the COVID 19 effort

Employment should be an aspiration for all families engaged as part of Supporting Families. Even where employment may not be immediately achievable for some families, with support from their keyworker and Supporting Families Employment Advisors, significant progress towards work can and should be made.

However, there may be some exceptional cases where families do not need to demonstrate progress toward work. In these cases, such as families in receipt of Carers Allowance, worklessness would not be considered a problem for the family therefore it could not be counted as an indicator of their eligibility for support. This should be decided on a case by case basis and will only apply to a small number of families eligible for Supporting Families. In most cases consideration should be given to what support is needed to help a family access opportunities for employment.

Principle 9 - Sustainment periods

The periods of sustainment for outcomes may vary between local authorities, reflecting local priorities and evidence, but should be a minimum of six months to demonstrate sustained progress.

Sustainment periods should begin at the point which the evidence suggests positive progress has been, and will continue to be, maintained. Where significant progress is deemed to be, for instance, de-escalation of a case from higher levels of need (e.g. child in need to non-statutory services), the sustainment period should begin when the case is de-escalated and there should be no re-referral for a further six months.

The school attendance outcome should be demonstrated across at least three consecutive terms (equivalent to a full school year) before a claim can be made.

Principle 10 - Supporting Families Outcome Plan development

A Supporting Families Outcomes Plan should be a living document. Plans should be refined over time to reflect emerging service transformation priorities and respond to the evidence provided on local impact and family needs. While outcomes may change, levels of ambition should only increase. If an area wishes to change their Supporting Families Outcome Plan, the latest version should be submitted to the national Supporting Families Team for sign off before it is used for claims. The expectation is that current local outcomes plans will also be published.

This principle intends to provide the flexibility to measure success in a way which reflects the service transformation and cost reduction priorities of each local authority and its partners. This approach provides the scope to update and refresh outcome measures to reflect changes in delivery and information sharing arrangements over time.

Outcome measures may increase in their ambition as the programme progresses and local authorities can expect to be robustly challenged on any proposed reduction in ambition.

Updating and approving Supporting Families Outcome Plans

This guidance comes into effect from 1st April 2021, however as a result of updates to this guidance there is no requirement on local authorities to make changes to the Supporting Families Outcome Plan submitted to the national Supporting Families Team in 2020/21. However should a local authority wish to make any significant changes their Supporting Families Outcome Plans must be agreed and signed off through local governance arrangements and agreed by The national Supporting Families Team.

Staying safe in the community: Parents or children involved in crime or anti-social behaviour

Crime and anti-social behaviour has a significant negative impact on individuals and communities - including the victims, the relatives of offenders, and the offenders themselves - as well as a significant financial cost to society.

Supporting Families eligibility criteria covers youth crime including gang and knife crime, anti-social behaviour and families where there is an adult offender with parenting responsibilities. This reflects the evidence that a significant factor in youth offending is a young person having parents who have committed criminal offences or anti-social behaviour and that the children of offenders are also more likely to be excluded from school and twice as likely to suffer from behavioural and mental health problems.

The indicators below also offer the flexibility for criminal justice professionals to nominate parents and children where there is a potential crime problem, but no proven offence and they believe this could be a sign of wider family problems and as such they would benefit from a whole family intervention. This may be particularly helpful when identifying families where there is strong intelligence about a family's involvement in activities such as gangs, youth violence or serious organised crime, but no proven offence.

Indicators	Suggested Information Source and data feeds ³
<i>The family includes at least one of the following...</i>	
A child ⁴ who has committed a proven offence ⁵ in the previous 12 months.	Information provided by Youth Offending Teams and the police.
An adult or child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months.	Information provided by the police, anti-social behaviour teams and housing providers.
An adult prisoner (who will have parenting responsibilities on release) or young person (who will be returning to the family home) in a secure unit who is less than 12 months from his / her release date.	Information provided by probation providers ⁶ and prisons.
An adult who is currently subject to a licence or supervision in the community, following release from prison, and has parenting responsibilities.	Information provided by probation providers ⁷ and prisons. Re-offending data provided by police.
An adult currently serving a community order or suspended sentence, who has parenting responsibilities.	Information provided by probation providers. ⁸

³ See data sharing annex for guidance on the data sharing legislation

⁴ under 18 years old

⁵ A proven offence is one where a formal outcome is given, either in or out of court.

