

Youth Justice Pathfinder Project: Interim Report

Serious Youth Violence and First Time Entrants to the YJS in Newcastle-Upon- Tyne.

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1. Research Plan

In the Spring of 2019 Newcastle City Council and Northumbria University were successful in securing funding to analyse the Newcastle Youth Justice landscape; distinctive amongst the Core Cities in having a comparatively high rate of young people entering the YJS for the first time, but with relatively few going on to commit serious youth violence. The number of young people committing these high gravity crimes has remained resolutely low in Newcastle against a national background of worrying increases. The Pathfinder project in Newcastle seeks to understand the factors driving this apparent divergence and extract learning points for the wider youth justice system seeking to tackle this issue. To do this the project aimed to address the following hypotheses:

1. That 1st time entrants in Newcastle enter the justice system with “low level offending” which is not likely to escalate to more serious violent crime. This line of enquiry will also seek to understand why this is the case, should the hypothesis be proven.
2. That interventions delivered by Newcastle (for example working with the Newcastle United Foundation) reduce the likelihood of 1st time entrants escalating to more serious violent crime. This line of enquiry will also seek to understand what about these interventions work for the identified cohort.
3. The extent to which the young people involved in serious violent crime in Newcastle are already known to statutory services (Children’s Social Care, Education).
4. For the young people who went on to commit a serious violent crime; the nature of the “trigger” offence which led to their involvement with the Youth Offending Team.
5. The Newcastle context – how Newcastle’s demographics compare and relate to other core cities (understanding Newcastle’s ethnic and racial make-up, the level of special education needs, the number of young people in the looked after system, the socio – economic status, number of young people in full time education etc.).

To address the issues identified above a detailed plan of work was developed. The uniqueness of this project was twofold. The development of an embedded researcher post working within the YJS team, allowing for a detailed analysis of not only the data which was being collated but also the working practices which informed this. Secondly the multidisciplinary team which brought together criminologists, analysts and designers, would allow us to approach the research from a less than traditional standpoint and hopefully ask the questions which are often overlooked. The research has been developed around six key stages which are: 1) Literature Review, 2) First data study (benchmarking), 3) Mapping the of YJ Journey, 4) Stakeholder consultation, 5) Service user consultation, and 6) a second data study (hypothesis testing), which we will address further below.

COVID19 has undoubtedly had an impact, as it has on all aspects of life in 2020, as the research was initially dependent upon face-to-face activity. Initially not fully grasping the scale and nature of the challenge COVID19 would bring, the research timeline was amended as we anticipated some delay in the face to face activity, during which period the desk based research could be undertaken. It soon became apparent that face to face research was unlikely to be possible at all, and a new methodology for the service user and stakeholder engagement needed to be designed and developed. The challenge of COVID19 has made us think more creatively and the benefits of the multi-disciplinary team have allowed us to develop new tools (outlined below) to meet the research aims and objectives, which we believe will make the research stronger than initially planned.

To give a coherent and inclusive structure to the scope and focus of the activity, we have adopted the YJB 7 Pathways to Resettlement framework ([Pathways to Resettlement \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)), which while developed predominantly for those who have served a custodial sentence (only a small number of those involved in this study), importantly it encourages lines of inquiry which recognises the wider environment in which offending occurs. This is critical when aiming to understanding a young person's journey, rather than the offending incident in isolation, and will allow a greater understanding of the Newcastle picture, in the context of the Core Cities to be developed. The Pathways to Resettlement framework is comprised of: i) case management, ii) accommodation, iii) education, training and employment iv) health, v) substance misuse, vi) families, and vii) finance and benefits and debt. This framework has been used to shape the literature review, the stakeholder and service user engagement tools, and data collection stages of the research.

2. Data Study

The first data study was established to produce benchmark data which will become the platform for the research, with two key aims:

- 1) To benchmark Newcastle against other Core Cities in the key variables (namely the Serious Youth Violence rate and the First Time Entrant rate) longitudinally from 2016 to present (this timescale is specified in the grant proposal).
- 2) To explore other variables which are thought to be associated* with these key variables, and where possible compare these to other Core Cities.

(*Factors which either promote or disrupt serious and/or violent offending (actively or passively, directly or indirectly).

The key variables of interest for benchmarking are as follows:

- First time entrant (FTE) rate
- Serious youth violence (SYV) offences

- Total offending
- Gravity of offending
- Nature of offending (crime types)

i) The Newcastle context

Newcastle has historically had a high rate of young people entering the Youth Justice Service for the first time, relative to the national rate and that of other relevant YOT groupings (Figure 1). This metric is represented by the First Time Entrant (FTE) rate: the number of young people per 10,000 10-17 year olds who have become first time entrants.

