Youth to Adult (Y2A) Hub: Transitions to Adulthood pilot evaluation

June 2023 Interim Performance Report

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Y2A hub: Transitions to Adulthood pilot evaluation summary

The Youth to Adult (Y2A) hub in Newham seeks to break the reoffending cycle of young adults through tailored, wrap-around support services. The hub co-locates varied commissioned services and statutory support agencies alongside Probation services for 18-25 year olds on probation in Newham.

MOPAC's Evidence & Insight Unit are conducting a performance and impact evaluation of the Y2A hub coinciding with a process evaluation conducted by a team of externally-commissioned academics from Middlesex and Sheffield Hallam University.

This report analyses performance data from probation and the eight hub-commissioned services for the initial funding period of 16 months, from October 2021 to end of February 2023.

Key findings from the initial funding period (October 2021 to February 2023):

- 415 service users accessed the hub, with an average of 218 service users supported each month.
- They are predominantly male, have an average age of 22 & belong to a minority ethnic background.
- 40% of service users served a custodial sentence, 30% a community order & 30% a suspended sentence.
- Over half (54%) of service users most recent offence was violence or drug-related.
- Nearly half (48%) of service users are required to participate in a rehabilitative activity as part of their sentence & a third (35%) to take part in unpaid work.
- Most hub service users have 'Thinking & Behaviour'; 'Attitudes'; & Education, Training, & Employment (ETE) needs.
- Average OGRS scores show hub service users had a 44% chance of reoffending in the first 2 years on release or start of community sentence.
- More than half of service users were referred to at least one hub-commissioned service (& nearly a third to two or more).
- Overall, just over a quarter of cases referred to commissioned services were closed due to drop-put or lack of engagement.
- Service users received a range of support, but some needs may not have been met.
- The characteristics of those not referred to any hub services were not statistically different to those that were.
- Mentoring & Speech/Language Therapy (SLT) services have the largest caseloads supporting a quarter of hub service users.
- **2,240** hub-commissioned service sessions were delivered in the initial funding period, half of these by the mentoring service.
- In general, only a small proportion of service users are reported as 'not at all motivated'.
- Data on outcomes is being captured that will eventually be able to compare service users across a range of progress measures. Illustrations of this are included in the current summary.
- Breach & recall numbers were low & most breaches were withdrawn.



Project background

Reducing reoffending among young adults on probation is a priority for the Mayor's Office for Policing and Crime (MOPAC) & the Ministry of Justice (MoJ).

- Intervening at the young adulthood stage is critical and is a window of opportunity for impact:
 - 18-25 year olds are disproportionately involved in the criminal justice system over a quarter (27%) of adult offenders on probation are aged 18-25 (MoJ, 2019), with a quarter of these expected to reoffend within a year (MoJ, 2023).
 - Research suggests that many young people can become trapped in a reoffending cycle once in the criminal justice system, with convictions often for minor, non-violent crimes (e.g. Borysik, 2020). However, young adults are the most likely age group to 'grow out' of crime and desist long-term (Livingstone et al., 2015).
- Literature suggests 18-25 year old offenders need to be treated differently with specialised support services (e.g. Mason and Prior, 2008):
 - Low maturity levels: It is widely accepted that young people's brains are still developing until the age of 25; behavioural consequences include emotional regulation and propensity to take risks (Harris and Edwards, 2023). Maturation can be hindered by adverse childhood experiences, substance use, and psychiatric or neurodevelopmental disorders (ibid.).
 - **Difficulties transitioning from child to adult support services**: Turning 18 can represent a 'cliff edge' to young people as support teams change and availability reduces, meaning young people can fall through the cracks (Bennett and Corry-Roake, 2021).

Funding & governance:

Pilot was initially co-funded until March 2023 by His Majesty's Treasury via the MoJ, to a sum of £3.19 million.

The hub has been extended by another year, with funding until March 2024 from MOPAC, London Probation, Barrow Cadbury Trust, DLUC, London Borough of Newham and the MoJ.

The hub is governed by the Transitions Programme Board, made up of:

- ✓ MoJ
- ✓ MOPAC
- ✓ Probation service
- ✓ NHS
- ✓ London Borough of Newham

- Several reports highlight the failures of existing support for this group, especially in facilitating transitions (HMIP, 2016) and recognising
 maturity (Justice Select Committee, 2016), with significant consequences for desistance.
- Literature suggests effective community support for young adults on probation requires: tailored, trauma, and maturity-informed services that address multiple needs (Livingston et al., 2015); specialist support for women (Young Women's Justice Project, 2021); mental health and communication screening (Justice Select Committee, 2016); structural support of accommodation and employment.

The **Y2A** hub in Newham sits within this evidence base to test if intervening early in the lives of young adults & providing dedicated provision in the form of the hub model offers a significant opportunity to prevent individuals from becoming entrenched in criminality.

