



Family &  
Community  
Services

# Better lives for vulnerable teens

FACS review

Summary paper





NSW Department of Family and Community Services  
September 2014

Acknowledgements:  
Dr Leanne Dowse

# Contents

## Summary paper

<b>1</b>	<b>Scope and purpose</b> .....	<b>6</b>
	The review had two deliverables:.....	6
<b>2</b>	<b>Executive summary</b> .....	<b>7</b>
	Overview .....	7
	Why did FACS conduct this review? .....	7
	How did FACS undertake this review?.....	8
	What did the review find?.....	8
<b>3</b>	<b>The case for change</b> .....	<b>10</b>
	This review is about improving outcomes for very vulnerable children and young people .....	10
	Why is this cohort a focus for FACS? .....	11
	The review’s approach.....	12
	Should we invest in the teen years? .....	14
	A supportive policy context .....	14
	Current service system issues and opportunities.....	15
	Reform options: evidence and good practice .....	18
<b>4</b>	<b>Reference List</b> .....	<b>20</b>

# Minister's message

I'm honoured to introduce this in-depth review of the lives of vulnerable teenagers in NSW.

As a community, we have no more important task than to ensure that our children and young people grow up healthy and safe.

The adolescent years are a time of discovery, change and transition out of childhood. We know the teenage years are a key period of rapid psychological and biological growth.

For most young people, the path to adulthood has a few bumps along the way. But for some, the story can be quite different. For a young person who has never known stability or effective parenting in their early years, the bumps in the road can be more like impenetrable barriers. This group faces a higher risk of falling into serious harm – such as homelessness at a young age, substance misuse or contact with the criminal justice system.

This review tells us how we can do a better job of reaching out and helping vulnerable young people during this period to make sure they are given all opportunity to meet their life milestones along with their peers and to take part in society as independent, productive adults.

There is a lot of food for thought here. I look forward to working with the Department of Family and Community Services, representatives and stakeholders in the child protection community to follow through on the opportunities for improvement outlined in this paper.

Brad Hazzard MP  
**Minister**

# 1 Scope and purpose

There is a cohort of highly vulnerable teenagers in NSW who are at high risk of disconnection from their families or who are currently disconnected from or living away from their families, often following state intervention. For this cohort of teenagers there are well documented, interrelated risk factors associated with entry to or experience of out-of-home care, homelessness, involvement in the justice system, early disengagement from learning, drug and alcohol misuse and mental health problems.

The purpose of this review is to identify potential reforms that could deliver improved outcomes for this cohort of highly vulnerable teenagers nine to 24 years of age. This includes developing a strategy specific to the Department of Family and Community Services (FACS) and identifying broader systemic changes or reforms.

The scope of this review includes:

- establishing the extent and nature of the issues associated with this cohort of highly vulnerable teenagers through collation and analysis of the available evidence. This may include identifying client segments within the cohort, where more specific or specialised reforms ought to be targeted
- articulating the outcomes that FACS is seeking to achieve in relation to this cohort of highly vulnerable teenagers
- developing a FACS-specific strategy for reform within services funded or delivered by FACS
- identifying issues and areas of potential change or reform related to other NSW Government portfolio areas and/or Australian Government responsibilities that could be discussed or taken forward in other forums.

**The review had two deliverables:**

1. to provide a strategy with options, to ensure that over the coming four-year period FACS has the reforms, policies, practices and strategies in place to better enable it – and non-government organisations, families, carers, young people and agencies of all levels of government – to each play their part in improving outcomes for highly vulnerable teenagers in NSW
2. to provide a paper that highlights or predicts the types of issues and interventions required by other agencies and sectors to deliver improved outcomes for highly vulnerable teenagers in NSW.

## 2 Executive summary

### Overview

The teenage years form a time of rapid development, new challenges and the important passage towards adult independence. By drawing on the resources of their own families, peers, teachers and the wider community, the majority of teenagers succeed in managing this transition to independence.

In contrast, a small proportion of young people struggle to develop the necessary skills to become independent, functioning adults and face the risk of profound dysfunction and harm.

It is this most vulnerable group that is the focus of this review.