Figure 1: Mean quarterly FTE Rate 2014-2019

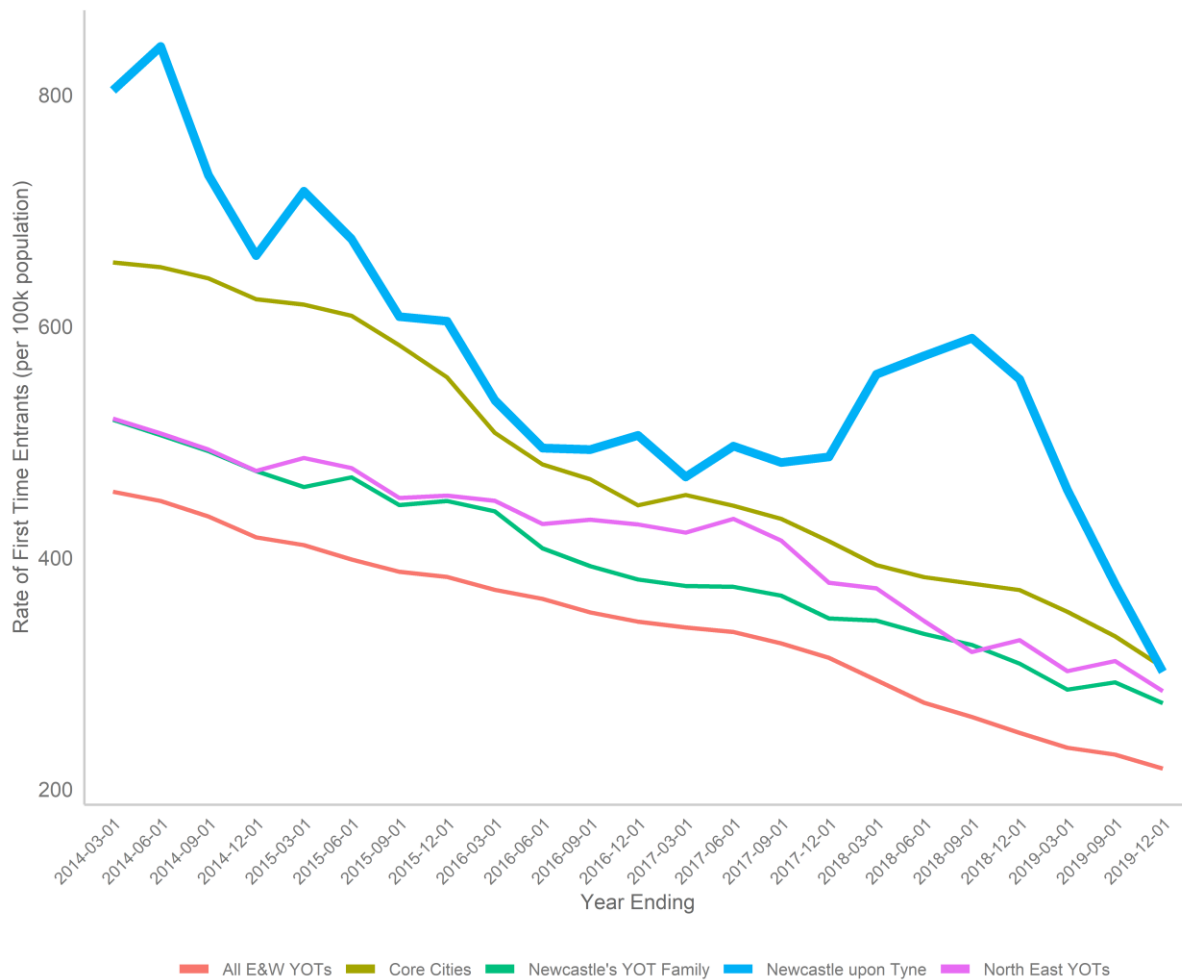
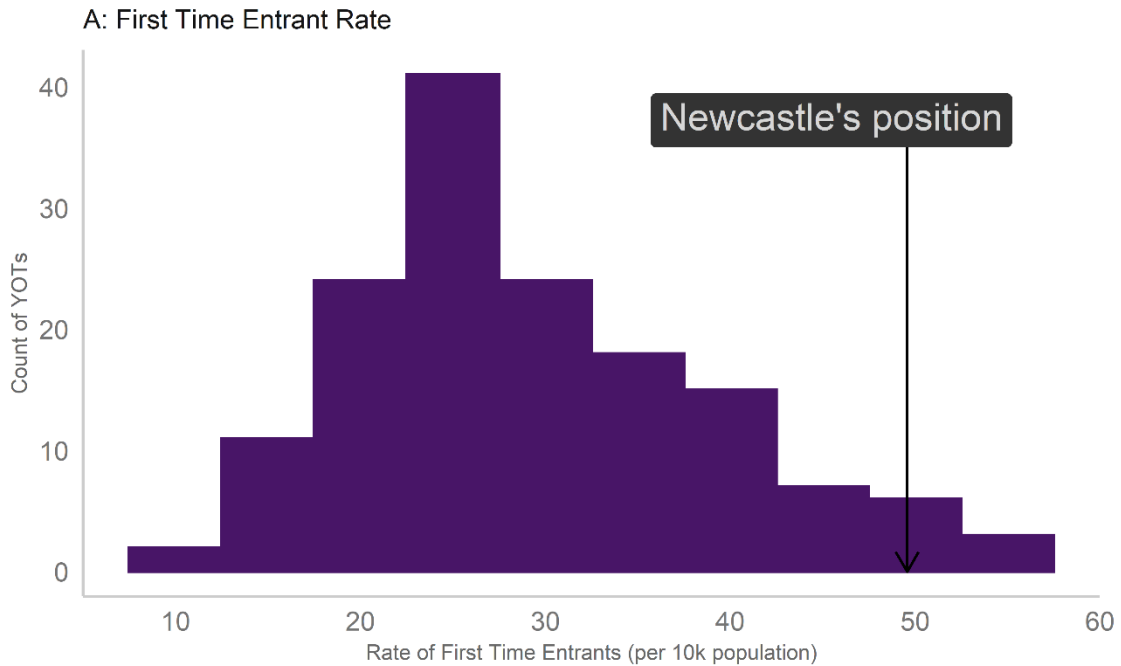


