Thursday, 29th October 2026

(10.00 am)

SIR ADRIAN FULFORD: Can you remain standing just for a moment, thank you.

MS KAY DARGUE (affirmed)

SIR ADRIAN FULFORD: Thank you very much, please have a seat.

A. Thank you.

SIR ADRIAN FULFORD: Yes, Mr Moss.

Questions by MR MOSS

MR MOSS: Thank you, sir. Just start by giving us your full name, if you would.

A. Yes, it is Kay Dargue.

Q. Thank you. I'm going to ask that we have on screen, please, AYM000001 and we can see that this is your statement to the Inquiry. If we go to the bottom of page 9 AYM000001_0009, the top of page 10 AYM000001_0010, please. We will see that you signed the statement. We have redacted your signature, but we can see that it is dated 18 September. Would you just confirm, please, Ms Dargue, that the contents of the statement are true to the best of your knowledge and belief?

A. Yes, they are.

Q. Thank you. If we go back to page 1 AYM000001_0001 and

look together at paragraph 2. We see that in June of 2025, you were elected Chair of the Association of Youth Offending Team (YOT) managers, the AYM, is that right?

A. That's correct.

Q. That, I think, is a post you still hold?

A. Yes.

Q. And it is in that role that you are here to give evidence, in that capacity of chair of that organisation?

A. That's correct.

Q. Thank you. You explained in paragraph 2, is this right, that like many doing roles like that, you do it on a voluntary basis, I think on top of your day job, as it were?

A. Yes, that's correct.

Q. Thank you. We can see that in your usual role, your day job, you are employed -- it is in paragraph 1 -- as the head of South Tees Youth Justice Service?

A. Yes, that's correct.

Q. Thank you. If we look at page 2 AYM000001_0002, paragraph 8. I won't read it out, but I will just invite you to tell us a little bit about your professional background so that we understand your professional backdrop?

A. Of course. So my professional background is I'm

a qualified probation officer. I have worked in criminal justice for 26 years, predominantly in youth justice since 2004.

Q. Thank you, and then you explain that in paragraph 9, obviously you have made the statement on behalf of the association, and you have drawn upon discussions that you have had, meetings that you have had with senior executive members of the association, is that right?

A. That's correct.

Q. And the Youth Justice Board and you have also referred to Government guidance and assessment tools that are in place, yes?

A. Yes.

Q. I think in some places you have been able to draw on previous surveys and work that the association has already done, but I think in other areas of your statement, you make clear that you have not yet been able, formally, to canvass your members' views, have I understood it correctly?

A. Yes.

Q. So, whenever we are in an area, Ms Dargue, where you haven't canvassed your members' views formally, please feel free to say so --

A. Okay.

Q. -- but could I invite you, where you feel able and

appropriate, to offer your individual professional view and it may be, in due course, if there is the opportunity, you can update us as to your wider members' views if there's the potential between now and the writing of the report for anything in terms of more formal views from your membership. Does that make sense?

A. Yes, we would be happy to canvass views and provide in writing at a later stage, if that's helpful.

Q. I'm very grateful.

SIR ADRIAN FULFORD: Thank you very much.

MR MOSS: Thank you. If we turn then to our first substantive topic, to look at the role of the association, and a brief dive back into the role of the youth justice services, although we canvassed a lot of that yesterday. Let's look at the association first. So back on page 1 AYM000001_0001.

At paragraph 3 you say that the:

"[Association] is the professional association representing leaders of youth justice services in England."

Yes?

A. Yes.

Q. We will hear later this morning from your colleagues in Wales who are the leaders of that association.

A. Yes.
Q. Thank you. If we look at paragraph 4 at the bottom of the page, just to have the detail, it is "funded by members' subscriptions, and led by an executive" and you have talked about having discussions with the executive team I think, but there is a youth justice service for every first-tier local authority and if we just go over the page AYM000001_0002, in terms of your membership, you have got over 400 members drawn from almost all of the local services, is that correct?
A. That's correct.
Q. So, in the ways that you have individual members, you feel confident you have got good representative views -- I don't need to press you on how many are not members -- but you have good national coverage for England, we should take it?
A. Yes, there is over 95 per cent of youth justice services are AYM members.
Q. That's helpful, thank you. Then your paragraphs 5 and 6, you give some more helpful detail on that. So in terms of the association's mission or purpose:
"... to support and represent those responsible for the management and delivery of youth justice services ... a forum through which members can share professional experience, contribute to policy

development and consultation, and engage with national bodies on matters affecting children and young people involved in, or at risk of becoming involved in, the youth justice service."
So, it sounds as though the association does have an advocacy role. You speak on behalf of members, with relevant Government departments and, no doubt, others?
A. Yes, that's correct. We sit on kind of advisory boards, expert reference groups. We are invited to round-tables, et cetera.
Q. Thank you. So that in the questions that I ask, we ensure that there is a fair background, you do set out in paragraph 6 that the association, first of all, "is not a statutory body" and because it is a representative association, we must be clear that it doesn't itself exercise statutory functions. It is not an operational organisation?
A. That's correct, yes.
Q. Thank you. If we could just look at a paragraph quite a bit later in your statement. It is page 7 AYM000001_0007, paragraph 28. You say there that the association:
"... does not conduct research, nor has any formal practice forums in which examples of good practice are shared."