Young people can become vulnerable as a result of a mix of disabilities or cognitive impairment, mental health issues, or significant long-term adverse family experiences. These factors may compound and lead to further risk factors such as trauma, challenging behaviours, the misuse of alcohol and drugs and exposure to abusive relationships.

As a result, vulnerable young people are at high risk of instability and homelessness, disengagement from school, exclusion from services, poverty, and interaction with the criminal justice system.

The most vulnerable young people have complex needs that are not met by conventional health, education, family or community support programs. Earlier intervention and tailored person-centred services are vital to address these specific needs, in order to halt the decline into serious social disengagement, which may only become obvious in the teen years.

To date, these programs have been distributed among a number of NSW Government agencies and funded partners – principally FACS, Education and Communities, Justice and Health.

While many services provided or funded by these agencies are effective, the targeting and provision of services are not well coordinated across agencies, and lack a coherent focus.

There is a clear need for a new approach to vulnerable young people in NSW.

### Why did FACS conduct this review?

FACS has several very good reasons to take the lead in improving support for vulnerable young people.

Many vulnerable young people have had contact with FACS or its funded services early in their lives. This means FACS has the opportunity to galvanise early intervention around these young people. Vulnerable young people place repeat demands on high cost crisis services that are funded or provided by FACS, whereas earlier and more integrated services would achieve better

results for young people and potentially a far greater return on investment for the community.

Moreover, despite repeated interventions from multiple agencies including FACS, vulnerable young people continue to experience poor outcomes. It is time to get better outcomes for them.

The Minister for Family and Community Services has therefore asked FACS to establish the extent and nature of the issues associated with highly vulnerable teenagers through collation and analysis of the available evidence, to outline strategies for FACS and to identify shared priorities to discuss across government.

### How did FACS undertake this review?

Community Services, on behalf of the FACS Executive, led the review in consultation with other FACS divisions, external experts, service providers and young people.

A Steering Group was established to oversee the review and enable current knowledge, available evidence and a diverse range of views from across FACS to be reflected in the review. This group met monthly over six months and also had representation from National Disability Services (NDS), NSW Youth Action and Policy Association (YAPA), AbSec and Yfoundations.

Consultations were undertaken with a range of NSW and Australian Government agencies. An expert advisory panel of leading researchers and practitioners was convened for facilitated consultation on the key issues identified by the Review and for expert input into strategies and recommendations. YAPA and CREATE Foundation undertook consultations with young people about their current experiences with FACS and its funded services.

Dr Leanne Dowse, lecturer in the School of Social Sciences at the University of NSW, was employed as a consultant to review drafts of the review and provide expert input. Dr Dowse is an expert in social policy, disability and vulnerable populations.

### What did the review find?

The review examined the present service system, including the structural, community, and other factors which lead to high vulnerability trajectories. It found that the current fragmented and program-centred service system often contributes to adverse outcomes for vulnerable young people.

Service providers often lack the skills, flexibility and access to services that would provide an adequate system response to this most challenging cohort of young people.

Existing practice is often limited to managing crisis and does not enable positive long term change in trajectories.

There has been a systemic focus on delivering specific kinds of services rather than achieving positive outcomes for a young person. This can lead to the delivery of only part of what the young person needs, in isolation from the other parts, or to examples of 'not my client', where young people are told that every door is a 'wrong' door.

FACS and the broader service system have a responsibility to improve outcomes for vulnerable young people, especially those under the parental responsibility of the Minister for Family and Community Services. For young people leaving the care of the Minister, planning and after care support are often not at the levels needed to avoid future risks and costs.

To achieve a full life, all young people need to make a transition to independent living. For vulnerable young people, the desired result is to see decreased dependence on services and welfare, matched by increased normal interdependence with family (in all its forms), peers, the workplace and the community. Participation in education and employment is a central pathway to this result and is a key indicator that the young person is on a more hopeful trajectory.

To achieve this, a proportion of vulnerable young people leaving out-of-home care may require person-centred and flexible support that is provided into their early 20s. The current limitation of service provision to a young person when they turn 18 years of age does not account for the instability of vulnerable young people's lives, their scarce social resources and their often delayed development. A further consideration is that the onset of mental health disorders peak during the ages of 15 to 24 years.