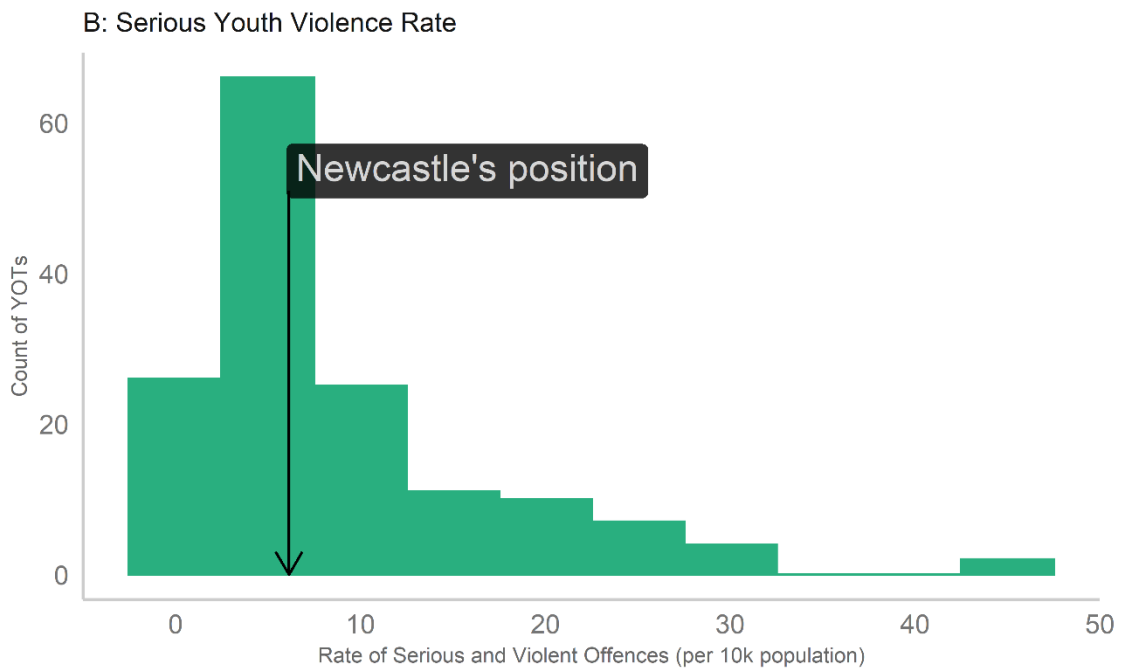
Figure 1

Figure 2(A) below shows the distribution of FTE rates nationally (England and Wales). Newcastle is at the upper extremes of FTE rate, but the same is not true of SYV rate, where Newcastle is well within the most common rate bin.