⁶ National Probation Service, Community Rehabilitation Companies and other providers of probation services.

⁷ As above

⁸ As above

<p>An adult or child involved in a gang; county lines linked crime and exploitation; and serious violence (including offensive weapon crime such as knife crime, gun crime and robbery) in the last 12 months (either as a victim or a perpetrator)</p>	<p>Information/offending and gangs datasets provided by youth offending teams, police, schools, national county lines coordination centre, alternative provision, including pupil referral units, hospital A&E departments, and voluntary sector organisations.</p>
<p>Adults and children nominated by professionals because of their potential to offend or offending behaviour is of equivalent concern to the indicators above, for instance where family members are at risk of radicalisation.</p>	<p>Referrals from the police, schools, national county lines coordination centre, alternative provision, including pupil referral units, hospital A&E departments, voluntary sector organisations multi-agency gang units, probation providers, National Crime Agency, Integrated Offender Management Teams and CHANNEL coordinators.⁹</p>

⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118194/channel-guidance.pdf

Getting a good education and skills for life: Children who have not been attending school regularly

Suitable full-time education is not only an essential pre-requisite to better attainment, it is also a protective factor and strongly associated with a broad range of positive outcomes including reducing the risk of worklessness, youth crime and anti-social behaviour.

Accordingly, Supporting Families sets out to tackle school absence by requiring significant improvement in attendance for all children in the family, sustained across three consecutive school terms. Unauthorised absence (i.e. absences which are not due to a statutory exception¹⁰ including those which have not been authorised by the school in advance due to exceptional circumstances), should always be included when assessing whether a child's school attendance represents a problem which should be reflected in a family's action plan.

Local authorities are not required to include authorised absence (i.e. absences which are covered by a statutory exception¹¹ including those which have been authorised by the school in advance due to exceptional circumstances) when assessing whether a child's school attendance is a cause for concern. However, this is a matter for local discretion. As stated in principle 6 earlier in this document, if authorised absence is a relevant indicator at the point of attachment, it should be taken into account when assessing outcomes.

Statutory exceptions

Statutory exceptions (in which a child shall not be taken to have failed to attend school regularly) include:

- where a child is prevented from attending school due to sickness or unavoidable cause;
- where a child's absence from school is on a day exclusively set apart for religious observance by the religious body to which their parent belongs;
- where the local authority has a statutory duty to help the child attend school, but has failed to make any travel arrangements;
- where the school is a privately funded independent school and is not within walking distance of the child's home, and no suitable arrangements have been made by the local authority for them to board at or near the school or to attend a

¹⁰ i.e. those absences which are generally referred to as 'unauthorised absences'

¹¹ i.e. those absences which are generally referred to as 'authorised absences'

- state-funded school closer to their home;
- where a child has no fixed abode, the parent's trade/business requires them to travel, the child has attended school as regularly as the nature of the trade/business permits, and (for children aged six or older) they have attended at least 200 sessions during the preceding 12 months; and
- where leave of absence from school has been granted by the school (see below).

Exceptional circumstances in which leave of absence from a maintained school may be granted

Leave of absence from a maintained school may only be granted in advance by the head teacher, and only in exceptional circumstances. The National Association of Head Teachers (NAHT) included advice on the types of 'exceptional circumstances' in which it may be appropriate for leave to be granted in their guidance to school leaders (2014). Their guiding principles include:

- absence for bereavement of a close family member to attend funeral service, not extended leave;
- absences for important religious observances for the ceremony and travelling time, not extended leave;
- schools may wish to take the needs of the families of service personnel into account if they are returning from long operational tours that prevent contact during scheduled holiday time;
- schools have a duty to make reasonable adjustments for students with special educational needs or disabilities; and
- families may need time together to recover from trauma or crisis.