Who does carry out the research in this area? Is that likely to be funded by the Youth Justice Board, where there is research?
A. Yes, so it would be the Youth Justice Board or there's research done by academics, or sometimes the Youth Endowment Fund, et cetera.
Q. Is the association able to advocate for research to be done in areas that are of concern to the association, as opposed to doing it yourself? Is that part of what the association does?
A. Yes, we would be asking for -- or we would be sharing views around areas we feel would be helpful for research.
Q. But, on important matters, do you, short of research -- short of external research, do you formally canvass members' views so that you can state to Government departments and Government agencies: these are the views of the association members? Do you formally canvass on important topics in that way?
A. Yes, we would. Often we would be sent documents asking some key questions and we would canvass responses from our membership on those.
Q. Thank you. Just in terms of the role of youth justice, we spent a lot of time in evidence yesterday, so I can deal with this briefly; but page 9 AYM000001_0009,

paragraph 35 you explain the:
"... statutory role in working with children and young people who have entered the criminal justice system, ordinarily following charge or conviction [or] some 'Out of Court' resolutions ..."
Then:
"Outside of this remit, [youth justice services] do not generally have the legal authority to engage with children unless they participate voluntarily in an approved prevention programme ..."
We heard yesterday Ms Roberts-Bibby explain essentially two cohorts; the first, preventative and diversion cases and the second cohort being those where there has been a court order and so the involvement of youth justice services in supervising, following a court direction?
A. Yes.
Q. Thank you. It is probably a very obvious point but so that we have the confirmation, your association is engaged in issues arising from both of those cohort works? It is not that you are restricted to the cohort 2?
A. No, we would comment on both.
Q. I wondered, through you, if we could explore some figures in relation to serious incidents. Could we just

look at YJB000124. I expect this is a document with which you have some familiarity. So it is the "Serious Incidents Annual Report" for 2023/2024, April 2025 is the date of the report.

If we turn to page 7 YJB000124_0007, we were looking at this in evidence yesterday and we will just remind ourselves -- I know it will be very familiar to you -- but that the serious incidents reports' notifiable offences carried out by children are:

"Attempted murder.

"Murder/manslaughter.

"Rape.

"Grievous bodily harm or wounding with or without intent ...

"A terrorism related offence.

"Or ...

"If a child dies while on the YJS caseload, or up to 20 calendar days following the end of YJS supervision."

So just pausing there. We see that this is in relation to children who fit those categories, regardless of whether or not they were under Youth Justice Board's supervision. So if there is an attempted murder by a child in the area, that needs to be reported, even if they had no prior contact, as I understand it, with the youth justice services.

Now, against that background, if we just turn to page 5 YJB000124_0005, please, and if we could just look at the bottom of the page. In terms of the levels of contact that there's been with the youth justice service, so of the cases that were notified for this reporting year:

"36% of all children charged [with those offences] were under the supervision of a youth justice service at the time of the incident.

"24% were not known to [youth justice services], nor were they engaged in support from any other local authority service at the time of the incident.

"49% of children notified had no previous cautions and convictions ...

But that increased to:

"... 92% for children charged with terrorism offences."

Amanda, I don't know if you are able to have the bottom of -- the top of the next page, and -- that's absolutely perfect:

"71% of children notified for murder were not supervised by a youth justice service at the time of the incident, but were known to other agencies, social care, education and health.

"63% had some kind of previous contact with the

local authority or ... (CAMHS), [and] of [those] 24% were engaged both the youth justice service and one or more other services at the time of the incident."

So, looking at some of the impacts of that; the first figure is quite startling, isn't it, because 36 per cent of all children charged were under the supervision of a youth justice service, means that nearly two-thirds were not?

A. Yes.

Q. You just do need to say "yes". Just keep your voice up a little bit because we are also transcribing your evidence, thank you so much.

It may be that that's not surprising to you with your knowledge of the service but to outsiders, that seems quite a high percentage of those who are not being supervised at the time, given the gravity of those offences. What sits behind that, in your professional experience?

A. That's a very difficult question to answer. I think that sometimes children are known to other services, as is within those figures, but they may not have come to the attention of youth justice services yet. Children come to us after a point of being charged or in the prevention realm, we would need consent from a child and if we haven't had that consent from a child, then we

have no remit to step in and provide support.

Q. So we remind ourselves that the nearly two-thirds that were not under the supervision, some of those may have come to youth justice services in the voluntary sphere, in the preventative sphere, but not given consent and therefore not supervised for that reason?

A. That's correct.

Q. Nevertheless, for serious offences, the stark conclusion that must be drawn from this is that very serious offending is carried out by children who have not had earlier lesser offences that have led them to be under the supervision of youth justice service at the time they commit more serious offences?

A. Yes.

Q. Thank you, and then 49 per cent of children notified had no previous cautions and convictions. So, a significant proportion, nearly half, committing very serious offences, as per the list, without any previous convictions or cautions at all?

A. Yes.

Q. Although terrorism offences are not this Inquiry's immediate area of direct interest, we are obviously looking at the allied area of violence fixation, fascination with extreme violence, mass casualty attacks, which obviously has some correlation and

overlap. And for terrorism offences, which can be assessed for this, that has a startlingly high figure, that 92 per cent have no previous cautions and convictions?