The Hub operating model

- The Y2A hub in Newham co-locates commissioned services and statutory support agencies alongside Probation.
- It provides wrap-around support, tailored to young adults' distinct needs through a trauma and maturity informed approach.
- The Y2A hub ultimately seeks to tackle young adults reoffending by breaking the reoffending cycle (e.g. Clay et al., 2021) through its tailored and expansive wrap-around support services.
- The hub aims to:
 - ✓ Encourage compliance
 - ✓ Promote desistance
 - ✓ Improve life outcomes
 - ✓ Make communities safer
 - ✓ Reduce impact of reoffending on the public sector

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Source: Phillips et al. (2022)

The hub offers:

- A welcoming trauma-informed environment where young adults engage with co-located support services.
- A multi-disciplinary team of staff, trained to work effectively with young adults.
- Wrap-around support for young adults.
- Support for probation staff for tailored case formulation.
- Supported transitions and a bespoke approach for transitions cases.
- Bespoke gender-specific offer for young women.
- User engagement service.
- Integration of existing probation-commissioned ETE 'Maximus' service.
- On-site support from:
 - DWP job centre link worker at hub once a week to provide advice on benefits and employment
 - Local food bank
 - Sexual health clinic

Y2A hub includes 8 commissioned services:

Mentoring service (Spark 2 Life)

October 2021



November 2021

Speech and Language

Therapy service (ELFT)

Housing service (Step Ahead) Young Women's support (Advance Charity)

December 2021



March 2022

Restorative Justice and Mediation service (Belong)

Mental health service (ELFT) **Substance misuse service** (Change Grow Live) Meaningful activities (OMG **Education**)



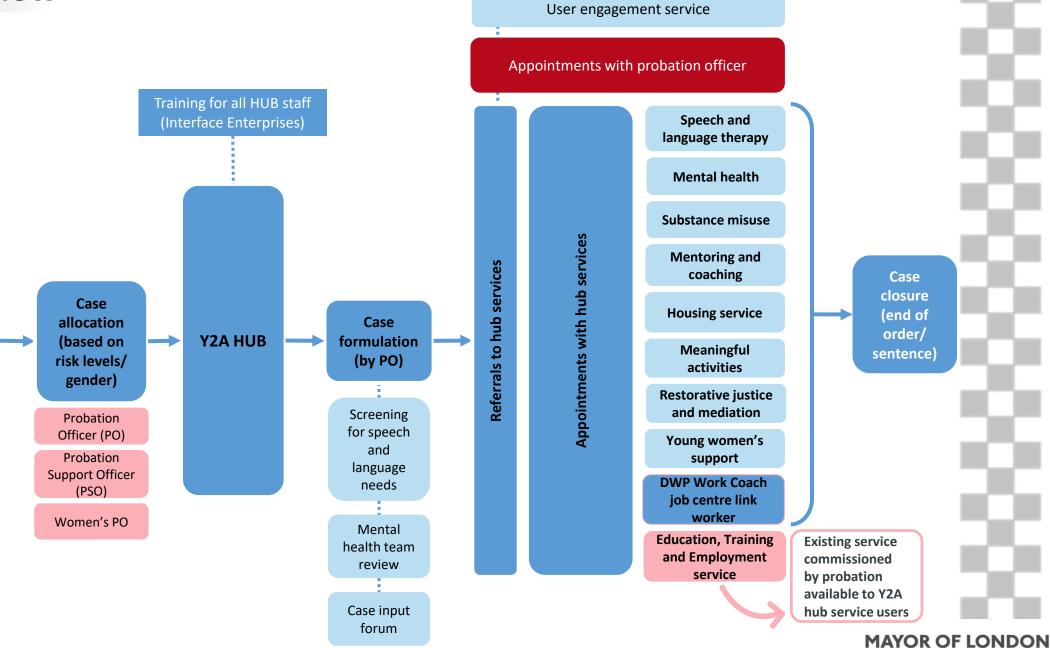
Note: Meaningful activities service was paused between September 2022 till the end of December 2022 due to contractrelated matters.



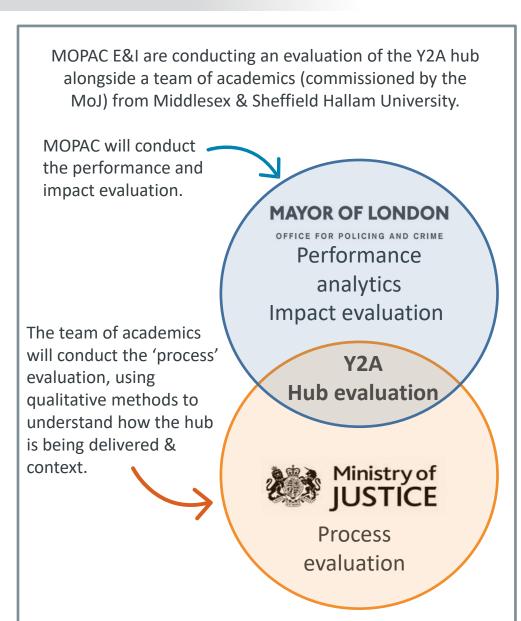
Hub service flow



- · Community and custody cases (6 months prerelease)
- Individuals aged between 17 years and 6 months - 18 years
- **Transitioning** from Newham YOS to adult probation



Pilot evaluation



Key objectives for MOPAC's evaluation are:

- To monitor the throughput of the programme in terms of number of individuals; their demographics; needs; services received etc.
- To assess impact of the initiative particularly on reoffending (breaches; recalls & police contact).