Measuring Attendance during COVID 19

Due to the COVID 19 pandemic there have been a number of periods of restricted school attendance during 2020 and 2021. The following guidance, as agreed by the Department for Education and the Ministry of Housing Community and Local Government, sets out how school attendance should be measured when claiming for a successful family outcome where the sustainment period includes a period of restricted attendance.

Application of 95% average attendance during restricted attendance

For all claims for significant and sustained progress where the sustainment period includes a school term impacted by restricted attendance the average national attendance of 95% and zero expulsions and suspensions should be applied for each school aged child within the family for the relevant term.

This includes the following terms:

- Spring 2020
- Summer 2020
- Spring 2021

Total Possible Sessions

Attendance should be measured against total sessions possible. To calculate the total sessions possible (TSPs) during periods of restricted attendance

- Take the total sessions from the same term in 2019 and apply these to calculate 95% attendance.
- For part-time timetables or dual registrations apply the current expected sessions or the average from 2019, whichever is most appropriate.

Vulnerable Children

All children who were defined as vulnerable, as set out by the Department for Education guidance,¹² and open to services during periods of restricted attendance, will require evidence that the child was engaged with education and that there were no safeguarding concerns.

As a minimum this evidence should meet one of more of the following statements:

¹² <https://www.gov.uk/government/publications/coronavirus-exclusion-19-maintaining-educational-provision/guidance-for-schools-colleges-and-local-authorities-on-maintaining-educational-provision>

- Child is vulnerable and has been attending schooling provision during main school closures and/or engaging with their key worker and there are no safeguarding concerns.
- Child has been engaging with education provision virtually either online or through materials sent home and returned. The local authority has provided laptops or technology to facilitate engagement in virtual learning.
- Child who normally attends an alternative provision/special school is engaged with learning and development at the normal provision level for example, learning through play.
- There were no concerns about the child's engagement with education, in the Spring 2020 term before the schools closed, it was agreed they would not attend school and the social worker/key worker/school remained in regular contact during school closures.
- Child continues to have a positive attitude towards education.

Evidence that a child was engaged with education may include key worker evidence, or evidence from tracking processes put in place for vulnerable children and young people, so long as it meets the minimum evidence requirements as would be required for any other practitioner assessed outcome.

Unsuccessful claims

To identify areas for continuous improvement, it is important to record why a successful claim cannot be made. If the minimum evidence requirement cannot be met record which of the following apply:

- Child is vulnerable and there are safeguarding concerns.
- Child has a negative attitude towards education and is not engaged with education.
- I have been unable to assess child's engagement with education or well-being.

Measuring attendance: Autumn 2020 Term

There were no periods of restricted attendance during the Autumn 2020 term, however due to school census data being unavailable at the point of claim school attendance should be measured in the following way until such time as census data is available.

Where live attendance data is available:

- a) Take the number of total sessions possible, remove the sessions with absence codes used for Covid-19 related absence – either illness or shielding.
- b) Calculate absence as set out in the local Outcome Plan (combined with attendance for the two further terms during the required sustainment period).
- c) If a child was identified as vulnerable (using the DfE definition), and the case was open, during the period a period of restricted attendance, provide evidence that the child was engaged with education during that period. See minimum evidence requirement.
- d) If all children in the family have 90% or more attendance over three terms and there are no concerns about vulnerable children’s engagement with education a claim can be made as normal.
- e) If any child in the family has less than 90% attendance over three terms or there are concerns about a vulnerable child’s engagement with education, no claim can be made.

