

Hampshire Children's Services

Sufficiency Duty Strategy 2016-18



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1. Background to the Sufficiency Duty

The duty to provide or procure placements for Children Looked after (Children in Care) is explicit in the Children Act 1989. This has since been strengthened by the introduction of Sufficiency Statutory Guidance (2010) and the Care Planning, Placement and Case Review Regulations (implementation April 2011).

There is a duty of 'sufficiency' that requires Local Authorities and Children's Trust partners to ensure that, through direct provision or commissioned services, a range of placements sufficient to meet the needs of all children in care are available locally or that there is a plan in place to move towards that position. The regulations require a strategy that describes how Local Authorities intend to provide sufficient care placements for its children in care.

The guidance also requires that the commissioning standards on securing sufficient accommodation for looked after children, also apply to children in need who are at risk of care or custody (referred to as children on the edge of care). This is important since it is preferable, where it is in the best interest of the child, to provide support to avoid the need for them to become children in care.

Like all authorities Hampshire County Council (HCC) has reduced spending by approximately 30% since 2010 and is in the process of delivering a further 15% reduction for the financial year 16/17 with further substantial challenges to the end of the decade. This is being achieved against a backdrop increasing demand on children's social care caused, we believe, largely by better identification of the most vulnerable children. Through pride in the quality of what we do, concern to manage risk and a deeply held commitment towards the welfare of the county's most vulnerable children – the County Council has so far managed to afford a high level of priority to children's social services.

This strategy sets out the overall approach to managing demand and focusing on the right solutions and choices to provide children with the best possible outcome. Part of this provision requires planning and delivering sufficient and high quality accommodation.

2. Introduction

The vision of the Hampshire Children and Young People's Plan (CYPP) is to "make Hampshire an even better place for children and young people, where all of them, including those who are vulnerable or disadvantaged, have the best possible start in life and are supported by the whole community to reach their potential".

The County Council has a proud history of excellence and leadership in children's services. The ambition is to continue to strive to ensure the right help is provided at the right point in time to children and families so that the best outcomes can be achieved and sustained.

The Council places the utmost importance on its responsibilities as a corporate parent. The Children in Care Pledge produced by Hampshire's Care Ambassadors, clearly sets out the expectations of those children and young. The voice of children will continue to influence service delivery and commissioning.

The County Council is committed to meeting the sufficiency duty requirements, ensuring that it has the appropriate range of support resource options available to enable the needs of children in care and on the edge of care to be met in the most effective way and to achieve the best outcomes.

The Council will ensure it meets the accommodation and placement needs of children in need, children in care, care leavers and children on the edge of care in three main ways:

- The Council will work with partners to continually improve and transform services which support the best outcomes for children in care and in need. It will aim to prevent children from needing to be "in care" by offering early help to families, and by supporting children in need to remain at home or with friends and family where this is in their best interests.
- The Council will increase placement choice and capacity and ensure that the placements offer meets, and strives to exceed, the requirements of the National Minimum Standards.
- The Council will improve the suitability of accommodation for children and care leavers including those in the criminal justice system.

This strategy has been developed with due regard to relevant legislation and guidance including (but not exclusively):

- Police and Criminal Evidence Act 1984
- Children's Act 1989
- Care Standards Act, 2000

- Statutory guidance; Safeguarding Children and Young People from Sexual Exploitation, 2009
- Sufficiency of Accommodation Guidance 2010
- Care Planning Regulations 2010
- Children's Homes Regulations, 2011
- Legal Aid, Sentencing and Punishment of Offenders Act, 2012
- Children and Families Act 2014
- Children's Homes and Looked After Children (Miscellaneous amendments) (England) Regulations 2013

3. *The Hampshire Context*

At any one time, there are around 9,000 children in need of social care support from the County Council. Among this number, two groups of children require particularly intensive support:

- children subject to child protection plans – 1,496 children, at the end of December 2015/16, were subject to child protection plans, having been assessed by the Local Authority and other multi-agency partners as being at risk of significant harm; and
- children looked after by the Local Authority – 1,321 children, at the end of December 2015/16, were Children in the care of the Council either voluntarily (with the agreement of their parents), or by orders of the court.