This report analyses performance data from probation & the 8 commissioned services for the initial funding period of 16 months - between October 2021 to end of February 2023.

This report covers the following three areas:

Service user demographics, risks and needs

Hub throughput

Service user outcomes

- Limitations to analysis, please note this report makes it clear where there is missing data.

The process evaluation interim report was completed in March 2023 (Philips et al. 2023).

Impact analysis will be conducted at a later stage:

- November 2023 looking at reoffending of hub service users up until the end of February 2023
- November 2024 looking at reoffending of hub service users up until the end of February 2024

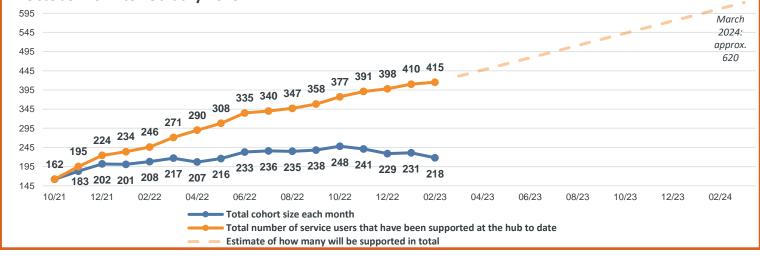
In the first funding period:

- 415 service users were supported by the hub.
- The Y2A hub supported an average of 218 service users a month (SD=22.5).

Looking forward to the end of the next funding period (end of Feb 2024):

 Additional 190 service users expected to be supported, meaning approximately 620 service users forecasted to be supported by the hub.

Total cohort size and total number of service users supported at the hub: Initial funding period October 2021 to February 2023



Note on use of probation data



This report draws on probation data. Y2A hub service users are extracted from probation data as follows:

- 18-25 year olds on probation in Newham
- Has a Y2A probation practitioner allocated
- Is in the community or in custody with less than 6 months left until release. This is because individuals near release are likely to already be in contact with the hub.

Churn of Y2A service users

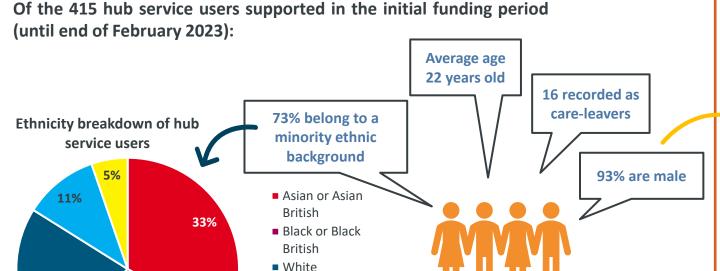
Month	Left	Newly Joined	Remained on the caseload
Oct-21	N/A	N/A	N/A
Nov-21	12	33	150
Dec-21	10	29	173
Jan-22	11	10	191
Feb-22	8	15	193
Mar-22	16	25	192
Apr-22	31	21	186
May-22	20	29	187
Jun-22	22	39	194
Jul-22	5	8	228
Aug-22	14	13	222
Sep-22	13	16	222
Oct-22	10	20	228
Nov-22	28	21	220
Dec-22	21	9	220
Jan-23	14	16	215
Feb-23	18	5	213

- On average, 19 new service users joined the hub each month: From 5 service users (in February 2023) to 33 service users (November 2021)
- An average of 16 service users leave the hub each month: From 5 service users (in July 2022) to 31 service users (April 2022)

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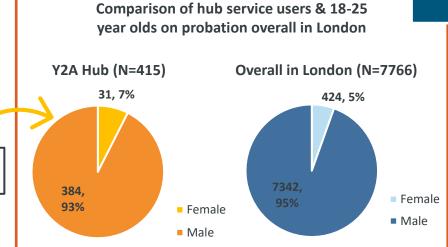
Hub service users are predominantly male, aged 22 & belong to a minority ethnic background

Service user demographics, risks & needs



Mixed

Other ethnic group



	Ag	e*
	Mean	SD
Overall in London (N=7766)	22.3	2.00
The hub (N=415)	21.7	2.00

How does the Y2A cohort in Newham compare to 18-25 year olds on probation in London?**

- Higher proportion of Asian or British Asian (30%) compared to London probation overall (10%). Slightly lower proportion of Black or Black British & White identifying service users in Newham compared to London overall.
- Compared to Newham in general (all age groups) there is a higher proportion of Black individuals in the Y2A hub (28%) compared to 18%.

		Ethnicity										
	Asian or Asian British		Black or Black British		White		Mixed		Other ethnic group		Missing	
	N	%	N	%	N	%	N	%	Ν	%	Ν	%
Overall in London (N=7766)	783	10.1%	2679	34.5%	2021	26.0%	799	10.3%	392	5.1%	1092	14.1%
The hub (N=415)	124	29.9%	118	28.4%	76	18.3%	41	9.9%	20	4.8%	36	8.7%
Borough of Newham in general***	351,030	42.2%	148,187	17.5%	107,947	30.8%	16,419	4.7%	7,175	4.9%	N/A	N/A

^{*}For the hub service users age was calculated at the end of the month when the service user first appeared on the probation caseload

31%

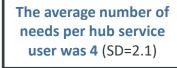
20%

^{**}Please note pan-London probation data was pulled in March 2023

^{***} As per data available from ONS 2021, all age groups.