Where live attendance data is not available

- a) Check all referrals to Children’s Services MASH/front door to identify if there are any referrals relating to problematic engagement with education (whether they have been accepted for Early Help or Social Care intervention or not).
- b) Check any other education intelligence sources where reasonably possible, this could be case work records, education intelligence data, Education Welfare Officer’s data/caseload to check if there are any other indications that the child is not engaged with education.
- c) If a child was vulnerable during a period of restricted attendance, continue to evidence that they were engaged with education. See minimum evidence requirement.
- d) If all children in the family have no indications of problems with engaging in education since the beginning of the Autumn term, and there are no concerns about vulnerable children’s engagement with education, proceed to a claim as normal.
- e) If there are concerns about a child’s engagement in education or there are concerns about vulnerable children’s engagement with education, no claim can be made.
- f) When the school census is released in May 2021 claims made without live data will need to be reviewed by local authorities to ensure the 90% attendance threshold has been met.
- g) Should census data show that a claim has been made when a child had less than 90% attendance (over the relevant three terms), this number of families

will be added to the local authority's minimum number of outcomes for 2021/22.

For example, Area 1's allocation in 2021/22 is 500 families. After a census check 30 claims made in 2020-21 did not meet the attendance requirement of 90% over three terms.

No funding will be recouped for these invalid claims instead Area 1's new minimum number of outcomes for 2021-22 will be 530. Payment will not be made for these additional outcomes.

This will be adjusted in Delta and monitored during assurance reviews and visits.

Once census data is available all claims should be made using actual school attendance.

Term	Attendance measurement
Summer 2019	Child's actual attendance
Autumn 2019	Child's actual attendance
Spring 2020	Apply 95% attendance & 0 expulsions and suspensions Apply minimum evidence of engagement requirement if the child was vulnerable and open to services during a period of restricted attendance
Summer 2020	Apply 95% attendance & 0 expulsions and suspensions Apply minimum evidence of engagement requirement if the child was vulnerable and open to services during a period of restricted attendance
Autumn 2020	Live data: Child's actual attendance where live data is available No live data: As set out above check for education concerns until such time as census data is available to verify claims
Spring 2021	Apply 95% attendance & 0 expulsions and suspensions Apply minimum evidence of engagement requirement if the child was vulnerable and open to services during a period of restricted attendance

Indicators	Suggested Information Source and data feeds (see data sharing annex for guidance on the data sharing legislation)
<i>The family includes at least one of the following...</i>	
<p>A child whose average attendance over the last three consecutive terms is less than 90 per cent. Areas have the flexibility to decide whether to include authorised absence in this indicator.</p>	<p>Information compiled locally for submission to the Department for Education (DfE) for the School Census (and Alternative Provision Census).</p> <p>Information provided by Education Welfare Officers.</p> <p>Census data feed and/or local live education data feeds.</p>
<p>A child who has received at least 3 suspensions in the last 3 consecutive school terms; or a child at primary school who has had at least 5 school days of suspensions in the last 3 consecutive terms; or a child of any age who has had at least 10 days of fixed term exclusion in the last 3 consecutive terms.</p>	<p>Information compiled locally for submission to the Department for Education (DfE) for the School Census (and Alternative Provision Census).</p> <p>Information provided by Education Welfare Officers.</p>
<p>A child who has been excluded from school within the last 3 school terms.</p>	<p>Information compiled locally for submission to the Department for Education (DfE) for the School Census (and Alternative Provision Census).</p> <p>Information provided by Education Welfare Officers.</p>

<p>A child who is in alternative education provision to improve their behaviour.</p>	<p>Information compiled locally for submission to the Department for Education (DfE) for the School Census (and Alternative Provision Census).</p> <p>Information provided by Education Welfare Officers.</p>
<p>A child who is neither registered with a school, nor being educated in an alternative setting.</p>	<p>Information compiled locally from within the local authority</p>
<p>A child nominated by education professionals and/or lead practitioner/key worker as having school attendance problems of equivalent concern to the indicators above because they are not receiving a suitable full time education.</p>	<p>Referrals from teachers and education welfare officers (or lead practitioner/key worker notes).</p>

Improving children's life chances: children who need additional support, from the earliest years to adulthood

Supporting Families allows local authorities and their partners, using the indicators below, to identify a wide group of families who may benefit from an integrated whole family approach.