Figure 2: Distribution of FTE and SYV rates across all E&W YOTs



Newcastle has an unusually high average First Time Entrant Rate



Newcastle has normal Serious Youth Violence Rate

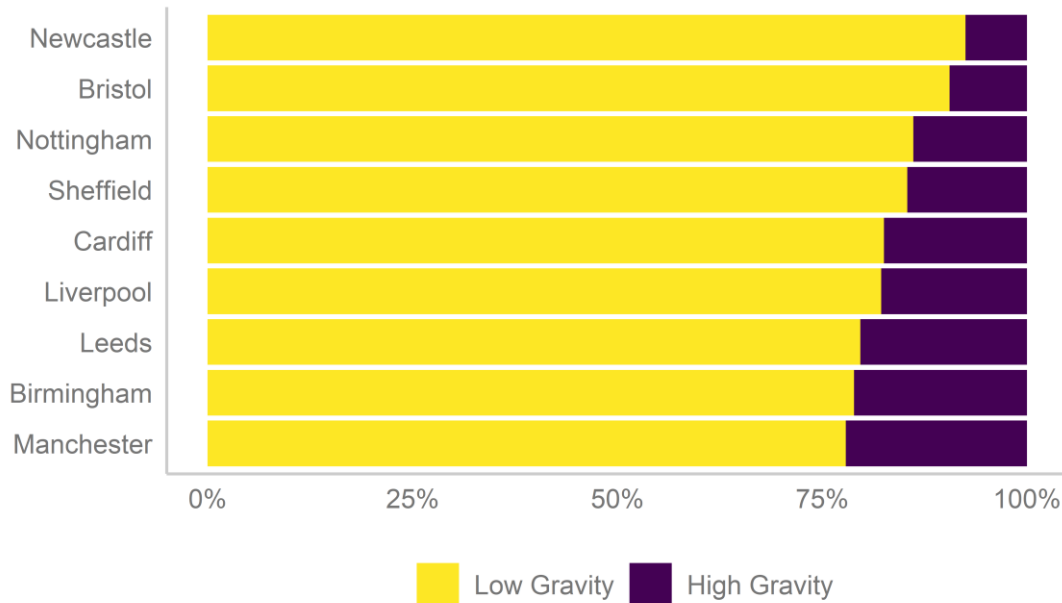
Figure 2

However, within the Core Cities, Figure 3 below demonstrates that Newcastle does have the lowest proportion of crimes in the higher gravity group, with a most common gravity rating of 3. This is important when considering both the harms associated with the activity, and the approach required to respond to it. The data below identifies that: a) Newcastle has a smaller number of offences classed as 'high gravity' when compared with the Core Cities, and b) that the *volume* of offences in Newcastle are in the lower gravity category.

Figure 3: Gravity of offending in Newcastle

A: Proportion of high to low gravity offending in the Core Cities

% high to low gravity offences as a proportion of total offending
All Core Cities, 2016-19



B: Distribution of offence gravity in Newcastle

Newcastle upon Tyne, 2016 - 9th November 2020

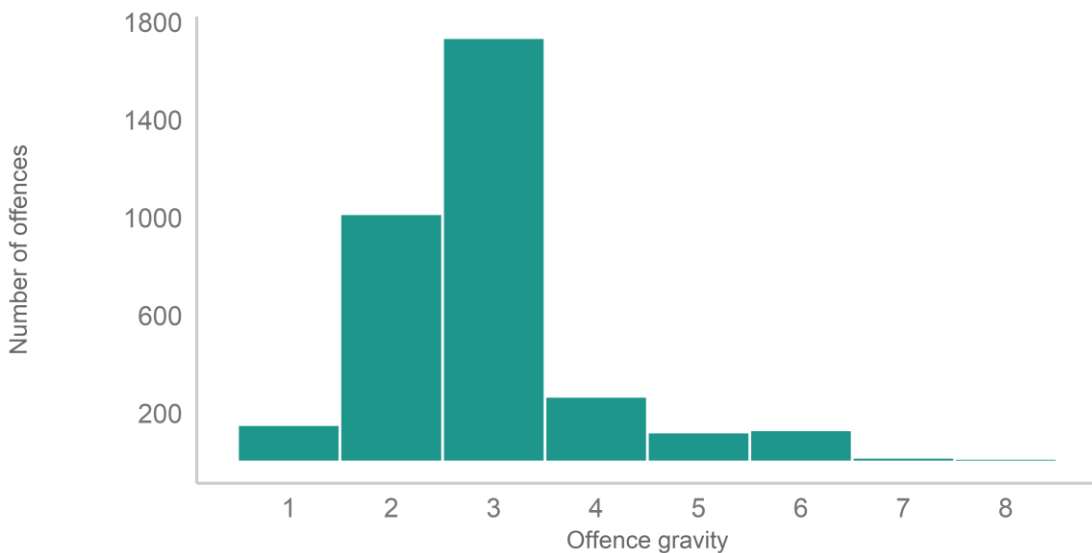


Figure 3

The main research question assumes a relationship between first time entrant rate (FTE) and serious youth violence (SYV) rate. However, as serious/violent offending is often (but not always) preceded by lower gravity offending (Granpeesheh 2009; Hahn et al., 2007; Matjasko et al., 2012; Fagan and Catalano, 2013; Farrington et al., 2017), we would expect that any relationship between FTE and SYV numbers would be time-lagged, and therefore the raw

number of first time entrants should be uncorrelated with the number of serious youth violence offences in the same period. If a relationship does exist, it should be a time-lagged correlation.