In recent years, the number of children needing support in these two areas has increased significantly, mirroring the national position. Between 2011 and 2014, there was a 61% increase in the number of referrals to Hampshire children's social care; a 43% increase in the number of assessments undertaken; a 51% increase in the number of child protection plans; and a 17% increase in looked after children, especially those between the ages of 10 and 18.

Numbers of children looked after are currently predicted to remain stable year on year. Children subject to Child Protection Plans are likely to increase at a similar rate based on current trends. Re-referral rates are increasing (26%) primarily because of the complexity of families requiring support where children are on the edge of care. Poor parental mental health, substance misuse and domestic abuse ("toxic trio") are a factor in 80% of the families with whom the Children's Services Department work.

Hampshire County Council uses a 'threshold' table to define levels of need among children and families as below:

Level 1	All families and children where there are no specific needs
Level 2	Families where there is a need for support, but this can be met within a specific setting e.g. pre-school or school, and by one single service or agency, i.e. a speech and language therapist providing advice and help
Level 3	A family or child with many needs requiring more than one service or agency to be involved
Level 4 (statutory care)	A family or child with a high level of unmet and complex needs, and in need of children's social care intervention

Widespread research evidence of the long term effects of parental mental health, substance misuse and domestic abuse on children and the learning from serious case reviews has resulted in more children coming into care who may previously not have done so.

First time entrants in to care aged 14 + make up 27.4% of Hampshire's population of looked after children from March 2015 to February 2016. Nationally it is recognised that the outcomes for first time entrants to care as teenagers is poor and often they gravitate back to their communities and families at the end of the care episodes¹. Adolescent entrants to the system tend to experience a larger number of placements, a more disrupted experience of care, poorer outcomes in education and are at increased risk of struggling when they leave care. This age group makes up 18% of children in need and 7.2% of children on a child protection plan in Hampshire.

Many adolescents in care will still have a relationship with their family, however difficult, and children are often focused on returning to their family and more likely to reject placements² 42.9% of adolescents between March 2015 and February 2016 in Hampshire returned to home from care.

The Council recognises that children who repeatedly go missing can be exploited. There were in excess of 6,000 missing children reports in Hampshire 2014/15. Incidents of child sexual exploitation are under reported and there are also concerns for children who are trafficked into the UK and find themselves in Hampshire.

¹ **The Pursuit of Permanence: a Study of the English Care System**

Sinclair, I., Baker, C., Lee, J., and Gibbs, I. 2007

² Ibid

4. Early help for children and families

The County Council is focused on achieving the best outcomes for children and their transition into adulthood in a way that prevents the need for statutory involvement whilst ensuring there are effective safeguards and protection in place. Effective early help and the right intervention at the right time can help deliver this goal and can support the best use of limited resources.

In 2016-17 the County Council is proposing to create a new Family Support Service in Hampshire, for families with children aged 0-19 years (or up to 25 for young adults with learning difficulties and/or disabilities). This would involve the development of a single service delivered by the County Council which would bring together the work of children's centres, Early Help Hubs (including Youth Support Services) and the Supporting Troubled Families Programme to provide a joined-up, whole-family service to those who are most in need, but who do not meet the threshold for statutory social care. The aim is to slow down the volume of children coming into care and provide a step-up/ step down service to prevent a revolving door into statutory services.

The main benefit to families with children aged 0-19 years would be that they would be able to access support currently provided through one point of contact which would consider the needs of the family as a whole.

The effectiveness of early help services will impact on the accommodation requirements for children in Hampshire.

Priority for action: Establish a new Family Support Service in Hampshire, for families with children aged 0-19 years (or up to 25 for young adults with learning difficulties and/or disabilities).

5. Managing risk for children on the Edge of Care

In order to improve outcomes for children, to respond to the increasing demand and especially address the revolving door for social work interventions, the Council is implementing an innovation and transformation programme which will create the right conditions and capacity for professionals to work effectively with children and families in order to get it right first time for the children. This will slow down the increasing demands of contacts, referrals, assessments and interventions.