The indicators cover all ages, from the earliest years to young adulthood. They also cover a varied level of need, from families identified as having a 'child in need' or subject to a Child Protection Plan, to those who do not currently meet that statutory threshold but could benefit from alternative forms of support. In all cases, the relevant professionals may put forward a family who they believe would benefit from an integrated whole family response.

Indicators	Suggested Information Source and data feeds (see data sharing annex for guidance on the data sharing legislation)
<i>The family includes at least one of the following...</i>	
A child who has been identified or assessed as needing early help.	Information/data feeds from Children's Services or related multi-agency teams ¹³ about children who: <ul style="list-style-type: none"> • on one or more occasions, were assessed under section 17 or 47, of the Children Act 1989, but not deemed a child 'in need', or • were previously a child 'in need' under section 17 of the Children Act 1989 and could now benefit from a different level of support, or • subject to Early Help Assessments (or local equivalent).
A child 'in need' under section 17, Children Act 1989.	Information/data feeds provided by Children's Services
A child who has been subject to an inquiry under section 47, Children Act 1989. This can include children at risk of experiencing neglect or psychological, emotional, physical, sexual abuse.	Information/data feeds provided by Children's Services
A child subject to a Child Protection Plan.	Information/data feeds provided by Children's Services
A child with SEND, including social, emotional and mental health needs.	Information from local schools, early years providers, health visitors, academies and education welfare teams, Special Educational Needs Coordinators (SENCOs) or their equivalent about children identified in the School Census as having social,

¹³ For example, 'Team Around the Child', a 'Team Around the Family' or a 'Team Around the School'.

	emotional and mental health problems. ¹⁴
A child identified as having a delay in speech language and communication skills ¹⁵ .	Information from health visitors about children not reaching the threshold in the communication domain at the 2-2.5 year-old health check Information from the Early Years Foundation Stage Profile about children not achieving the expected level in the communication, language and literacy components at age 5.
A child who did not achieve a good level of development at age 5. ¹⁶	Information from the Early Years Foundation Stage Profile.
A family who is or has been entitled to 15 hours free early education for two-, three- or four-year-olds and has not taken this up ¹⁷ .	Local authorities will know which children are taking up the entitlements from the information they collect to fund entitlement places. They will have information on which children are living in their area from birth and benefit data.
A child experiencing or at risk of exploitation, including sexual exploitation ¹⁸	Information/data feeds provided by youth offending teams, police, schools, national county lines coordination centre, alternative provision, including pupil referral units, hospital A&E departments, and voluntary sector organisations.
A child where there have been missing from home incidents in the last 12 months	Police missing children data feeds from the police, or the local authority Children's Services (including youth

¹⁴ As of September 2014, the School Census code for social, emotional and mental health problems is SEMH

¹⁵ The need is primary (not linked to another impairment), and the child does not have an Education, Health and Care Plan. Children with SEND, including those with an Education, Health and Care Plan are included below.

¹⁶ Achieving a good level of development means achieving or exceeding the expected level in the 3 prime areas of the EYFS and the 2 specific areas of Literacy and Mathematics.

¹⁷ All 3 and 4 year-olds in working families are entitled to an additional 15 hours of childcare, for further details of eligibility see: <https://www.gov.uk/30-hours-free-childcare>. Disadvantaged 2 year-olds are entitled to 15 hours of early education, for details of eligibility see: <https://www.gov.uk/help-with-childcare-costs/free-childcare-2-year-olds>.