The (national) FTE/SYV relationship was tested using linear regression. The results showed that there is a statistically significant positive relationship between the two metrics. However, it is possible that this relationship may be mediated by a latent variable; overall offending. It is reasonable to assume that, if the proportion of offences that are classified as serious youth violence offences is constant, an increase in number of offences would be associated with a corresponding increase in the number of SYV offences. We therefore ran a model with total offending as a covariate. Although total offending significantly improved the fit of the model and was associated with a larger increase in the number of SYV cases ($t(434)=5.24$, $p<0.001$), FTE was still associated with SYV independently of the association with total offending ($t(434)=3.06$, $p<0.01$).

These results can be interpreted in two ways. Firstly, it is likely that other, as yet unmeasured latent factors are mediating this relationship. However, it is possible that there is a true relationship, and the sampled time interval (one year) was sufficient to span both a person's first-time entry and their serious/violent offence. In other words, the time between entering the YJS for the first time and committing a violent offence tends to be less than a year. We will examine the link further, analysing case file data from our SYV cohorts to understand their journey from first time entrant to committing a serious/violent crime. We will examine the variability in the time period between the two events and re-examine the hypothesised lagged FTE-SYV relationship.

The data should be treated with some caution however, as "total offending" does not include low level offences which are dealt with by informal processes. Some disposal types do not reach the threshold for becoming a first-time entrant. These include triage, community resolution, and Outcome 22; all of which are recorded as "No Further Action" on the Police National Computer and so do not appear in our YJS data, which is therefore biased towards higher gravity offending. In the 2019/20 first time entrant cohort, 63.9% had at least one previous eliminated offence ($n=53$). The research team is exploring the role of this "silent" offending in young people who go on to commit high gravity offences, using Northumbria Police data.

Loeber and Farrington's (1998) research identified that young offenders involved in serious violence represent a distinct group, tending to start their offending early and continue late. From childhood to adolescence, they develop behavioural issues and have regular conflict with authority figures, these may, or may not be YJS professionals. The serious or persistent young offenders they identified represented the most likely group from which serious violent offenders would develop. We are examining the journey of our Serious Youth Violence cohort through both data study and case file work to understand how the Newcastle picture aligns with Loeber and Farrington's findings. While not all of their findings may align to our work,

their research highlights the value of multi-agency working, the significance of the information and data collected, and an important reminder that not all interventions with young people who have challenging attitudes and behaviours will be criminal justice focused, which supports our adoption of the YJB 7 Pathways to Resettlement framework to this work.

ii) The FTE/SYV relationship

The original research question highlights the apparent divergence between Newcastle's FTE/SYV relationship and that of other Core Cities. We next examined this relationship across all YOTs, the Core Cities group, Newcastle's YOT Family, and finally all of the North East YOTs. These three latter groupings allow us to examine how Newcastle's position aligns with commonly compared groups and the ultimate utility of these groups in this context. We included the YOT family and all North East YOTs groupings to start to examine several hypotheses that have emerged from informal consultation with Newcastle YJS stakeholders. Many of these hypotheses centred around the local context in terms of culture and identity. Some proposed that Newcastle's low SYV rate in comparison to the other Core Cities is due to sociocultural factors in which violence with pointed items/potentially lethal violence is socially unacceptable, or that Newcastle's geography (East vs West, split by the Tyne, population density, County Lines more minor threat) makes serious and violent crime less likely. Others suspected that the more important factors were sociodemographic in nature. The two groupings (YOT family and NE YOTs) provide an informal initial test of these hypotheses: the YOT family is comprised of YOTs which are statistically similar to Newcastle in terms of sociodemography, whereas the NE YOTs group are more likely to share cultural/values-based ideals. Figure 4 below shows a plot of first-time entrant rate against serious youth violence rate, repeated three times, each with a different grouping highlighted.