The programme involves a stronger focus on the family and environmental risk and protective factors for the child. It also means releasing capacity and enhancing capability of the workforce to ensure work with the whole family and the community to ensure the most effective and sustainable interventions are made at the right time. This will stabilise repeat interventions and manage demand for services and the provision of accommodation in a sustainable way.

The County Council will be testing innovations for children on the edge of care including:

- Family focused shared care – to enable children and families to have time out from each other as a support. Unlike ‘support foster care’ this will not be time limited but provide ongoing support through to adulthood if required.
- A buddy Scheme - volunteers to engage with and support children providing a significant adult to provide an authentic warmth model of support and direction.
- Physical and mental strength based activities and development to build confidence, resilience and positive relationships.

Hampshire is also leading the development of a multi agency Missing, Exploited and Trafficked children team (MET). This team will compliment the Multi-Agency Safeguarding Hub and the Police Child Abuse Investigation Unit and will specifically address the needs of children who repeatedly go missing, are exploited or are trafficked into Hampshire. The distinction to note is there will be a detailed focus on children who repeatedly go missing, including but not solely, children looked after.

Priority for action: Implement an innovation and transformation programme which will create the right conditions and capacity for professionals to work effectively with children and families in order to get it right first time for the children.

6. Foster placements

The County Council will retain a focus on the importance to secure the right placement which offers the best chance of stability and placements for children in care whilst ensuring best value for money. Traditionally this has been achieved through a mixed economy, developing in house carer capacity for around two thirds of placements, supplemented by the use of independent fostering agencies under a collaborative framework contract with other local authorities across the south east region.

A comprehensive placement review has been undertaken during 2015 to inform the Council's future strategy on placements including market development. This is against a backdrop of increasingly complex need, a deficit in the supply of carers and increasing pressure on resources.

The needs analysis shows an average annual requirement for 463 placements across 2013/14 and 2014/15 for all ages (excluding siblings). 43% of these require a level 2 skilled carer (competent to address issues of anti-social behaviour, school attendance issues and high level emotional need) and 16% require a level 3 carer competent to manage children who may have been sexually exploited, abused, permanently excluded from school or physically aggressive). The assessment considered variations in proximity of placements to home and out of county placements due to relative difficulty in recruiting carers, variations due to special requirements and due to the use of independent fostering agencies (IFAs). There is a relatively even gender split in placements and an even age distribution profile.

There are differences in the pricing structures between in-house and IFAs leading to higher costs for independent agencies, especially for children with less complex needs and sibling groups.

As well as standard placements there are a number of "specialist" requirements with specific in-house capacity issues including:

- parent and child
- prevention of offending
- trafficked and unaccompanied asylum seekers
- level 3 need
- those leaving residential placements
- emergency and assessment
- intensive fostering

Priority for action: The Council will implement the new placement strategy to deliver better stability and outcomes for all placements through:

- **Maximising the use of in-house services at levels 1 and 2 and establishing a comprehensive support and training programme to recruit and retain in-house carers and to increase in-house placements for 12 years + at these levels.**
- **Develop relationships between the in-house service and a group of independent providers to provide for level 3 placements.**
- **Commission outcome focused specialist services.**
- **Purchase block contracts for some placements**

7. Adoption

The Adoption Service is an integrated set of teams covering marketing and recruitment, assessment, placement and on-going support. The service works with external agencies and the National Adoption Register service.

The team receives over 600 adoption enquiries a year. During the period April 15 to Feb 16, 142 households attended an Adoption Information Session (AIS) and 85 applications were received. 63 households were forwarded to assessment.

In 2014/15, a total of 73 adopters were approved. From April 2015- Feb 2016, 68 sets of adopters have been approved.

The Adoption Support Team provides a range of support services required under the Adoption Support Regulations for 800 families on the adoptive families data base. The Service has accessed the Adoption Support Fund to support this programme and plans are in place to continue to develop services during the next year.

There has been a decline in the number of new children's plans for adoption referred to the Hampshire's Agency Decision Maker which is in line with the national trend (52 from April 2015 – February 2016 compared to 71 during the same period last year). There have been 76 Adoption Orders made from April 2015 – February 2016, compared to 86 last year.

The adoption journeys and timescales of children and prospective adopters within Hampshire are tracked and discussed at monthly reviews.