A. Yes.

Q. As you will understand, Ms Dargue, one of the reasons why I'm going to these statistics is that we will come onto questions about the suitability of youth justice services in seeking to identify and manage what we will talk of as "the VFI cohort", however that's going to be defined.

But, these are quite startling statistics, aren't they, that warn that very serious offences are carried out by children who are not under youth justice service supervision at the time they carry out very serious offending and, moreover, quite a lot of them, without any previous cautions or convictions at all?

A. Yes.

Q. Thank you. If we go back to your statement, page 3 AYM000001_0003, paragraph 11. You explain that:

"[Youth justice services] operate within a wider multi-agency system. Depending on the circumstances of an individual child, this can involve the police, children's social care and safeguarding services, education, health and mental health services, and

Prevent and Channel arrangements."

With that in mind, if we then turn to page 6 AYM000001_0006, paragraph 25. You say that:

"The [association] is aware of but does not directly work with multi-agency arrangements such as ... ('MASH') and other local safeguarding arrangements, multi-agency public protection arrangements ('MAPPA'), and the Government's Prevent and Channel programmes."

Does that vary within regions? You say the association doesn't directly work with them, presumably, the individual youth justice services must do so?

A. Yes and just to be clear, that's what I meant in my statement.

Q. Yes, and is there a consistent way in which youth justice services have those links with MASH and MAPPA, or is that one of the areas where there is regional variation?

A. Yes, there is regional variation and much like youth justice services, Multi-Agency Safeguarding Hubs' arrangements, locally are set up differently. Largely separate between children and adult. Some are joint. Yes, so there is some variation.

Q. Thank you, and that variability in how Multi-Agency Safeguarding Hubs are arranged, is an area of particular interest to the Inquiry.

A. Yes.

Q. Because of the potential role that MASH may play. Does the association have any statistics held about the numbers of MASH that fall into different types, so those that are children only, those that are children and adults, MASH holding more case management responsibilities, rather than just being referral; do you have a map of that?

A. No, we don't and it would be -- each local authority would hold that information.

Q. Yes, and we have made the request but we are checking to see whether that's something that you have, for any other reason, collated central information but you don't?

A. No.

Q. Thank you. In terms of a split, if you don't know please say so, but would we be right in understanding that the majority of MASH are children only?

A. That would be my understanding, yes.

Q. Do you have any sense of whether most MASH only act as a body that takes referrals and pass them out to the appropriate agency, as opposed to MASH who do more work planning what should happen; so those are the two different models? Do you have any concept of how many fall within those two models?

A. No, I wouldn't be able to comment, unfortunately.

Q. Thank you. It may well be that if you are to -- we are seeking information on that from -- in a number of ways, including, obviously, through local Government. But it may be that if you are canvassing views of your members, in relation to the framework going forward, if you were able to seek to gather more information from your membership on that, it would be potentially very helpful to the Inquiry.

A. Of course.

Q. Thank you. If we go back to page 3 AYM000001_0003, paragraph 11 and we bear in mind obviously your role and understand why you put this forward, when you say that:

"HMIP [HM Inspectorate of Probation] is the regulating body. It reports regularly on the performance of individual [youth justice services] and undertakes thematic inspections of particular aspects of practice."

You say that:

"HMIP has consistently praised the youth justice service as a whole as an effective multi-agency model which has dramatically reduced the numbers of children entering the criminal justice system and the numbers going into custody."

So, overall, were you seeking to say there, high

performing and doing, in broad terms, a good job?
A. In broad terms, overall. But there is some variability amongst services.
Q. Okay, and I think we have put you on notice that we just wanted to explore with you, not to seek to criticise that summary, because we will see how -- that there is praise for the services but just to look at where there are some areas of improvement required.
So could we have on screen, please, ILT000376. Thank you. We see this is an HM Inspectorate of Probation. I'm afraid, because it is a print off from the online version, its pagination is a little bit peculiar.
If we go to the next page and again over the page please and again over the page and over the page. Thank you. Go back a page. We just see that it is headed "Annual report 2026."
You can see it is an online version because it has a YouTube summary, which I'm not sure if I pressed "play" it would work but I'm not going to try. Go over the page again, we see the foreword. If we just go one more page on, we see there the introduction to the report as a whole. Obviously, this is a report that is an annual report and so it is a summary of all of the areas of activity of probation, very many of them not

involved with youth justice services at all.
But if we go to page 18 ILT000376_0018, we get to the section on youth justice services.
We see there the introductory passage, explains that:
"As we reached the end of our previous youth justice inspection programme in 2024 and early 2025, we continued to see strong results across the sector. In general, stable workforces, manageable workloads and high quality staff supervision were contributing to a youth justice system that helped to have a positive impact on the lives of children under the supervision of youth justice services."
All right?
A. Yes.
Q. So you will recall a few moments ago, I said I'm not raising this to undermine your overall conclusion because that is the HMIP introduction as well. I'm not going to read out all of this, but if we can just look at some of the headlines. We see, in the next paragraph down, the number of inspections that were carried out and then there was an explanation of a new youth inspection programme that was launched in March 2025 and an explanation, at the bottom of the page, that there is a one-week inspection of youth justice work and