Figure 4: The relationship between First Time Entrant Rate & Serious/Violent Youth Offences

Averaged national figures between 2016 & 2019. Dotted lines represent the overall national pattern, coloured lines represent group patterns

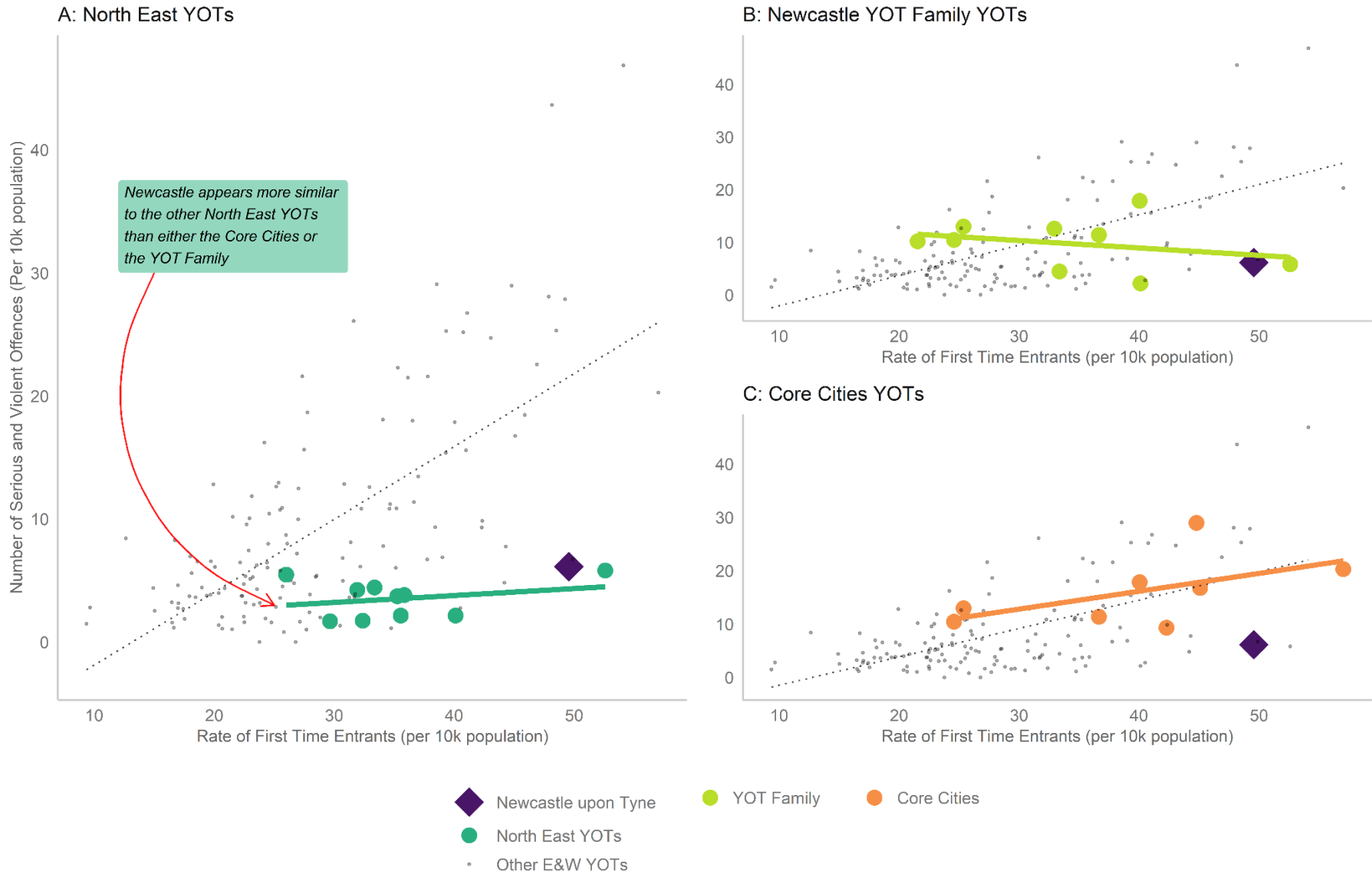


Figure 4

Newcastle occupies a fairly atypical position on the plot, with a relatively low SYV rate for its FTE rate. In all three highlighted groups, the YOTs are fairly widely dispersed in terms of FTE rate. Figure 4(A) shows that the North East YOTs form a pattern which is quite distinct from the overall national relationship. Newcastle groups well with the rest of the North East YOTs, and the grouping is quite tight. Newcastle also groups quite well with its YOT family, but the grouping is not quite as condensed. The Core Cities grouping provides the least convincing grouping and is the most dispersed, with FTE rates between 24.6 (Cardiff) and 57 (Nottingham), and SYV rates between 6.13 (Newcastle) and 29 (Manchester).