Hampshire has proposed to establish a Regional Adoption Agency (RAA) with Portsmouth, Southampton, the Isle of Wight and three voluntary adoption agencies- Adoption UK, Barnardos and PACT, and plans are being put in place to form this.

Priorities for action:

- **Continue to put plans in place to establish the Regional Adoption Agency with Portsmouth, Southampton, the Isle of Wight Local Authorities and three Voluntary Adoption Agencies, and to manage any reconfiguration of the service as a result of this.**
- **Continue to develop a learning pathway for adopters and Adoption Support Services including the learning pathway for adopters.**
- **Continue to strive to improve timescales for adopter assessment.**

8. In-house provision of residential accommodation

The overall vision for Hampshire's Residential Strategy is that children's residential care should be a placement of choice, based on effective assessment of need and careful matching. The strategy seeks to deliver improvements to the lives and outcomes of children through their experience of residential care.

The provision and standard of care across the residential estate will not be less than that expected from a large family home through confident, authoritative parenting within environments that demonstrate individual worth and value.

This Residential Strategy will improve the quality of service and outcomes for children placed in residential care by:

- Creating children's homes that are robust but with a family atmosphere which promotes worth and value
- Providing children's homes in locations where children can have easy access to the community, schools and family
- Managing the Children's complex needs in a stable environment
- Ensuring that the staffing model for children's residential care is consistent and fit for purpose

The Residential Strategy will expand the current in-house residential care provision from 6 to 8 homes. Each home will cater for 4 children (as opposed to the current 6 or 7 in most homes) with one home catering for five. Thus, the overall capacity of the residential estate will be 33 children, similar to the existing capacity. Underpinning to the residential strategy is the implementation of the Emotional Warmth Model of Professional Child Care devised by Cameron and Maginn (The Pillars of Parenting). The starting point of the 'Emotional Warmth' Model of professional childcare is the importance of the relationship between each individual young person and their carer. It sets out to empower those working with children with the knowledge and skills to understand and respond appropriately to the emotional, behavioural and attainment difficulties that are exhibited by the children in their care. Monthly consultations are led by a psychologist to provide both a theoretical perspective and an agreed way of working.

Priorities for action: To complete the expansion of in-house residential care provision and implement the emotional warmth model of professional child care

9. Commissioned residential accommodation

In recognition that in-house fostering and residential provision will not be sufficient to meet all placement requirements for children in Hampshire, a framework contract has been established in collaboration with 10 Local Authorities in the South to provide flexible additional capacity.

As of March 2016 there were 99 children in residential placements with external providers from the private and not for profit sectors. Some of the placements include specialist education provision for those who have been excluded from mainstream Schools or who have specific learning requirements, or a statement of Special Education Needs.

A revised data capture, monitoring and tracking system has been put in place to enable more accurate and regular demand forecasts. This will enable the impact of the placement strategy to be assessed and to inform planning assumptions for residential accommodation requirements. The new commissioning strategy will provide flexibility to respond to improved demand analysis. The contracts will be developed over for commencement on 1st April 2017.

The framework reflects the commissioning standards in national contracts. The joint commission ensures high quality provision including the requirement for all establishments on the framework to have, and to maintain an Ofsted rating of 'Good' or 'Outstanding' and to undertake enhanced DBS checks for anyone involved in the delivery of services to children or young people .

For those children already in a placement, a thorough risk assessment will be carried out to ascertain the viability of the placement continuing. Appropriate move on will be managed should the establishment be found to not meet the requirements of individuals or the risks associated with the placement cannot be managed. It is a priority for the Council to maintain the stability of placements where possible, but without compromising the high standards that are required of establishments delivering the services. Social Work teams carry out regular inspections at establishments as part of the child or young persons contact visits and review.

As described in section 3, the number of children with complex needs is increasing, as is the number of children entering the care system as teenagers. Both of these place additional pressure on finding well matched placements within desired locations to ensure the best possible outcome for the child or young person.

The Council seeks feedback from young people via the social work teams as part of the child or young person's contact visits and review meetings, but it has

been identified that children can find it difficult to communicate openly at such meetings.