Most hub service users have 'Thinking & Behaviour', 'Attitudes' & ETE needs

Service user demographics, risks & needs

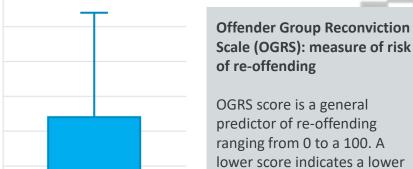


Over 80% (N=336) of hub service users had at least 3 needs



Average OGRS score was 44.1

(SD=24.6): On average service users have a medium chance (44%) of reoffending within two years of release into custody, or start of community sentence.



Distribution of OGRS scores

(N=415)

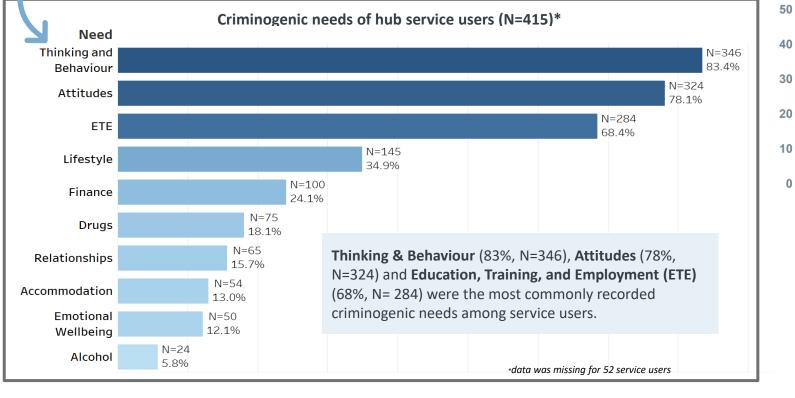
90

80

70

60

predictor of re-offending ranging from 0 to a 100. A lower score indicates a lower risk of re-offending. OGRS scores for hub service users are typically recorded at baseline when a young person starts working with a Probation Practitioner. The OGRS 2 scale is reported on here – referring to chance of reoffending within a 2 year period (MoJ, 2019).



The average OGRS score of Y2A Hub users indicates a slightly higher likelihood to reoffend within two years of release into custody or start of community sentence compared to 18-25 year olds on probation in London overall – 44 compared to 41 for London overall.

Note: this slide includes probation needs and risk assessment data from October 2021 to February 2023. For each service user needs/risk related data was reported as recorded at baseline. Needs/risk related pan-London data was not available for young people on probation, for this reason, we were not able to provide it in this report.

Hub throughput User engagement service **Hub throughput** 170 'engagements' with service users between Appointments with probation officer January 2022 and December 2022. Speech and Training for all HUB staff language therapy (Interface Enterprises) N=35 N= 108 Mental health N=86 **Substance misuse** N=15 Appointments with hub services Mentoring and Referrals to hub services coaching N=105 Young Case adults aged **Housing service** Case closures N=66 18-25 years allocation Case Y2A HUB (N=253) old on formulation (based on Meaningful N=415 activities N=32 risk levels/ (by PO) probation in gender) **Restorative justice** Newham Note: this number refers to and mediation (N=567) case closures, not unique N=9 Screening for РО service users, e.g. some speech & Young women's service users have left the PSO language support N=15 hub and re-joined – they needs **DWP Work Coach** Women's SPOC may be counted twice. job centre link PO worker Mental **Education, Training** health team and Employment review service Case input

N=195

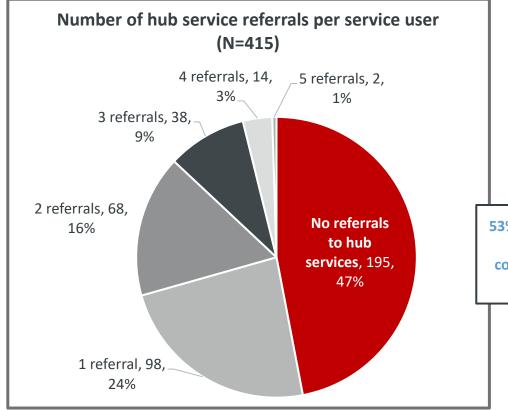
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Over half of service users were referred to at least one hub-commissioned service





Note: alongside the eight hub-commissioned services, hub service users have access to a pre-existing probation-commissioned education, training & employment service for which we do not have data for. It could be that hub service users not referred to one of the eight hub services participated in the ETE service.

195 were not referred

to any of the eight hub-

commissioned services.

53% were referred to at least one hubcommissioned service (N=220).*

Nearly a third of service users were referred to two or more hubcommissioned services.

In February 2023, 80% (N=170) attended an appointment with their probation practitioner.**

services, the proportion referred to at least one service rises to 58%. These excluded service users are those who:

• Joined in February 2023 (N=5) (unlikely to have been referred to services yet).