a two-week inspection type. I am sure that you are familiar with the detail of that --
A. Yes.
Q. -- but we just note that change.
A. Yes.
Q. Then if we go over the page, please ILT000376_0019. Thank you. So, in this inspection cycle, there were 19 reports. They break down into 18 of one type and one of the longer, two-week inspection. From that, seven were rated overall as "requires improvement", eight were "good", and four were "outstanding".
Now, that obviously happens to be those that were inspected that year.
A. Yes.
Q. He says:
"Overall, we found strong performance in [youth justice services] engaging children and delivering relationship-based practice. Work to achieve positive change tended to be consistently strong, whereas work to keep children and communities safe was the area that [youth justice service] most needed to develop, across assessing, planning and delivery."
So, in terms of the areas of interest to this Inquiry, we note there, that -- the strong performance in engaging children, but the work to ensure community

safety, one area where improvement was required. Can you speak from your own experience as to that, just a little bit?
A. Yes. So, there's three domains to the inspection, there is strategic arrangements, there is case management and there is a victim standard within the HMIP new set of standards. This would fall within domain 2, and there is a variety of aspects that youth justice services are now inspected against, and it is essentially assessing and planning and delivery.
So, assessment I think, from reading the report, comes out as generally the stronger element. It is the planning of keeping children and communities safe that is where the area is less strong, in terms of -- and that could well be to do with -- there is an introduction of the new victims standard as well. So youth justice services are kind of aligning themselves to these new set of standards and what that may involve.
Q. Thank you. So, again, it is unfair of me only to go to the areas of improvements. So without reading it all out, I'm just trying to keep the balance. So we see next:
"Where the [youth justice service] was delivering consistently high quality work with children, it was individualised, trauma-informed and child-centred, with

a clear focus upon victims and safety, for the child and the community."

Then, three lines from the bottom of that paragraph:

"However, there remained concerning gaps in children accessing their educational entitlements."

Is that likely to be a reference to trying to secure that children actually attend school, or is that something different? If you don't know, you must say.

A. I don't know, I couldn't comment.

Q. All right, and "we found inconsistencies in information sharing and effective partnership working". So I will come onto information sharing but that does seem to be flagged up an area that requires improvement, from the inspections that were done in this cycle; would you agree?

A. Yes.

Q. Thank you, and the encouragement that that must be a continuing area of focus. Then you mentioned assessing activity. So, again, so that I'm not losing the balance, you see:

"Where assessing activity was strong, we saw child-centred and trauma-informed approaches working well to enable practitioners to understand the children they were working with and undertake detailed analysis to inform assessing."

It goes on to comment on strengths in what is necessary to help children to achieve positive change.

So, against that background, the areas for improvement, next paragraph:

"We found inconsistency in practice, particularly in the analysis of information to inform assessing activity to keep children and the community safe. Factors commonly found included limited analysis and over-reliance on description, where assessing activity failed to identify or analyse underlying causes and impact upon children, such as trauma, their family context, education, and concerns about exploitation. Analysis of children's lived experiences and vulnerabilities also needed to be more consistent, such as analysing children's identity and cultural factors. Identification and analysis of the factors required for safety were variable, particularly in understanding children's family environments and risks outside the home. While we found instances where behaviours were described, consistent analysis of the drivers, triggers, likelihood of potential for future risks or concerns needed further development."

Then this:

"Factors such as weapon-carrying, violence, exploitation, domestic abuse, substance misuse,

attitudes and harmful sexual behaviours were not consistently explored, identified or analysed, or where they had been recognised, they were underestimated. In some [youth justice services], assessing was not holistic and children's inter-sectional needs were not fully considered or analysed."

So again, you will understand why I go to this, not to diminish at all the positives but for this Inquiry, one remembers that, at the foot of the previous page, issues such as weapons carrying not being consistently followed through in terms of the analysis of risk, would you agree, is one of the more concerning findings?

A. It is a concerning finding and, yes, there will be variability in assessment practice.

Q. Yes, and likewise, the next paragraph:

"Where risks were identified, they were not consistently used to inform effective analysis of safety for the child and others, and in some examples, known information was not used in assessing activity. We also saw instances where assessing failed to sufficiently consider the dual perspectives of risks to and from the child."

So, again, what I'm seeking to draw out of this is that, although there is, on this annual report, undoubtedly strong praise for areas of strength, some of

the areas of weakness that have been identified are exactly in areas of direct concern to the Inquiry. Would you agree?

A. I would agree.

Q. Thank you, and I think when I took you to the overall assessment and asked you to explain some comments on that, you talked about the victim standard and we just note that, without going through it, that the victim standard is what's dealt with in the second half of what's on the page, Ms Dargue. Just take a moment to satisfy yourself that that's the case.

A. Yes.

Q. So, where there was, in the introduction, an indication of areas for concern that needed improvement, that may or may not have related to the victim area but certainly some of the areas for improvement are in areas other than the new victim targets, would you agree?

A. I would agree.

Q. Thank you. Linked to that, if we could just have the Phase 1 report, CHAIR000002 and page 151 CHAIR000002_0151. Ms Dargue, I want to be careful to be fair to you. You had no involvement, nor did your area, in the Phase 1 events and I appreciate that you won't know the full background to these at all and I'm not going to ask you to comment on the individual

circumstances of AR, because that's not your role, but if we could just have paragraphs 130 to 133 on screen, if that is possible, Amanda. Thank you.