If a young person is unable to make a sound transition to independence then all the previous investment in that young person can be lost, and far greater costs are likely to be incurred in the homelessness and justice sectors.

The findings collected by the review represent a valuable ongoing resource, containing analysis of available research, identification of good practice and the collection of evidence for possible reforms.

## 3 The case for change

This review is about improving outcomes for very vulnerable children and young people

Many young people experience adversity in life. Most find a way to manage this adversity and participate in community life, primarily through family, education, and employment.

In every jurisdiction, a proportion of children and young people find themselves in very adverse circumstances, with little resilience and such an accumulation of inter-connected issues affecting their lives that their prospects for the future are very poor.

Through research and consultation, the review identifies the following highly adverse outcomes which are not treated here as a risk of some worse outcome, but as end outcomes to be avoided. They are:

- sustained homelessness
- multiple placements in out-of-home care with an absence of 'felt security'
- repeated custody in juvenile justice
- suicide or permanent injury following risky behaviour
- entrenched ongoing vulnerability to abuse and neglect without a protective environment
- early parenthood without adequate parenting capacity or preparedness for adult life – resulting in the removal of the child.

The review draws attention to several causal factors which contribute disproportionately to these adverse poor outcomes in NSW. By doing so, the review is able to articulate strategic recommendations to reduce the proportion of young people who experience the adverse outcomes.

This review does not consider how FACS may work to improve outcomes for all young people or even for all young people with some degree of vulnerability. The focus on young people disconnected from family, or at risk of being so, drives the review to closely examine the experience of young people who are homeless, in out-of-home care, or in the criminal justice system. This approach leads to a strong focus on prevention and early intervention, while also ensuring that those most at risk of experiencing adverse outcomes remain central to proposals for reform.

The review seeks to ensure that FACS, and its partners, are able to work with vulnerable young people so they avoid these adverse outcomes and instead, move towards independence and a full life as valuable members of their community. Central to this approach is recognition that many of the most vulnerable young people have complex needs that current compartmentalised service system arrangements are not geared to meet.

## Why is this cohort a focus for FACS?

For children and young people in the circumstances outlined in the previous paragraphs, FACS is often part of their story before these outcomes are reached.

In the context of broader structural and community factors and insufficient resilience, various combinations of four factors (for a family and individual) are commonly part of the experience of young people who go on to adverse outcomes:

- parental and/or family dysfunction – including family violence and parental maladaptive behaviour
- abuse and neglect
- child and young person with disability – especially cognitive impairment
- child and adolescent mental health issues – especially conduct or personality disorders.

Of concern to FACS is that at least part of the **service system response** can be a fifth major factor contributing to adverse outcomes. This issue was highlighted by the NSW Ombudsman and in consultations with young people, and is confirmed in the literature. The main issue with the service system is a failure to work holistically with children, young people and families towards agreed trajectory-changing goals. Instead, fragmented services are often delivered according to program and profession parameters without being shaped by long-term strategy.

The diagram on the next page captures the central dynamic between these five common factors in the broader context of other relevant influences.