¹⁸ Criminal exploitation is covered in in the chapter on Staying Safe in the Community

	services) missing episodes data, Children's Services ¹⁹ .
A child affected by parental conflict	Early help assessment or other assessment (e.g. health) where parental conflict has been identified and recorded
A child nominated by professionals as having problems of equivalent concern to the indicators above.	Referrals ²⁰ from schools, social workers, early years providers (including Children's Centres), health visitors, education psychologists, school Special Educational Needs Coordinators (SENCOs), Youth Offending Teams and the police, A&E departments and voluntary sector organisations.

¹⁹ For example, this may include local information following 'safe and well' checks carried out by the police or Independent Return Interviews.

²⁰ Where there are concerns about children at risk of abuse or neglect, the existing referral route to local child protection teams should be followed in accordance with the statutory guidance - *Working together to Safeguard Children* <https://www.gov.uk/government/publications/working-together-to-safeguard-children>

Improving living standards: families experiencing or at risk of worklessness, homelessness or financial difficulties

The focus of Supporting Families on employment is one of its most powerful elements. Feedback from local authorities and their partners delivering the programme suggest it has a transformative impact not only on family outcomes, but also on the approach and design of local family services.

Supporting Families eligibility indicators also reach those at risk of homelessness, young people at high risk of worklessness and those experiencing problematic debt, particularly those who have financial responsibilities in their household.

Indicators	Suggested Information Source and data feeds (see data sharing annex for guidance on the data sharing legislation)
<i>The family includes at least one of the following...</i>	
<p>An adult in receipt of out of work benefits,²¹</p> <p>or</p> <p>An adult who is claiming Universal Credit.</p>	<p>For families in receipt of out of work benefits: All local authorities have access to the Department for Work and Pension's Automated Data Matching Solution (ADMS) which provides information on legacy benefits such as JSA and ESA.</p> <p>For families claiming or moving onto Universal Credit: Supporting Families Employment Advisors can support local authorities to access this data.</p>

²¹ This includes adults in receipt of Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support, Job Seekers Allowance and Severe Disablement Allowance.

<p>A child who is about to leave school, has no / few qualifications and no planned education, training or employment.</p>	<p>Information drawn from Personal Learner Records²² and the local authority's client caseload information system (or equivalent).²³</p> <p>Information collected by local schools, academies and alternative providers for the Department for Education's School Census and Alternative Provision and Youth Contract providers.²⁴</p> <p>Key Stage 4 data compiled by schools and academies at pupil level for the production of published school performance tables.</p>
<p>A young person who is not in education, training or employment.</p>	<p>Data feeds from local authorities' client caseload information systems (or equivalent), which indicates whether young people have been identified as not in education, training or employment (NEET) or whether their activities are 'not known'.</p>
<p>Families at risk of homelessness or living in accommodation which it is not reasonable for them to continue to occupy</p>	<p>Local authority housing departments, Registered Social Landlords</p> <p>Information from the local authority and housing providers about 16- and 17-year olds at risk of estrangement from their family which could lead to homelessness.</p>

²² All 16-18 year olds should have a Personal Learner Record (PLR) and most local authorities already have access to this information as registered providers of education and training.

²³ Local authorities are required to encourage young people to participate in education and training and identify those who are not engaged. For most areas, a key part of this is collecting good information about young people with few/ no qualifications and many record these details on a Client Caseload Information System (or equivalent) and others have arrangements in place to gather attainment data from providers.

²⁴ <https://www.gov.uk/government/publications/youth-contract-16-and-17-year-olds>

<p>Parents and families nominated by professionals as being at significant risk of financial difficulties. This may include those with problematic / unmanageable levels and forms of debts, those with significant rent arrears and those experiencing in work poverty²⁵ .</p>	<p>Referrals from organisations specialising in debt and finance, such as the Money Advice Service, Jobcentre Plus and housing providers.</p>
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Claiming an employment outcome – under Universal Credit or other out of work benefits

For a local authority to claim an outcome payment for someone moving into continuous employment an adult in the family must meet one of the following thresholds:

- Working age/legacy benefits (such as Jobseekers Allowance): move off out of work benefits and be in employment continuously for 26 out of the last 30 weeks
- Universal Credit: reach the Average Earning Thresholds (AET)²⁶ or above continuously for 26 weeks out of the last 30 weeks.
- Not required to actively seek employment (i.e. in receipt of legacy benefits under Employment Support Allowance / Income Support type arrangement): move off of benefits or be in continuous employment/earning at or above the AET for 13 weeks.