So these were the learned Chair's findings in Phase 1 in relation to the youth justice services for AR and without reading it all, in paragraph 130, we see a summary that had already been mentioned in the report, that youth justice services "did not conduct any work with AR in relation to online behaviour" and in relation to that, there was an absence of any relevant objective set in the Referral Order. Then, in 131, important to remember that this, as it happens, was in Covid times and there were significant challenges, which one doesn't overlook. But then 132, even making allowances for this, the learned Chair found that the risk assessments conducted by the youth justice services -- now because he was on Referral Order, that was AssetPlus:

"... their interventions and record keeping were all relatively poor. [They] did not do enough to challenge AR's offending behaviour and risks, although it is impossible to know whether better ... interventions would have had any effect ..."

Then there is a particular finding that those sort of concerns were further exemplified by the fact that very shortly after closure, at the end of the

Referral Order, the Pupil Referral Unit, The Acorns School, contacted the youth justice worker to provide a second referral to Prevent and the response was:

"... sorry for the late reply. [AR] closed to our service on [21 January]."

That was little more than a week later that the Prevent referral was being raised and the head of service at the local authority candidly acknowledged that this was unacceptable, "displaying an apparent lack of professional curiosity".

I'm not taking you to these to ask you about the details of that because it is outside your knowledge but it is the background to wanting just to explore with you what your experience is, in your role with the association, of this sort of variability in practice with some areas of what, clearly in AR's case, was poor practice. Is that a variability and a pattern that you recognise?

A. There will always be variability in practice. What I will say is that, in terms of Referral Orders, they are a unique order in that they are lay members of the public that sit as voluntaries, as panel members, that set the conditions for children. But that is under the supervision of the relevant youth justice service, and I do believe as part of the White Paper, that the

Referral Orders are also under review as well.

In terms of variability of practice, I wouldn't say that that would be unique to a Referral Order. There will be variability in practice across the piece. In terms of I think your question was relating to poor performance?

Q. Yes.

A. Yes, and that's -- yes, it's difficult to think about. I think in terms of why that could potentially be is there is a lack of mandatory training, there's no kind of training that comes out in terms of -- well, it just in terms of training, full stop. Youth justice services sit in different structures, which results in different cultures, there's different multi-agency governance that sits around that. The strength of a partnership is really important to a youth justice service and at board level that's particularly important, to drive the vision for that service and what happens on a local basis and also that board would be responsible for looking at the performance of that youth justice service also.

Q. I'm very conscious, Ms Dargue, that this is a difficult and delicate question for me to ask you because I'm also inviting you to -- or may be seen to be inviting you to criticise your own members. My intent in asking these questions is actually to seek your assistance in terms

of what can be learnt from the areas of good practice that needs to be applied to drive up standards and what would positively help in those areas. I'm not, for a moment, going to ask you to name individual areas, as you will understand. But what the Inquiry should take away in terms of what needs to be applied in those areas where practice is poorer. What's lacking in those areas that can be fixed?

A. To drive up standards?

Q. Yes.

A. Yes, so I think in terms of the guidance that youth justice services receive, so we receive guidance through the Youth Justice Board. There is a resource hub that practitioners can access but that is up to individual youth justice services to access particular types of training. It may be useful for a set standard, a set training package to come out and when something like that happens for a set -- a pathway for youth justice services to follow, whether that is mandatory training or proof that practitioners have completed certain types of training to align with whatever the new standard is going to be.

Q. Thank you, and we heard some evidence about this yesterday, but what's the mix between centrally organised, Youth Justice Board organised training, and

training being left to individual youth justice service areas?

A. So --

Q. Is there a clear understanding about which falls either side?

A. I mean, the Youth Justice Board do issue guidance documents and they come through and are disseminated periodically, as things --

Q. We have seen some of those. But in terms of the training on them, do you have an understanding of when the Youth Justice Board will definitely provide central training and when -- you know, if guidance is new or if guidance is updated, or when it is just left to individual youth justice services locally to do their own training?

A. In terms of -- there are occasions where the Youth Justice Board deliver the training and as I say, it would upload things to the resource hub but there are also occasions where youth justice services would be interpreting guidance and delivering training. Sometimes there is a model of "train-the-trainer", so things can be rolled out and cascaded.

Q. Thank you. I want to turn now to definitions of the VFI cohort and if we look back in your statement please, Ms Dargue, at page 4 AYM000001_0004, paragraph 14.

You say that the association's:

"... members recognise that the concepts of ... ('VFIs') and Non-Ideological Extreme Violence ('NIEV') are emerging areas of concern. However, they are not currently supported by a universally agreed definition, assessment framework or national practice model within youth justice."

Now, we remind ourselves that your own statement was dated mid-September and I know, and you know, that your witness statement request from the Inquiry would have referred to "non-ideological extreme violence", NIEV, and asked you questions about that because the Inquiry was obviously aware of the NIEV Taskforce.

But, prior to the Inquiry's request to you, had you come across "non-ideological extreme violence", "NIEV", as an acronym and as a concept?