We performed a cluster analysis on this data to examine the natural groupings of the YOTs in terms of the relationship between FTE and SYV rates. This analysis allows an independent grouping of YOTs based on these two variables. The results show that Newcastle is relatively isolated and groups with only two other YOTs; Swindon and South Tyneside. Taking all of the above analysis together, we can provide the following interim conclusions:

- a) Newcastle is indeed a relatively unusual case, but is only really extreme in terms of FTE rate. The relative SYV rate is not unusually low in isolation, but in the context of the FTE rate value it does deviate from the wider pattern
- b) Newcastle's position along these metrics has more in common with smaller towns rather than the larger metropolitan areas represented by the Core Cities
- c) The North East YOTs behave in a similar way, and have similarly low rates of Serious Youth Violence
- d) The North East YOT group is the least dispersed grouping, with the smallest range (difference between the highest and lowest values) across both FTE and SYV rates (26.6 and 4.4 respectively, compared to 32.4 and 22.8 in the Core Cities grouping). As the YOT Family grouping is more dispersed, we might hypothesise that Newcastle's FTE/SYV relationship is possibly more affected by cultural and geographical factors, rather than socio-demographic ones. This will be explored further in the qualitative phases of the project.

iii) Further analysis

The benchmarking work has provided us with a springboard from which to diversify our hypotheses and test them more rigorously. It is clear from both YJS stakeholders and the above analysis that understanding the local context is key. South Tyneside and Gateshead have been identified as areas of interest, particularly given the former's high FTE rate. Both of these YOTs are also under the common jurisdiction of Northumbria Police which gives us a useful constant. We have also shortlisted a number of YOTs from outside the North East whose FTE/SYV relationships are markedly different to Newcastle's. We hope to collaborate with colleagues at

these YOTs to provide deeper comparisons, both within the data component of the project and the forthcoming consultative phase.

Additionally, we have drawn from a range of data sets which align to the Pathways to Resettlement framework: i) case management ii) accommodation iii) education, training and employment iv) health v) substance misuse vi) families vii) finance and benefits and debt. The team are working on a large aggregation of data from across the authority, encompassing these themes. This dataset will facilitate a comprehensive and robust analysis of the key factors which impact FTE and SYV in our area. It will also be used for examining themes that emerge from the consultative phases and testing emerging hypotheses. More generally, it will also provide a comprehensive reference for future work on the YJS cohort. The target fields are as follows:

- Demography (age, gender, ethnicity)
- Education, training & employment status (ETE)
- Looked after children (LAC)
- Child concern notices (CCNs)
- Child in Need plans (CINs)
- Known to Children's Social Care
- Family known to YJS
- Family landscape
- Attainment (KS4)
- School attendance and exclusions (fixed and permanent)
- Free school meal (FSM) eligibility
- Substance misuse
- Missing, sexual exploitation and trafficking (MSET) concerns
- Mental health concerns
- Special Educational Needs and Disabilities (SEND) considerations, presence of an Education and Health Care Plan (EHCP) and the primary need identified therein
- Access to suitable accommodation
- Indices of Multiple Deprivation (IMD) at place of residence
- Reoffending
- Use of custody

3. Journey mapping; Practitioner & service user's experience.

The team undertook a comprehensive literature review which contextualised the nature of youth offending and criminal justice interventions in relation to serious violence and first-time entrants in Newcastle, drawing comparison to the national picture, and in particular those of the other Core Cities. The literature review focused upon both the challenges for first time entrants to the CJS, those involved in serious youth violence, and importantly the literature which supports a 'what works' approach. The research highlights that whilst serious violent crime has risen across virtually all police force areas in England and Wales, there appears to be a greater concentration in metropolitan areas, such as London, where a third of all knife crime

occurs (Brooks et al., 2019; Home Affairs Committee, 2019). Most of this violence is male-on-male, rather than against women and girls. Indeed, for homicide, the rise has been driven almost exclusively by street homicide rather than domestic violence (HM Government, 2018; Densley, Deuchar and Harding, 2020). Data indicates that increasingly it is younger people that are both responsible for and victims of this increase in serious violent crime. For example, as weapon carrying and robbery has increased, so too has the proportion of those responsible who are under the age of 21 (HM Government, 2018). Moreover, NHS data indicates that the number of victims of assaults with a sharp object involving those under 18 has increased by 51%, whereas the number of victims aged 18 and over has only increased by 10% (NHS Digital, 2020). These patterns tend not to be repeated for overall crime, indicating that there is not a more general shift towards younger offending, rather it is particularly serious violent crime committed by young people that is increasing. However, in Newcastle the reverse appears to be true, with the proportion of offenders between 10-14 years old falling from 47% in the year ending 2017 to 5% in the year ending 2019. In Newcastle it has been the increasing number of FTE that has caused concern.