Priorities for action:

- **Implement the new data capture and monitoring arrangements to assess the impact of the placement strategy and assess the accuracy of demand forecasting for commissioned placements.**
- **Continue to establish closer relationships with providers to ensure the best possible placement matches, to reduce the risk of placement breakdown which is a particular risk with complex cases and to ensure the very best outcomes for children.**
- **Enhancing the 'Voice' of the child or young person within the commissioning process.**
- **Develop additional means of obtaining feedback from young people.**

9. Secure accommodation

Hampshire maintains its own Secure Children's Home (SCH), Swanwick Lodge. Following a strategic review, Swanwick Lodge will be returning to its optimum capacity to provide support and care for up to sixteen male and female children aged between 10 and 17 years old whose behaviours present a significant risk of harm to themselves or to others. Children who benefit from this provision are likely to have complex needs requiring: on-going assessment; high levels of supervision; multi-agency services; and a period of stability in an environment which is conducive to therapeutic interventions.

For children with special requirements, Swanwick Lodge undertakes an assessment in conjunction with referrers and will facilitate or provide additional support services to ensure that, wherever possible, their needs can be met. Swanwick Lodge can offer accommodation to children with disabilities, dependant on the nature of the disability. One bedroom is wheelchair accessible.

The aim of this SCH is to provide a settled period of residential care within a safe and secure, therapeutic environment which enables children to: access the specialist services that they need to help them recover from experiences which have rendered them vulnerable and disrupted their primary relationships; develop positive stable relationships and attachments; resettle in and contribute positively to their communities; and improve their life chances and outcomes.

Swanwick Lodge is a national resource for children who are detained under the relevant provisions of the Children Act (1989) for 'welfare reasons', specifically because their behaviours (typically absconding) means that they can not be safely accommodated in other accommodation. It provides for Hampshire's Secure Accommodation requirements when required and is available to other Local Authorities (on a spot-purchase basis). The Unit has operated at a reduced capacity of 8 beds pending a strategic review.

Priority for action: The Council will complete the re-commissioning of the full capacity of the unit.

11. Post 16 and leaving care

a) Supported lodgings and staged accommodation 16-21 year olds

Accommodation needs for 16 to 21 year olds, are met through a new 16+ contract for supported lodgings and staged accommodation with a particular focus on 16 and 17 year olds who are homeless or at risk of homelessness and have support needs.

The revised arrangements have reduced the use of Bed and Breakfast accommodation by Children's Services and local councils.

The service aims to meet the needs of young people from a diverse range of cultural and ethnic backgrounds, including, but not limited to:

- Looked After Children (LAC) and Care Leavers
- Single parents
- Couples (where both meet the eligibility)
- Young people with mental health issues
- Pregnant young people
- Young Offenders
- Unaccompanied Asylum Seeking Children
- Rough sleepers with a local connection to Hampshire**
- Young people with learning difficulties.
- Young people with physical difficulties.
- Those from a traveler family background
- Those affected by domestic abuse
- Those affected by child sexual exploitation
- Young people affected by substance misuse
- Young people with complex and chaotic needs
- Those Young people remanded into the care of the Local Authority

16/17 year olds will access Supported Lodgings, in the first instance, unless there is a risk or genuine reason, why this is not appropriate accommodation and they require a higher level of support. The accommodation types include:

Emergency and Assessment beds - to provide emergency accommodation, within Stage 1 provision, with the view that the provider and referrer will work with the young person to mediate them back to their immediate/extended family or previous placement. The E&A beds are available for 1-15 working days.

Stage 1: Shared accommodation - for young people who need a high level of support with staff to be on site 24 hours a day seven days a week.

Stage 2: Accommodation: a 'step down' service from the Stage 1 for those young people who do not require support through the night and are demonstrating some level of independence.

- Supported Lodgings where a young person is placed with a 'host family' with their own room
- Teenage Parent Service to house and support both parent and child, enabling them to access parenting services within the community.

- Self Contained Accommodation for those young people with higher level needs who cannot be in a shared environment due to their specific needs and requirements.

The contract includes block and spot purchase arrangements with a range of providers. In some areas of the county, the New Forest in particular, there are difficulties in delivering staged accommodation resources.