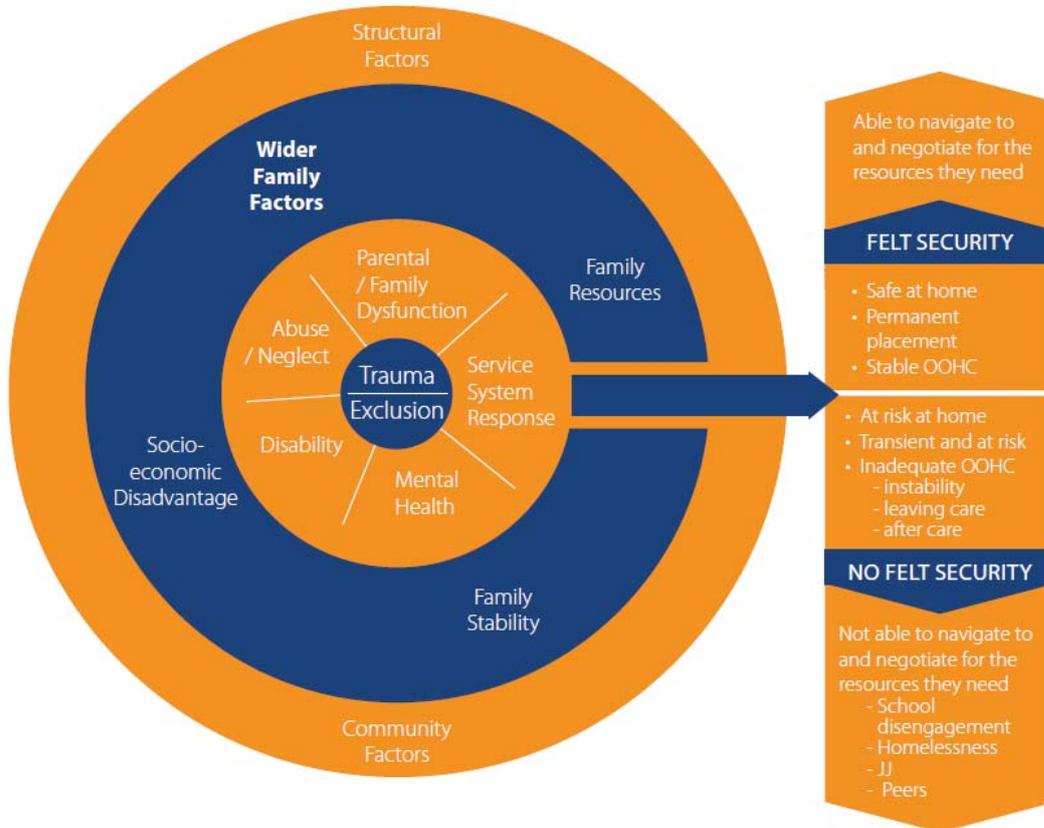
Most children and young people who experience one of the five factors will not progress to sustained homelessness, repeated juvenile justice custody or the other adverse outcomes. The review aims to better understand who does progress to those outcomes and what lessons their stories hold for improving our service systems.

A central experience for many young people who enter the criminal justice system or become homeless is the way that trauma and/or disability affect their cognitive capacity, mental health and behaviour and how their challenging behaviour excludes them from the relationships, experiences, and services they most need. In contrast, where young people do experience effective services and service relationships, they are more likely to experience ‘felt security’ – a nurturing attachment – and strengthen their resilience.

There is a two-sided interest for FACS in the stories of these young people.

First, it is evident that there is a substantial role for the community and all levels of government in ensuring fewer people find themselves in need of crisis services such as social housing or the interventions of the child protection system.

# Outcomes for vulnerable children and young people



Second, the fact that children and young people who experience adverse outcomes usually have some contact with FACS or its funded services early in their trajectory towards those outcomes means that FACS has the opportunity and responsibility to respond more effectively and to galvanise better responses across government and community.

## The review's approach

Most young people with socio-economic disadvantage, cognitive impairment or mental health issues, without other contributing factors, do not go on to homelessness or juvenile justice custody. However, when clustered with family dysfunction, violence, or abuse, these factors do contribute notably to adverse outcomes (NSW Law Reform Commission, 2012). Young people affected by these factors can compound the issues facing them with alcohol or drug misuse, early parenthood, or anti-social peer associations. For a significant number of young people, a core part of their trajectory towards adverse outcomes is the trauma they have experienced as a result of abuse or neglect and their subsequent involvement in the child protection system.

In developing a FACS strategy for change, the review has therefore taken the following approach:

- Unaccompanied homelessness and juvenile justice custody are used as the main end-point adverse outcomes to avoid because:
  - while they often follow experience of abuse and neglect, where it occurs, these outcomes rarely precede involvement with the child protection system (Australian Institute of Health and Welfare, 2012a)
  - these outcomes provide significant populations where analysis of young people's experiences provide wider insight (whereas the suicide or permanent injury cohorts are likely to provide less generalisable experiences)
  - out-of-home care instability, risky behaviour, ongoing vulnerability to abuse and early parenthood all relate to discussion of the child protection system and/or interactions with the justice system.
- By working back from the experiences of key cohorts within the justice and homeless populations, we are able to develop strategies which will improve outcomes for vulnerable young people more broadly.
- The child protection system is discussed because abuse, neglect, and/or separation from family are adverse outcomes in their own right and because of its relevance in preventing or contributing to highly adverse outcomes for a significant proportion of the young people who currently progress into sustained homelessness or repeated Juvenile Justice custody.