²⁵ The absolute poverty line varies by family type, recognising that families with children need more income than single people. Latest government data on absolute poverty after housing costs is for 2017/18, where the poverty lines for each family were £400 per week for a couple with two children and £296 per week for a lone parent with two children.

²⁶ An administrative earnings threshold (AET) has been established to ensure that only those claimants on very low pay receive more intense DWP support. The threshold is currently set at £338 per month for a single person and £541 per month for a couple and is assessed against gross taxable pay/earned income (Self Employed earnings do not count towards this threshold).

Staying safe in relationships: families affected by domestic abuse

Domestic abuse is a damaging and widespread problem for many of the families supported as part of Supporting Families.

Defining the most useful indicators and capturing the most relevant information sources that capture domestic abuse, is not straightforward. This abuse often goes unreported and so agencies must be able to identify what is often considered 'hidden harm'. The suggested information sources below give local authorities the flexibility to draw upon the intelligence of specialist agencies, rather than relying solely on reporting mechanisms. This means the identification of families is likely to lend itself to referral-based models, rather than the cross-referencing of larger datasets.

Supporting Families applies the following agreed cross-government definitions of domestic abuse: 'any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. Abuse can encompass, but is not limited to psychological, physical, sexual, financial and emotional.' Domestic abuse also includes so-called 'honour-based' violence (which includes female genital mutilation and forced marriage) and can include stalking. So called 'honour based' violence is a crime or incident which has or may have been committed to protect or defend the 'honour' of the family and/or community and can be committed by individuals or multiple perpetrators. Sexual violence is defined as any sexual act or attempted act committed against someone without their consent, regardless of the relationship to the victim.

Individuals who are victims of abuse may be any gender, adults or children. Where a child is a victim of violence or abuse, for the purposes of eligibility for Supporting Families, they should be included as a 'Child who needs Help'. Where the perpetrator is a child, for the purposes of eligibility for Supporting Families, they should also be included in the 'Child who needs Help' criteria.

Indicator	Suggested Information Sources and data feeds (see data sharing annex for guidance on the data sharing legislation)
The family includes at least one of the following...	
A young person or adult known to local services has experienced, is currently experiencing or is at risk of experiencing domestic abuse.	Referrals from local domestic abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the police, Children’s Services and Youth Offending Teams. Police data feeds.
A young person or adult known to local services has experienced, is currently experiencing or is at risk of experiencing sexual violence or abuse.	Referrals from local sexual violence and abuse services or professionals, such as Independent Sexual Violence Advisors (ISVAs), health services, the police, Children’s Services and Youth Offending Teams. Police data feeds.
A young person or adult known to local services has experienced, is currently experiencing or is at risk of experiencing ‘honour-based’ abuse.	Referrals from local honour-based violence services or safeguarding professionals, such as health services, the police, and Children’s Services. Police data feeds.
A young person or adult who is known to local services as having perpetrated an incident of domestic abuse in the last 12 months.	Local police data and intelligence. Referrals from local domestic abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the police, Children’s Services and Youth Offending Teams.