Priorities for action:

- **To address the potential shortfall of around 12 placements in the New Forest**
- **To review overall demand following a full year's operation.**

b) Staying put for those leaving care

In response to the duties within the *Children and Families Act 2014*, Hampshire Children's Services enable care leavers aged 18 to remain living with their former foster carer under a supported lodgings arrangement. This arrangement is called 'staying put'. Care leavers have the opportunity to 'stay put' under these arrangements until their 21st. There are no conditions that the young person must be in education, training or employment to access supported lodgings, however if they are completing an education or training course, the arrangement may continue until the completion of the course. In March 2016 there were 35 care leavers in a 'staying put' arrangement with a former foster carer.

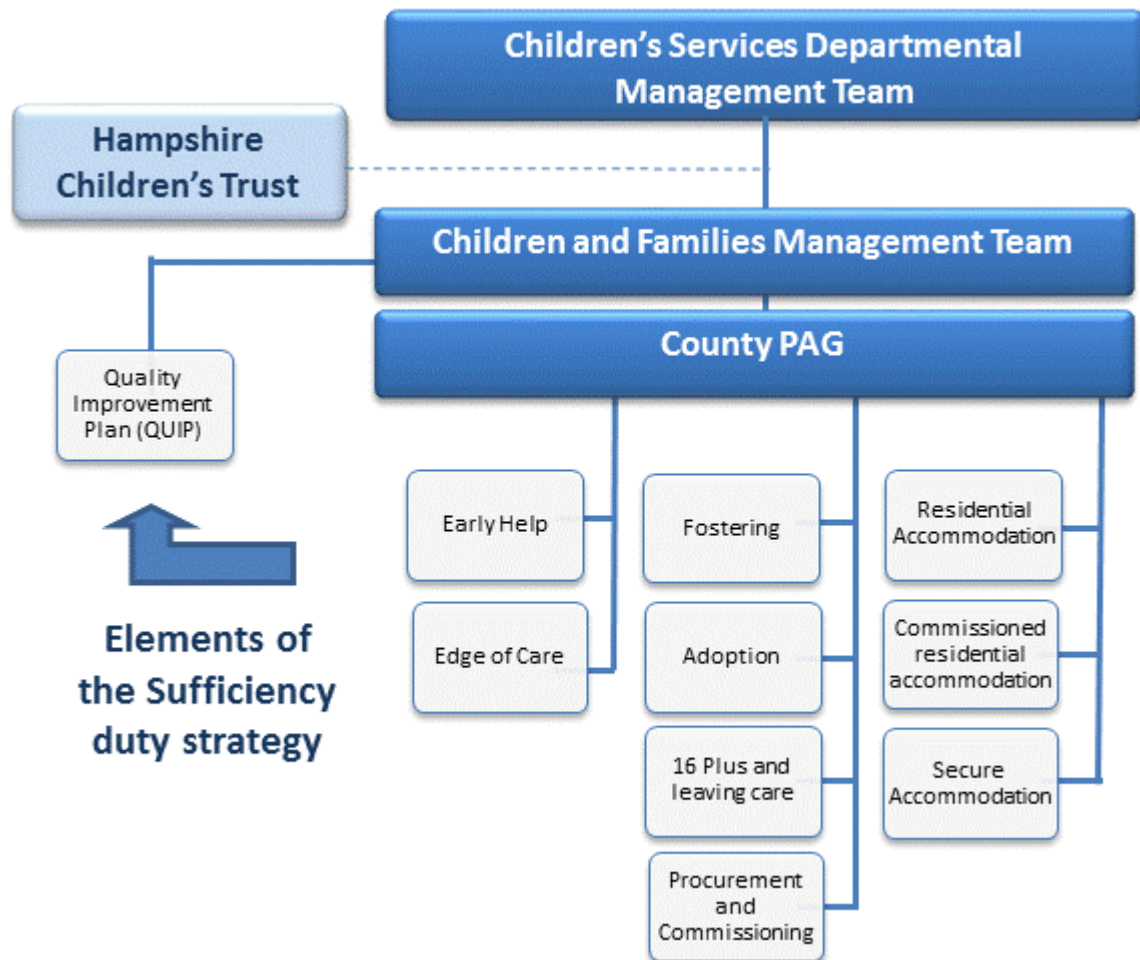
Fee paid foster carers do not receive a skills fee once the young person is 18 years old. For those placements within Independent Fostering Agencies there is negotiation around funding post 18 as current contracts do not define arrangements. In both cases, if the young person is eligible to claim housing benefit they are expected to do so in order to contribute towards the cost of the staying put arrangement.