The experiences of vulnerable young people that are presented in this way throughout the review underline the importance of changing the way services are delivered – from doing things to and for young people, to working holistically with them. This involves moving service delivery by FACS and its partners from a 'problem and program' approach to a 'person and place' approach.

In the context of an existing policy-focus on children from birth to eight years, the review is primarily concerned with improving outcomes for children and young people who are known to be vulnerable from nine to 17 years.

Young people likely to experience highly adverse outcomes are often well known to teachers, police or other professionals during the middle years (ages nine to 14 years). However, it is clear from research and consultations that for vulnerable young people to successfully transition to independence, it is necessary to consider their needs for support beyond the age of 17. The age of 24 years has been chosen as the upper limit, as this is consistent with the NSW definition of young people and there is evidence that some very vulnerable or developmentally delayed young people need support to that age. Only considering the years up to 17 would have left the review unable to address the issues that commonly undermine the critical transition-to-independence phase.

For vulnerable young people, the desired result is to see decreased dependence on services and welfare matched by increased normal

interdependence with a family (in all its forms), peers, the workplace and the community. Participation in education and employment is a central pathway to this result and a key indicator that the young person is on a more hopeful trajectory.

## Should we invest in the teen years?

Adolescence and early adulthood is a critical developmental period in our lifespan, especially in terms of social and emotional wellbeing. As a time of growth and development, including significant brain development, adolescence is a time of possibilities rather than of already-determined outcomes. It is also a time of vulnerability.

Proportionally, young people from 13 to 15 years (particularly young women) are more likely to be reported as at risk of significant harm than children from seven to 12 years (Community Services Annual Statistical Report 2010/11) but less likely to get a face-to-face response. The likelihood of police taking legal action against young men rises to a peak at 18 years of age, while young women reach that peak at 15 and 16 years (Australian Institute of Health and Welfare, 2012b). The onset of mental disorders peaks during the ages of 15 to 24.

Strategic investment in these years offers the opportunity to intervene at a time when some vulnerabilities commence or become more evident, and before lifetime trajectories are firmly set.

## A supportive policy context

NSW, like a number of other jurisdictions internationally, has invested in the early years of children's lives to improve outcomes and reduce the need for later and more intrusive interventions. However, in the shadow of this investment has been substantial neglect of the middle years (ages nine to 14) and teen years. While policy and strategy for the middle and teen years has drifted, our understanding of child and adolescent development has changed and children and young people's development and social experiences have altered. It is time to catch up.

*NSW 2021* (NSW Government, 2012) outlines some whole-of-government policy objectives which give this review its focus.

*Goal 13: Better protect the most vulnerable members of our community and break the cycle of disadvantage*

*Goal 15: Improve education and learning outcomes for all students*

*Goal 17: Prevent and reduce the level of re-offending*

The NSW Commission of Audit has laid the framework for taking a different approach to difficult policy problems like this one with decision making at the

local level, greater private sector involvement, workforce flexibility, evidence based decisions, collaboration and coordination and budget restraint.

Under these directions, FACS has committed to enable vulnerable people to participate fully in NSW social and economic life and build stronger, more sustainable and inclusive communities.

Where service delivery is shaped by programs and service-provider cultures, rather than according to the total needs and strengths of people, current services fail to:

- engage the people who most need support before existing vulnerabilities compound
- move vulnerable people off established trajectories toward adverse outcomes
- assist vulnerable people to move towards an independent and productive lives that enhances the communities in which they live.

Examination of the challenges facing vulnerable young people reinforces the need for FACS and other agencies to continue progress towards placing people at the centre of our services.

Reports from the NSW Ombudsman and feedback from stakeholders make it clear, however, that FACS is not yet where it needs to be to achieve better outcomes.