A. Yes, since this tragic incident, those terms have become known to our members, both terms have become known and I believe that the association was involved in some scoping conversations with Government departments around the wording.

Q. Thank you. So, we know that VFIs was earlier and the Government has moved towards NIEV more recently, but that wasn't news to you when the Inquiry asked you about it?

A. Yes.

Q. Thank you. You say:

"The concepts remain relatively new and are inconsistently understood across agencies and regions. Existing systems have historically focused upon violence linked to offending behaviour, safeguarding concerns or ideological extremism rather than violence fixation in isolation."

So, just looking at that, relatively new as concepts, they don't have a constant or consistent understanding and they are breaking new ground in the sense that previously, the focus has been on those different areas. So systems that are dealing with offending behaviour, safeguarding concerns or ideological terrorism and would it be fair to say, this one sits somewhere across those?

A. Yes.

Q. But is new and different?

A. Yes, it is.

Q. Thank you. You go on, in 15, to say that your association's:

"... members may encounter children whose behaviour gives rise to concerns about fixation on violence even [in the absence of] ideological motivation."

Can you give us a feel of the practical impacts, at

the moment, on the fact that there isn't a definition, that there is inconsistent understanding? What's the practical impacts of that, for your members?

A. It goes back to having no agreed definition, assessment, framework or practice model and the resulting impact of that is an inconsistency in identification, assessment and response.

Q. Thank you. So, in paragraph 16 you speak of these factors making:

"... clarity about roles, thresholds and responsibility particularly important. A concern may otherwise be passed between agencies because it does not fall clearly within the threshold or statutory responsibility of any one service."

Are you aware of that, either individually or through your members, of that happening, that VFI type cases don't fall neatly within existing thresholds and responsibilities?

A. Yes, I think our members would agree that cases can fall between the gaps when there is no neat definition for them to sit within or -- yeah, it is about ownership and accountability of where that case needs to sit.

Q. Thank you. Could we have screen, please, HOM001011. This Ms Dargue, you will recognise it is the "Interim Guidance to support the management of Non-Ideological

Extreme Violence concerns". Recent publication, 6 October 2026.
A. Yes.
Q. It is not a test, but can I ask you this, prior to the Inquiry providing you with a copy of this under our notice procedures for documents we were going to ask you about, had you already seen this?
A. Yes, it had been provided to our local authorities.
Q. Thank you. So you got it through -- forgive me for using the phrase all the time -- but your day job, you had seen in that context it had come through?
A. That's correct.
Q. So it has reached you and has it been cascaded to the youth justice service that you work for, to the team members?
A. Yes, that's correct. The guidance has come to us and then I believe there is a fact sheet or a smaller document that was attached to the email as well.
Q. Thank you. So we see at the bottom of page 2 HOM001011_0002, paragraph 6, the definition and we know it is a working definition, it is not statutory/legal or operational in nature and we know that it is not intended to prejudge the outcome of this Inquiry. So it is the working current version. What it says is:
"The use or threat of extreme violence, not driven

by a clear ideological purpose, which is communicative in nature and intended to shock, intimidate or outrage the public or a section of the public."
Now, what I would ask you to do, Ms Dargue, is to give us your candid view, on behalf of your members, if you can, but if not, using your own professional experience, of what you make of that definition in terms of whether it is something that will be appropriate and suitable for youth justice workers to understand them and put into practice?
A. I think the first thing to say is it is helpful to have a working definition. We have had the opportunity, as a senior executive team, to have a brief conversation around this and this is potentially an area where we may come back to you at a later stage if that would be helpful.
The conversation that we had as an executive team was around the word "intent" and it caused us to have some debate because youth justice services are more au fait with dealing with outcomes rather than the intent and what happens prior. So, it is helpful to have the definition as a working definition and to kind of identify the behaviours and outcomes, but yes, I think it is an area where we would certainly like to take a wider membership view.

Ultimately, youth justice services assess a whole range of factors and motivation in children and the drivers behind children's behaviour is part of that and we would assess push and pull factors. I guess, for us, it was around the word "intent" that we may need to take some further views on because I do think that will be mixed.
Q. So would I understand -- you must say if you disagree -- but it may be difficult for youth justice practitioners to assess in advance whether behaviours of concern are being motivated by an intent to shock, intimidate or outrage the public or a section of the public?
A. Yes.
Q. Thank you. Professor Cassam was one of our seminar speakers earlier in Phase 2 of the Inquiry and he suggested an alternative of "non-ideological violent extremist", and working and building on that, we have been exploring with witnesses an alternative which would be "those vulnerable to being drawn into non-ideological violent extremism". So, seeking to describe the cohort as "those vulnerable to being drawn into non-ideological violent extremism". Do you have a view on that alternative?
A. We haven't had the opportunity to discuss Professor Cassam's terminology. On initial hearing of

that, it sounds more helpful than labelling a child because what we would say is, as youth justice services, is that risk is fluid and if we label a child as a "violence-fixated individual" at one point, we may assess them differently at a future point. So that risk is fluid and moves and shapes. So on initial hearing, that sounds like a more helpful terminology, however, I would like to take a wider view of that.
SIR ADRIAN FULFORD: Thank you.
MR MOSS: Yes, of course. Thank you. Again, any contribution on this would be welcome and you haven't had much notice in relation to that. So I won't question you further, but further views from your members would, I am sure, be helpful.
SIR ADRIAN FULFORD: Positively encouraged.
A. Of course.
MR MOSS: Thank you. Page 3 AYM000001_0003, paragraph 10 back in your statement please. We see that you say that the association "does not produce policies, guidance or documents for members" and you confirm -- and this would have been in answer, I think, to a specific question from the Inquiry -- that the association:
"... has not undertaken any statistical or data-driven work in relation to children and young people fixated on violence."