Not all carers are able to enter into private arrangements due to the impact on their personal financial situation and so the young person would need to move on. This level of disruption at a crucial life transition point can result in a number of negative consequences for the young people. For those in employment this can be particularly difficult as their new accommodation and the distance to their workplace could result in the job no longer being viable.

Priority for action: To explore ways to mitigate risks to outcomes for situations where young people need to move on due to carer circumstances.

12. Governance

There is a clear governance structure for the development and implementation of each element of the strategy to meet the sufficiency duty. There is a service plan for each element and six monthly reporting to the County Performance Action Group (PAG). Key targets are reflected in the Quality Improvement Plan (QUIP) with regular reports to the Children and Families Management Team.



13. Action Plan

	Priority Area / Action	Service Lead	Targets	Deadline
Early help for children and families				
4.1	Establish a new Family Support Service in Hampshire, for families with children aged 0-19 years (or up to 25 for young adults with learning difficulties and/or disabilities).	Jayne Shelbourne-Barrow	To be agreed by July as part of the service planning process with key elements reflected in the QUIP.	March '17
Managing Risk for children on the edge of care				
5.1	Implement an innovation and transformation programme which will create the right conditions and capacity for professionals to work effectively with children and families in order to get it right first time for the children.	Sharon North	As above	
Foster placements				
6.1	Maximise the use of in-house services at levels 1 and 2 and establish a comprehensive support and training programme to recruit and retain in-house carers and to increase in-house placements for 12 years + at these levels.	Amber James	As above	
6.2	Develop relationships between the in-house service and a group of independent providers to provide for level 3 placements.	Amber James	As above	
6.3	Commission outcome focused specialist services.	Amber James	As above	
6.4	Purchase of block contracts for some placements.	Amber James	As above	

Adoption				
7.1	Continue to put plans in place to establish the Regional Adoption Agency with Portsmouth, Southampton, the Isle of Wight Local Authorities and three Voluntary Adoption Agencies, and to manage any reconfiguration of the service as a result of this.	Rachel Reynolds	As above	March '17
7.2	Continue to develop a learning pathway for adopters and Adoption Support Services including the learning pathway for adopters.	Rachel Reynolds	As above	March '17
	Continue to strive to improve timescales for adopter assessment.	Rachel Reynolds	As above	March '17
In-house provision of residential accommodation				
8.1	Expand the current in-house residential care provision from 6 to 8 homes.	Cathi Hadley	As above	
8.2	Implement the Emotional Warmth Model of Professional Child Care with monthly review meetings.	Cathi Hadley	As above	
Commissioned residential placements				
9.1	Implement the new data capture and monitoring arrangements to assess the impact of the placement strategy and assess the accuracy of demand forecasting for commissioned placements	Karen Wright	As above	
9.2	Continue to establish closer relationships with providers to ensure the best possible placement matches, to reduce the risk of placement breakdown which is a particular risk with complex cases and to ensure the very best outcomes for children.	Karen Wright	As above	
9.3	Enhancing the 'Voice' of the child or young person within the commissioning process.	Karen Wright	As above	
9.4	Develop additional means of obtaining feedback from young people.	Karen Wright	As above	

Secure accommodation				
10.1	Return Swanwick Lodge secure CH to its optimum capacity to provide support and care for up to sixteen male and female children aged between 10 and 17 years old whose behaviours present a significant risk of harm to themselves or to others.	John Stacey	As above	
Post 16 and leaving care				
11.1	In some areas there is a risk that these arrangements may not provide sufficient supported lodgings. Children's Services will address the potential shortfall of around 12 places.	Nicki Griffiss	As above	
11.2	The Council will explore ways to develop solutions to support young people where staying put is not viable for carers.	Amber James	As above	