## Current service system issues and opportunities

The following central issues for resolution have been raised through the consultations and literature in relation to the current service system in NSW.

### Structural factors contribute to vulnerability

- **Disadvantaged communities have inequitable access to quality services, infrastructure and employment** – adequate structural investment in therapeutic support, family strengthening, health services, educational engagement, employment opportunities and income support is essential to enable disadvantaged young people experiencing to avoid adverse personal outcomes and the need for costly crisis services. Improving social inclusion and opportunity is particularly important for Aboriginal young people, unaccompanied humanitarian minors and young people in remote communities.
- **Accessible ‘universal’ and targeted interventions early in life provide valuable returns on investment, particularly for disadvantaged populations** – the lessons and successes of early-year strategies should be built on to improve outcomes for older children and young people.
- **Effective educational engagement is a good preventative measure in itself** – the capacity of schools to engage and retain students with complex needs is critical. Schools are ideal sites for early identification and

intervention in adverse trajectories as they are a universal service platform. Effective early intervention partnerships based in schools will help children and young people with complex needs to stay engaged with education.

- **Educational re-engagement and employment are central for moving young people out of emerging adverse trajectories** – schools, and vocational education and training providers are strategic points for community access and service integration within a place-based response to vulnerable young people.
- **For children and young people with mental health issues and cognitive impairment, effective early interventions can prevent the worst of outcomes in the teen years and deliver a strong return on investment** – the service system needs to be strengthened to avoid the adverse outcomes and high costs that accompany these issues.

The current structure of the service system could be seen as actively contributing to adverse outcomes for vulnerable young people.

- **Young people with multiple and complex needs are not unusual in FACS service systems but current services and partners are often poorly geared to work well with them** – these young people face a fairly common range of issues, yet their needs are ‘rendered complex’ by a service system that is fragmented, uncoordinated and hard to navigate.
- **Many service providers are reluctant to engage young people affected by combinations of abuse, disability, mental health, trauma, homelessness and alcohol or drug misuse** – this is because they do not have access to either in-house skills or partner services necessary to make a real difference. Without an adequate system response, the trajectory for these few young people will invariably consume substantial resources over time.
- **The silo-ing of resources and data means that service providers can feel that their job is done when a specific service has been delivered, regardless of whether it is achieving any real outcomes for the young person** – it also leads to examples of ‘not my client’ where multiple factors mean that young people are told that every door is a wrong door (NSW Law Reform Commission, 2012: 21–24; Rosengard et al, 2007).
- **Current practice, particularly in child protection and homelessness, is often limited to managing crises rather than enabling positive change in family and child trajectories** – in out-of-home care, for instance, lack of expertise can lead to inadequate therapeutic care, placement instability, use of police for behaviour management and poor exit planning.
- **No agency or service system has sole responsibility to support or intervene with children and young people whose cognitive impairment does not meet the diagnosis of intellectual disability** – their level of over-representation in juvenile justice could be taken as a measure of the extent and impact of this strategic error. There are some non-government

organisations who work with this group but service coverage is patchy and not part of a strategic approach.

- **FACS and the broader system have a responsibility to improve outcomes for vulnerable young people** – especially those under the parental responsibility of the Minister, and to maximise the return on investment of public funds.
- **The low percentage of responses to ‘risk of significant harm’ (ROSH) cases represents missed opportunities for intervention to enable children to stay safely at home and avoid out-of-home care or other intensive services** – likewise, ceasing support for vulnerable young people when they turn 18 can result in failure to secure a positive return on several years of investment and increase the risk of adverse outcomes – including for the next generation.

Young people need person centred, holistic responses to escalating vulnerability and complexity

- **The whole service system, not just FACS, needs to deliver person-centred services that match the complexity of issues facing each client** – this should be supported by place-based mechanisms for integration and coordination. The middle and teen years currently lack the policy, strategy and spectrum of services available for children in the early years. Successful early-years strategies provide a template for strategies for the middle and teen years.
- **The current level of integration is inadequate for effective service planning and delivery** – timely and flexible person-centred service delivery, informed by a picture of the whole person’s needs, strengths and views, is important if people are to be enabled to make real changes in their lives.
- **Children and young people of all ages can have a number of ROSH reports before they receive a face-to-face assessment** – these missed opportunities for intervention are even more prevalent for children aged over eight years.