Would the association have the tools to undertake statistical or data-driven work in that area, if it wanted to, or are you reliant there on the Youth Justice Board and the MoJ?

A. Yes, we would be reliant on YJB and MoJ.

Q. Thank you. I want to turn to questions about risk assessment next, please, if we may. Stepping back from any points of detail, who, at the moment, would be responsible for assessing the risk that a child may be vulnerable to becoming a violence-fixated individual, however it is defined; who carries that responsibility, at the moment?

A. So that responsibility really depends on whether a child falls within the youth justice statutory remit currently. If they were on our caseload, it would fall to us to make that assessment and we would make the assessment were they known to us. Outside of that remit/responsibility, it may sit elsewhere with a different agency.

Q. Thank you. If we could have page 4 AYM000001_0004, paragraph 18 of your statement. You speak about association members utilising current tools such as AssetPlus to assess a broad range of risk. Is that right?

A. That is correct.

Q. And we are familiar with the AssetPlus. We also heard Ms Roberts-Bibby yesterday speak of the relatively new, more recent "Prevention and Diversion Assessment Tool", PDAT, yes?

A. Yes.

Q. Now, both of those, just looking at it at a high level, are broad assessment tools. They are not designed just for a single type of risk, are they?

A. No.

Q. And is it right that, at the moment, your members don't have a specific tool which is designed to assess risks around this cohort, violence-fixated, fascination with extreme violence, mass casualty attacks?

A. Yes, there are no specific questions within either of those two assessment tools currently relating to VFI or NIEV.

Q. All right. So, two slightly different aspects of that. Neither PDAT nor AssetPlus ask questions around that area, but outside of PDAT and AssetPlus, should we understand that there isn't a further tool that would be used in that area that youth justice service workers would use?

A. There isn't currently a tool that could be applied. There are other tools that youth justice services do use to supplement AssetPlus and PDAT assessments such as the

SAVRY tool or AIM 3, for children who have committed harmful sexual behaviour. So there may be merit in a tool being developed that would provide additionality to the AssetPlus or the PDAT.

Q. Thank you, and the SAVRY tool is one with which we are familiar. We are also interested in the yet to go live but being developed AREVA tool. I don't know if you are familiar with that. On the SAVRY tool, is that something which all youth justice workers would be able to carry out, or is that something that would be more for senior practitioners or those with specialist skills? Can you just give us a feel for that?

A. In general, it would be those who have been specifically trained in SAVRY, so it would be your more senior staff or those who were more experienced or those in other agencies such as psychological services et cetera, that may assist a youth justice service in that assessment process.

Q. Thank you, and we were told yesterday that, from the Youth Justice Board's point of view, AssetPlus -- my paraphrase -- but is long overdue an extensive update and improvement. Would you agree with that?

A. I think AssetPlus provides the current framework but I wouldn't disagree that it needs a full revision, to be updated.

Q. Thank you. If we go over the page to paragraph 19 AYM000001_0005, you say that the association's:

"... members would support the development of a shared multi-agency assessment framework."

You say that:

"Benefits would include national consistency, common thresholds and language, improved information sharing and earlier identification of risks".

Just pausing there. When you say support the development of "a shared multi-agency assessment framework", are you using "framework" there as being something different to a tool or is that effectively the same thing?

A. I think it is different. Each agency currently assesses for the needs of that agency. It is not necessarily always relevant to another agency. So to have a shared multi-agency tool may be very, very difficult to achieve. If that was to sit within some kind of multi-agency framework, that may be helpful, however that needs to look.

Q. All right. Can you help us to understand what sort of thing you have in mind when you say "a shared multi-agency assessment framework"?

A. As I say, a kind of an overarching document that we would work to and each agency could either input into

or -- I wouldn't have the answer for the Inquiry today but some sort of framework that we could all work to, with a common aim and a common achievement because currently we assess offending, risks et cetera, social care would assess different needs and risks for a child, education et cetera. So we all have our own agency perspective but if there was an overarching framework where we could all look to, those commonalities, that would be helpful, I think.

Q. Thank you. So something that draws together and holds the different assessments that individual agencies might do. So, health care staff might be looking at assessments for a particular diagnosis under ICD; youth justice service might be looking at risk assessment of offending behaviour, using AssetPlus. But something that brings those together and perhaps also coordinates what the different agencies can bring --

A. Yes.

Q. -- but then shares the output of those various assessments; is it in that area that you are thinking?

A. Yes.

Q. Thank you. A slightly different possibility I think to that is that probably for the sort of early assessment of risk, not the detailed secondary assessments that require higher skills and more qualified professionals,

like SAVRY, but at the initial stage, whether it would be useful for there to be an initial assessment tool that was shared across agencies.