When we exclude hub service users unlikely to have been referred to

- Were still in custody in February 2023 (less likely to be referred to services).
- Left the hub before the end of December 2021 and were not referred to any services (when only two hub service providers were in operation, see timeline here).

Note: when further excluding hub service users who left the hub before the end of April 2022 (before the end of the mobilisation phase), the proportion referred to at least one service rises to 64%.

^{*} This figure may be higher, as there were some service users who were on the service providers' caseloads (approx. N=19) but not on the probation caseload.

^{**} Note: we have data on probation practitioner appointment attendance from February 2023 onwards.

Hub service users *not* referred to commissioned services have similar needs to those who were

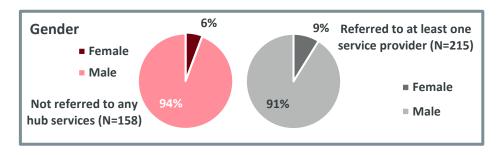
This analysis excludes those service users that were unlikely to be referred from the 'not referred to any hub services' group (joined in Feb 2023, still in custody in Feb 2023, left hub before Dec 2021).

There were some differences by gender & ethnicity between those referred / not referred to services, but these differences were not statistically significant:

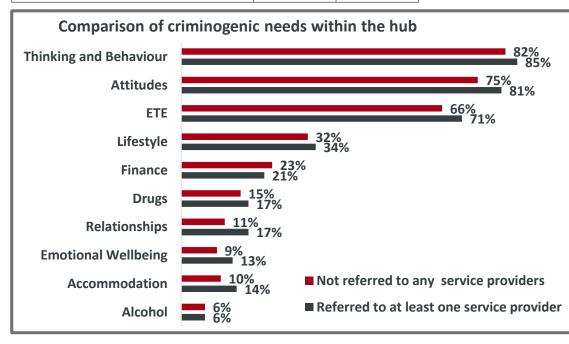
- Female service users slightly more likely to be referred to at least one service provider (8.8% to 5.7%)
- Asian or Asian British & Black of Black British service users are slightly more likely to be referred to at least one service provider

(see here for details on statistical tests used).

Age	Mean	SD
Not referred to any hub services	21.8	2.0
Referred to at least one service provider	21.6	2.1

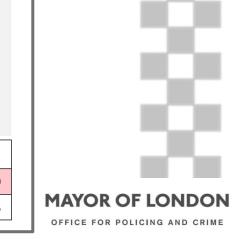


Ethnicity		or Asian itish	Black or Black British		White		Mixed		Unknown		Other ethnic group	
-	N	%	N	%	N	%	N	%	N	%	N	%
Not referred to any hub services (N=158)	48	30.4%	39	24.7%	32	20.3%	13	8.2%	19	12.0%	7	4.4%
Referred to at least one service provider (N=215)	69	32.1%	65	30.2%	39	18.1%	21	9.8%	9	4.2%	12	5.6%



- There were no statistically significant differences between the two groups in the average number of probationassessed needs, proportion of service users reported to have certain needs, nor risk of reoffending (OGRS).
- There was an average of 4.0 (SD=2.0) needs per service user who had been referred to at least one service provider compared to 3.9 for those not referred.
- For eight out of the ten need categories, the proportion of service users requiring support for that need was slightly higher for those who accessed support from service providers compared to those who did not.

OGRS score	Mean	SD
Not referred to any hub services (N=58)	43.7	24.9
Referred to at least one service provider (N=215)	43.0	24.5



Hub throughput

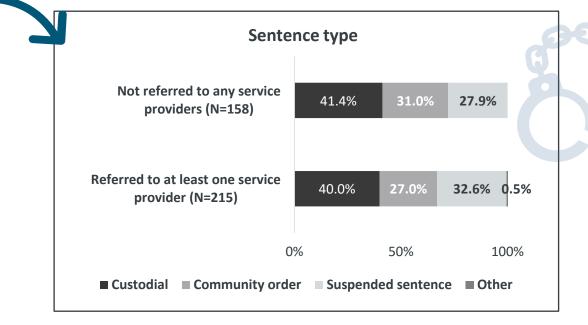
Hub throughput

There were some differences in sentence type between service users who have not & have been referred to at least one hub service provider, but these were not statistically significant:

- Community order (31% not referred compared to 27% referred)
- Suspended sentence (27.9% not referred compared to 32.6% referred).

Service users not referred to any hub services were very slightly more likely to have committed a theft, burglary, robbery & fraud offence (18.4% compared to 15.4%) as well as drug-related offences (24.7% compared to 22.8%) & less likely to have committed a public order offence (3.2% compared to 7.0%).

Again, statistical tests found that offence type was not related to being referred to a hub service or not.