The transition to independence is a critical period for making a long-term difference

- **Ensuring young people make a successful transition to independence is the final measure of whether any strategy has been effective with vulnerable young people** – and is where government secures or loses a return on its investment in young people.
- **For young people leaving care and transitioning to independence, after care support is essential** – it can make a significant long-term difference even for those who start the transition with high vulnerability and volatility. However, leaving care planning and after care support is often not at the levels needed to avoid future risks and costs.

- **Safe and stable accommodation and accompanying support is critical for a sound transition to independence** – yet the limited models of supported accommodation available for young people do not meet the current continuum of needs.
- **With the appropriate supports while still vulnerable** – young people are enabled to deal with the factors which undermine their independence, can become sufficiently connected with family and community, and can participate in education and employment – decreasing their dependence on services.

Young people are clearly key factors in their own stories, making their own decisions along the way within the choices available to them. However, often the behaviours that exclude children and young people from school, alienate them from family or carers and frustrate service delivery are directly linked to the trauma, disability or mental health issues which made them vulnerable in the first place. To achieve better outcomes, it is the adults around these young people – families, communities and services – who need to learn to deal better with the underlying causes of vulnerability and the resulting challenging behaviour.

### Reform options: evidence and good practice

The research literature identifies what works to protect vulnerable young people from trajectories to adverse outcomes, at individual, systemic and structural levels:

- early identification and intervention to address risk factors before they lead into significant adverse impacts for children and young people. This includes individual risk factors (for example mental health, challenging behaviour, cognitive impairment, abuse, neglect and resultant trauma) and family factors (for example violence, parental mental health and substance use)
- addressing conduct disorders early. This is particularly effective for sustaining engagement with education and other services and for avoiding contact with the criminal justice system
- person-centred and flexible support for vulnerable young people and families. This requires skilled generalists backed up by specialists; the coordination of diverse agencies' staff, resources, and professional cultures; shared information and decision making; and intervention at the intensity and for the length of time required
- children and young people in out-of-home care benefit from felt security, which is supported by early decision-making regarding placement permanency and trauma-informed therapeutic care
- mentoring and alternative, flexible education and training options linked to employment support to maintain engagement or re-engage vulnerable young people

- supported accommodation options for vulnerable young people to maintain independent tenancies and avoid recurrent homelessness
- support for vulnerable young people throughout and beyond their transition to independence, including after care, extended foster care and other services addressing mental health, substance use, trauma and cognitive impairment. This enables them to develop the resilience and skills they need to live independently and ensures a return on the investment already provided through out-of-home care and other services
- a clear policy framework that articulates a consistent, integrated system-wide approach to identifying and supporting vulnerable young people and provide a basis for building systemic capacity
- governance mechanisms to implement integration at a local level that utilise a place-based approach, with schools as a focal point for collaborative practice.

## 4 Reference List

Australian Institute of Health and Welfare (2012a). Children and young people at risk of social exclusion: links between homelessness, child protection and juvenile justice. Data linkage series no. 13 Cat. No. CSI 13. Canberra: AIHW.

Australian Institute of Health and Welfare (2012b). Girls and young women in the juvenile justice system: 2010–11. Bulletin no. 107. Cat. no. AUS 162. Canberra: AIHW.

NSW Department of Family and Community Services, Community Services, January 2012, *Annual Statistical Report 2010–11*.

NSW Government, 2012, *NSW 2021: A plan to make NSW number one*.

New South Wales Law Reform Commission (2012). *People with cognitive and mental health impairments in the criminal justice system*, Report 135.

Raman, S., Inder, B., & Forbes, C. (2005). *Investing for success: The economics of supporting young people leaving care*. Centre for Excellence in Child and Family Welfare, Melbourne.

Rosengard, A. Laing, I. Ridley, J. & Hunter, S. (2007). *A Literature Review on Multiple and Complex Needs*. Edinburgh: Scottish Executive.