<p>A young person or adult who is known to local services as having perpetrated an incident of sexual violence or abuse in the last 12 months.²⁷</p>	<p>Local police data and intelligence. Referrals from local sexual violence and abuse services or professionals, such as Independent Sexual Violence Advisors (ISVAs), health services, the police, Children's Services and Youth Offending Teams.</p>
<p>A young person or adult who is known to local services as having perpetrated an incident of so-called 'honour-based' violence or abuse in the last 12 months.²⁸</p>	<p>Local police data and intelligence. Referrals from local honour-based abuse services or professionals, such as safeguarding professionals, health services, the police, Children's Services.</p>
<p>The household or a family member has...</p>	
<p>Been subject to a police call out for at least one domestic incident, including for so-called 'honour-based' abuse, in the last 12 months.²⁹</p>	<p>Information from the police, Multi-Agency Safeguarding Hubs (MASH) and Multi-Agency Risk Assessment Conferences (MARAC). Referrals could also come in from schools.</p>

²⁷ The time limitation is to ensure the data share is proportionate and in line with the requirements of the Data Protection Act. However, local authorities and their partners (particularly the police) can agree alternative local arrangements whereby information covering a longer period of time is shared where relevant. This is permissible and in line with the programme's broader policy objectives.

²⁸ As above

²⁹ As above

Living well, improving physical and mental health and wellbeing: Parents and children with a range of health needs

The national evaluation shows that complex families have disproportionately high levels of health problems compared with the general population. Health needs for families are costly and have a significant impact on the whole family.

Supporting Families seeks to reach families with a range of physical and mental health needs which are being poorly managed, affecting the whole family and in need of greater support and coordination.

The indicators and information sources below are the outcome of extensive discussions with local authorities, the Department of Health and Social Care, Public Health England, NHS England and NHS Improvement. They reflect three main health priorities: mental illness, substance misuse, and expectant or new parents living in vulnerable circumstances and in need of coordinated and sustained support.

Indicator	Suggested Information Sources and data feeds ³⁰
The family includes at least one of the following...	
An adult (who has parenting responsibilities) with mental ill-health across mild, moderate or severe needs. ³¹	Referrals from Community Mental Health Services, local GPs, midwives, health visitors, children’s centres and family hubs.
A child with mental ill-health across mild, moderate or severe needs. ^{32,33}	Referrals and information from Child & Adolescent Mental Health Services, Community Mental Health Services, local GPs, education psychologists, Mental Health Support Teams around schools, Designated Mental Health Leads in schools ³⁴ , school Special Educational Needs Coordinators (SENCOs), and School Nurses.
An adult with parenting responsibilities and a substance misuse problem, a child with substance misuse issues themselves or a child exposed to substance use in their home environment.	Information drawn from the National Drug Treatment Monitoring System. Referrals from local GPs, the police, local substance misuse support services, schools or colleges, or social care.

³⁰ See data sharing annex for guidance on the data sharing legislation.

³¹ The adult does not need to be receiving specialist treatment.

³² The child does not need to be in receiving specialist treatment.

³³ This report provides information on recognising and working with young people with mental health in schools:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/508847/Mental_Health_and_Behaviour_-_advice_for_Schools_160316.pdf

³⁴ Information on new mental health support in schools and colleges can be found here:

<https://www.england.nhs.uk/mental-health/cyp/trailblazers/>

<p>Expectant or new parents, with a mental health or substance misuse problem and other health factors which may affect their parenting, or a young child where there are concerns regarding their physical, social or emotional development.</p> <p>This could include mothers who are receiving a Universal Partnership Plus service or participating in a Family Nurse Partnership³⁵.</p>	<p>Data shared from early years settings & early years professionals, referrals from health visitors, midwives, family nurses or local GPs.</p> <p>Information from the Local Child Health Information System.</p>
<p>Adults with parenting responsibilities or children who are nominated by health professionals as having any mental and/or physical health needs of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes.</p>	<p>Referrals from health professionals, including GPs, midwives, health visitors, family nurses, school nurses, drug and alcohol services and mental health services.</p> <p>Information from the Diabetes Prevention Programme.</p>

³⁵ Universal Partnership Plus is a service offered by a health visiting team and local services to support families with children under 5 years old who have complex issues that require more intensive support. To note, the Healthy Child Programme is currently being modernised. More information will be available in due course.