Offence type														
4	Theft, burglary, robbery and fraud		Motoring Drug-re		elated Violence		Sexual		Public Order		Other Offence			
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Not referred to any hub services (N=158)	29	18.4%	22	13.9%	39	24.7%	48	30.4%	6	3.8%	5	3.2%	9	5.7%
Referred to at least one service provider (N=215)	33	15.4%	24	11.2%	49	22.8%	67	31.2%	12	5.6%	15	7.0%	15	7.0%

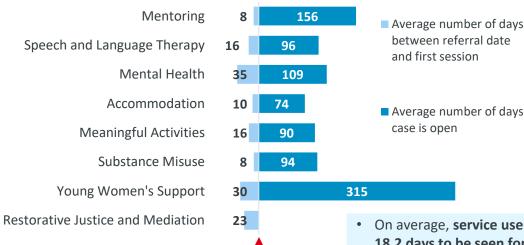
more investigation is needed into staff decision making, referral processes, thresholds of needs, readiness of service users, and consent among hub service users to understand why service users who were and were not referred to any hub services are similar in terms of demographics, risks, needs and sentence/offence type,



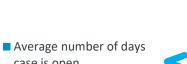
Mentoring and Speech & Language Therapy have the largest caseloads

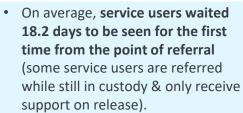


Average time (days) from point of referral to first session, and to case closure



First session



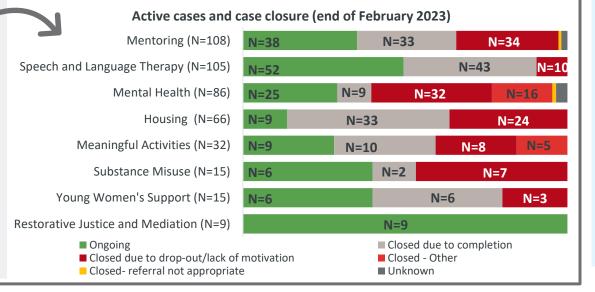


• Mental health service (35 days) & Young women's support (30 days) had the highest waiting times.

- On average, the Young women's service supported service users for the longest (315 days), before case closure.
- All Restorative justice cases remain open.
- Please note: these figures include service users whose cases were closed due to completion or dropout/lack of engagement.

At the end of February 2023:

- Speech / Language Therapy service has the highest active caseload (N=52), followed by the Mentoring service (N=38).
- Approximately a third of cases are still ongoing.
- At least a third of the cases were closed due to completion for five out of eight service providers.
- Overall just over a guarter of cases were closed due to drop-put or lack of engagement.

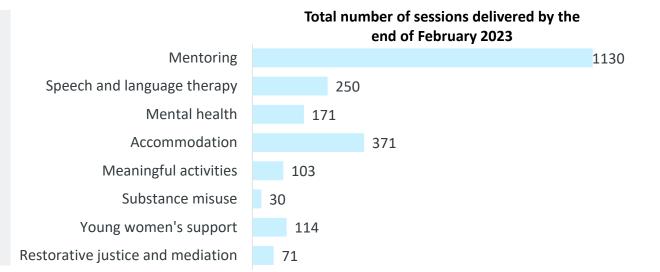


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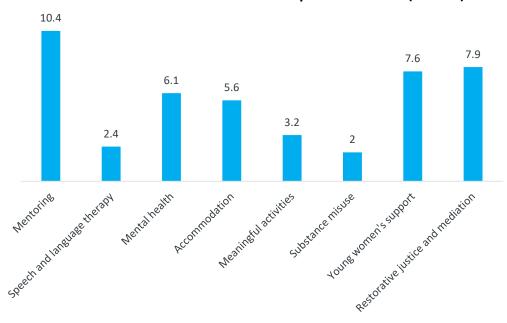
Hub throughput

2,240 commissioned service sessions were delivered in the initial funding period

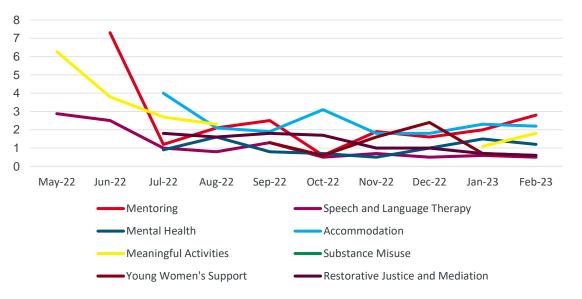
- Across all services, 2240 sessions were delivered by the end of February 2023. This includes sessions conducted face-to-face & over the phone.
- The mentoring service delivered the highest number of sessions across all service providers (N=1130), potentially because it was the first service to start operating at the hub.
- While the Young Women's Support & the Restorative
 Justice / Mediation services have a relatively low
 number of total sessions (114 & 71 sessions
 respectively), they have a relatively high average
 number of sessions per service user (7.6 & 7.9
 respectively)



Mean number of sessions delivered per service user (to date)



Mean number of sessions delivered per service user, per month



Note: data is not available for all services in all months, sometimes due to issues like inconsistencies in data entry by service providers

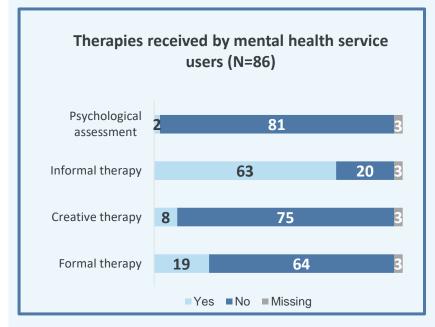


Hub throughput

Mental health service (N=86)

Majority of service users (63%) referred to the mental health service received informal therapy:

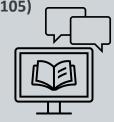




Speech and language therapy service (N=105)

At least 25* service users were recorded as having received a communications passport

* Data was missing for 60 out of 105 service users



Meaningful activities service (N=32)

12 service users attended at least one meaningful activity during their engagement with the service

Half (16) of referrals to the meaningful activities service did not attend any activities – a third of these dropped out due to non-engagement.