Given the above, it is important that we are mindful when developing the research tools that while the reason the young people are part of this study is their offending background, there is also a greater risk that they will also have been victims of crime (possibly serious crime). As discussed earlier, the Youth Justice Board identified seven offender pathways will be used as the framework for this evaluation. Using the seven offender pathways as the framework allows the research team to consider the extent to which the support offered to first time entrants, and those engaged in serious violence meets the needs of the service users, and is timely, appropriate and of value. This will inform our inquiry as to the relative contribution of these factors to Newcastle's unusual FTE/SYV relationship.

Research methods for Practitioner Engagement and Young Person Engagement are intended to develop our understanding of the 'design' of a young person's experience as they interact with the services and people in the Youth Justice system. Working as interdisciplinary team we have developed a range of innovative tools, informed through both academic research and practice, which can be used with young people and key stakeholders remotely, allowing the research to continue in safe, and yet meaningful way, and which will produce robust and detailed data.

i) **Practitioner Engagement using Journey Mapping**

In the context of this project, we sought to develop understanding about the complexity of the Youth Justice system of services, interactions and touchpoints. The approach builds on the extensive body of knowledge that relates to design for services. Some accessible information on journey mapping can be found here:

<https://servicedesigntools.org/tools/journey-map>

<https://www.gov.uk/service-manual/user-research/creating-an-experience-map>

To build an initial visualisation we went through 2 steps: (1) engage individually with a number of key embedded practitioners (YOT team) to 'draw out' the idealised pathways over time that a young person would follow and (2) create a composite map by comparing and contrasting the results from step (1).

The method of engagement with practitioners was structured around understanding how journeys might differ depending upon the gravity score crime. In this research we aimed to map journeys with gravity scores 1-4 and 4+. During the mapping exercise particular attention was paid to consider and distinguish core services and community-based services. This work has produced two initial graphic representations of a young person's journey through the Youth Justice system of services in the Newcastle District. These outcomes are particularly helpful in orientating further critical evaluation of the importance of spaces, services, points-in-time, and interactions and where there might be opportunities for future improvement or innovation. These representations will be available in the next interim report.

ii) Young Person Engagement using an original Digital Tool

To further our understanding of the complexity of the Youth Justice system of services, interactions and touchpoints we developed an original digital workshop and set of exercises (which we refer to as a tool). The tool has been developed to empower the young person in a one-to-one digital encounter with a facilitator to engage in an informal discussion and using a range of visual techniques. The tool supports the participant to express and visualise how they have experienced the Youth Justice system of services. Made up of four exercises, the tool was developed to ensure that the digital encounter acted as a judgement free and safe space. Each exercise draws on understanding about the seven pathways of resettlement.

The 1st exercise explores an individual's mobile media environment, to ease into and open the discussion between participant and facilitator. This focuses on the content and apps they engage with on their phone. This intention is to develop an initial understanding of the participant's cultural and social tastes and values. The 2nd exercise uses the visual metaphor of bricks in a wall to develop a visual representation of the components the participant perceives as important to them and what relationships might exist between them. The exercise uses a range of pre-populated bricks (informed by the seven pathways of resettlement) and unmarked bricks (to the participant to develop). After the completing the initial construction the facilitator explores with the participant how dynamic, stable or unstable the participant believes their wall to be, how it has changed over time and how they imagine or hope it might change in the future.

The 3rd exercise aims to visualise 'a path of helpfulness'. In a fixed space the participant plots the place in time and frequency that the participant has had an encounter with individuals, services of information related to the Youth Justice system. Each time a participant plots a remembered encounter they provide a judgement on its helpfulness. Over the course of the

exercise the facilitator aims to establish what helpfulness means to the participant. Data from individual participants will be clustered to analyse and identify emerging patterns. This provides an opportunity to compare patterns that emerge in different targeted areas of the country.

The 4th exercise utilises provocative hypothetical scenarios exploring the participant's responses in a non-judgmental context. The exercise uses the format of [Person + Action = Reaction]. A range of different people and actions are revealed, allowing the facilitator to encourage the participant to explore their reaction. By considering these scenarios and the perceived impact they would have on the life of the participant we are better able to understand the factors and dynamics influencing the participant's perception of the factors influencing their life.

4. Next steps

Following a demonstration of the novel tool and a focus group with key stakeholders within the YJS, the team will update the tool and prepare it for deployment. We will continue to work with the YJS to identify an appropriate cohort and delivery methodology. Alongside this, we plan to connect with several potential comparator YOTs to discuss collaboration with a view to collecting comparative data. Alongside the deployment of the tool and the establishment of an appropriate cohort, we will undertake a case-file study of a number of young people who have entered in to serious and violent offending. This work will dovetail with the existing journey mapping work to provide us with an overview of the commonalities and differences between members of this cohort and the nature of their YJS journey.

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