On average, engaged services users attended three meaningful activities (M=2.8, SD=1.1).

*Out of a total of 32 service users data was missing for 4

Mentoring service (N=108)

19 attended at least one session of Aspire Higher programme, and 8 service users fully completed it

71 (65%) service users received support related to ETE

34 service users received some type of training related to mentoring



Is support matched to needs?

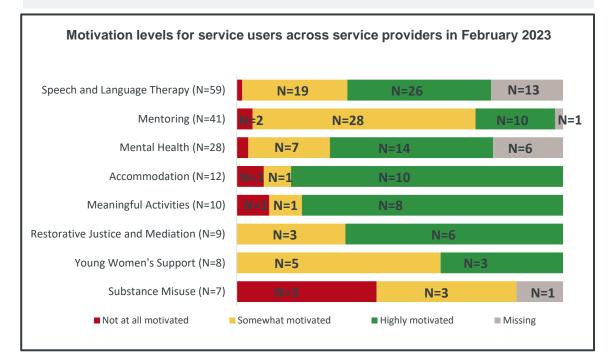
From the performance data:

- 50 service users were recorded as having emotional wellbeing needs. Of those, 9 (18%) were referred to the Mental Health service.
- 54 service users were identified as having housingrelated needs. Of those, 14 (26%) were referred to the accommodation service.
- 84 service users were recorded as either having needs related to alcohol or to drugs, but only 4 (5%) of those service users were referred to the substance misuse service.
- 346 service users were assessed as having needs related to 'Thinking & behaviour', 77 of which were referred to the mentoring service (22.3%).
- 324 service users were recorded as having needs related to 'Attitudes', & 76 (23.5%) of those service users were referred to the mentoring service.

More investigation is needed to understand why some service users do not receive services despite an indication of need in the data. Other factors not measured in the data could include staff decision making, referral processes, thresholds of needs, readiness of service users, and consent among hub service users.

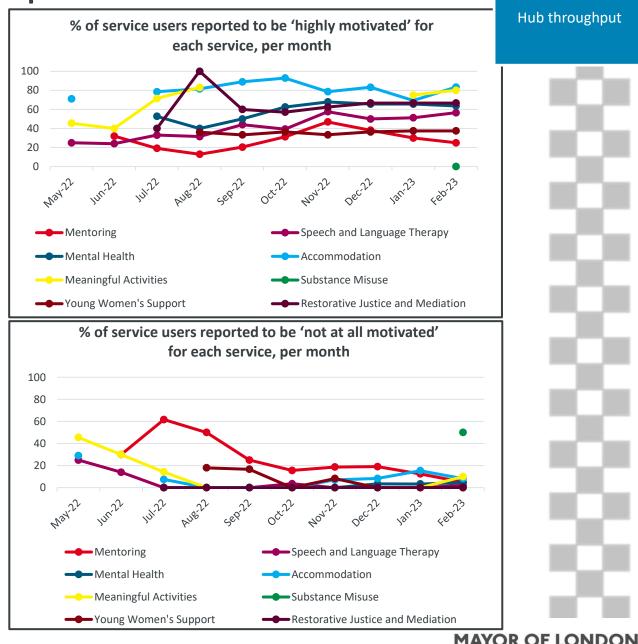
A small proportion of service users tend to be reported as 'not at all motivated'

- In February 2023, at least a quarter of service users receiving hub services were recorded by the providers as highly motivated.
- Monthly trends in levels of motivation have been relatively stable, with a small proportion of service users tend to be reported as 'not at all motivated'



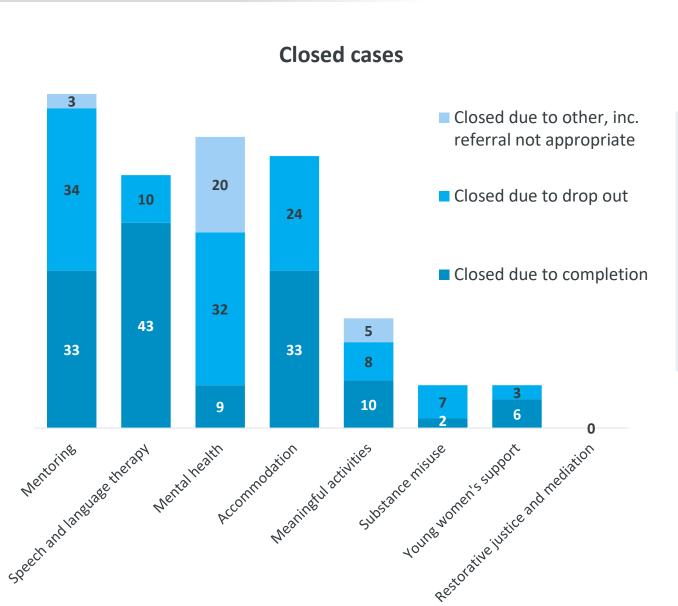
How are motivation levels measured? Each month, service providers are asked to assign a motivation score for each service user on the caseload. Motivation levels are scored on a Likert-type scale: 'Not at all motivated'; 'Somewhat motivated' and 'Highly motivated'.

This measure should be used with care due to subjectivity & is most useful for tracking changes within services over time, not comparing across services due to the subjective nature of the measure.



Mentoring, Speech & Language Therapy, & Accommodation services had the highest number of case completions





- The number of closed cases due to completion range from 0 cases for Restorative Justice & Mediation, to 43 completions for Speech & Language Therapy.
- All services record some form of outcome measure for each service user at two time points: on referral & on case completion, in order to measure distance travelled during contact with the service. This service-specific outcome information is reported on the following slides.



Commissioned hub services are collecting data on a range of service specific outcomes for service users. The number of service users included in data for each service is too small to provide conclusions at this stage. This will be a focus for later reports on this evaluation. Service user outcomes for the two services with data for the largest number of service users are presented below as an illustration.

- The table shows Accommodation service outcomes across referral and latest assessment for all individuals referred, as well as case completions.
- These numbers reflect on the achievements of the individual service users, and are not indicative of programme success.

Accommodation service outcomes		service users :66)	Case completions only (N=33)		
Housing status:	On referral	Latest assessment	On referral	On case completion	
Homeless	3	2	1	N/A	
In an Approved Accommodation	8	5	4	N/A	
In custody	18	2	8	N/A	
In transient/short term accommodation	2	4	2	4	
With friends/family	28	28	14	10	
Supported housing	N/A	1	N/A	1	
Rented accommodation	7	24	4	18	

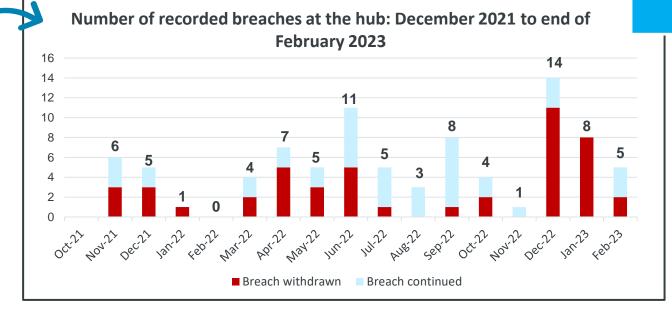
- The table across shows ETE status upon referral and latest assessment for all service users as well as case completions.
- These numbers reflect on the achievements of the individual service users, and are not currently indicative of programme success.

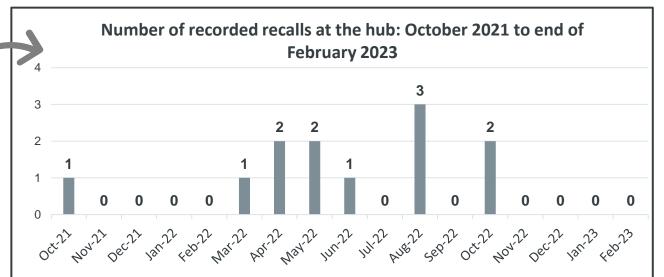
ETE status recorded by		rvice users N=108)	Case completions only (N=33)			
the mentoring service	On referral	Latest assessment	On referral	On completion		
NEET	76	48	21	11		
In education	10	8	5	5		
In training	3	9	1	2		
Working	17	27	6	13		
Apprenticeship	1	N/A	N/A	N/A		
Missing	1	16	N/A	2		

- 87 breaches were recorded at the hub between October 2021 February 2023.
- On average, five service users breached their suspended sentence, community order or post-sentence supervision each month, with no breaches recorded in October 2021 & February 2022 & 14 in December 2022.
- More than half (47) of breaches were withdrawn. Notably, 11 out of 14 breaches were withdrawn in December 2022 & all eight breaches recorded in January 2023 were withdrawn.

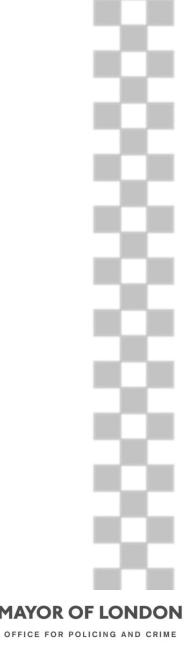


 No recalls were recorded in 10 of the 17 months during this reports data collection time-frame.





Appendix



Statistical tests used in analysis

When comparing service users who have not been referred to any hub services versus those who have been referred to at least one service, statistical tests were run during analysis to determine whether or not any differences found among the two groups were *statistically* significant or not.

Two types of statistical tests were used:

- Chi-square test for categorical variables.
- Mann Whitney U test for discrete variables (chosen due to data being non-normally distributed).

For every test used, a confidence level of 95% (or a p-value of > 0.05) was chosen, as is standard practice. Where significance was found, data is labelled with a *.

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