So, Ms Roberts-Bibby I think was talking about the potential for something that was like PDAT to be used in common across agencies. She wasn't saying PDAT is it, as it is constituted now, but that sort of level. So not a superficial questionnaire, but nor a technical, professional, structured judgement tool that might take several weeks to complete and would need lots of information being brought together.

Would you see merit in that?

A. Yes. Yes, I would. You can see that that would bring together information from a variety of agencies. As long as that is something that would be under review because, as information comes to light, that would be interesting for, I guess, who owns that overall overarching assessment would be my question to that.

Q. And the barriers, potentially in this area, you dealt with in the second half of paragraph 19:

"... reaching a common agreement across agencies on definitions ... implementation of an agreed framework as well as the costs and timeframe ..."

Required, I think that should be, "to create such a tool".

A. Yes.

Q. Thank you. Then paragraph 20, you go on to say that you consider that there are:

"... significant gaps in national strategy, guidance and governance relating to VFIs. Improvements to the system might include a nationally agreed framework ..."

Is that the same thing we have been exploring a moment ago?

A. Yes.

Q. Yes:

"... agreed thresholds, a dedicated assessment process, and clear accountability arrangements for ownership and coordination."

We will come onto some of those aspects in a moment.

In the next paragraph, 21, you do also highlight a lack of training in identifying violence fixation, pre-attack behaviours or NIEV.

Looking at the allied area of terrorism risk, presumably, youth justice workers do have training in that area, relating to the Prevent duty, if nothing else?

A. Yes.

Q. Should we understand that, at the moment, there is not training in areas of violence fixation, extreme violence, online gore and extreme violence material?

A. I would say that there is not consistent training in that area.

Q. So, nothing mandated?

A. No.

Q. And up to individual areas, would that be right?

A. Yes, at this moment. Yes.

Q. Have you had experience -- you must say if not -- I think you were cautious to say there isn't training and there may be some in some areas. Have you seen examples of good practice, where areas are training in those areas?

A. I haven't seen any, no.

Q. Thank you. If you can't say, you must just let us know, but what would your sense be of the awareness of youth justice workers of things like Com network risks, communities who, in a horrible way, celebrate mass casualty attacks, and those communities who, for example, communicate about the -- horrifically, the scores, supposedly, of how many people have been killed in attacks and sites with extreme gore? What's the understanding of the risks about those, do you think, amongst your membership?

A. Sorry, was the question in terms of awareness --

Q. Awareness of the risks in that. So I think it may be that some professionals in some areas might not know

what Com networks, for example, are --
A. Yes.
Q. -- and may be in a position of relative blissful ignorance but how much unpleasant extreme violence and gore material there is on the internet.
A. Yes.
Q. And may not have an awareness that there are online groups who celebrate and encourage mass casualty attacks. I wondered if you can give us a feel of what you think, for youth justice workers, that the extent of professional knowledge is for those sort of areas?
A. Yes. My comment would be that it is highly variable and that practitioners -- some practitioners will be fully up to speed and will follow more up-to-date issues surrounding this and others less so. With the lack of national and central training and guidance, at this moment, and no mandated training, that leads to variability in the system.
Q. Thank you. If we could have the next section of the statement under "Mental Health and Neurodevelopmental Considerations". Thank you.

So paragraph 22, you say that the association's:

"... members recognise the importance of understanding children's mental health and neurodevelopmental conditions within any assessment of

risk of violence. Indeed, the prevalence of both need and risk factors is over-represented within the [youth justice service] cohort of children."
A. Yes.
Q. Understanding that, the Inquiry has heard evidence that in terms of neurodevelopmental conditions and any interrelationship with violence fixation and the risks in this area, this cohort, that's quite a complex picture in some ways. First and foremost, there is no evidence that neurodivergence, including autism, causes violence fixation or an increased risk of violence in a direct, causative way.
A. Yes.
Q. But neurodivergence, including autism, may contextualise the risk picture. So, what is meant by that is that those, for example with autism, may be more vulnerable to social isolation, they may be more vulnerable to grievance, more vulnerable to bullying, more vulnerable to a perception that they are being bullied. All of these would vary depending upon the individual, of course. But they may also be more vulnerable to bad actors, hostile actors online and they may have a tendency towards a narrow focus of intense interests, which can interrelate with dangers online.

So, that means that it would be completely wrong to

jump to a stigmatising conclusion that neurodivergence causes violence risk, but it would also be wrong to ignore neurodivergence in assessing risk --
A. Yes.
Q. -- and it needs to be looked at on an individual basis --
A. Yes.
Q. -- with an eye to both risk and unmet needs. What I wanted to explore with you is, the extent to which you think that that is currently understood by youth justice service workers? Because it is quite a complex position --
A. Yes.
Q. -- and whether the current training adequately teaches that complexity?
A. Yes, it is a complex -- it is an area of complexity. But I think that practitioners are well-versed in neurodiversity and where they are not, they could draw upon their colleagues in CAMHS and forensic CAMHS services, of which some services have those based within their teams or have pathways where they can seek that advice very quickly to inform assessments. So where they don't have it themselves, they may be able to seek it, to assist in the assessment process.
Q. Thank you. You alert the Inquiry, as many others have

done, to the barriers that exist in terms of support, so the second half of your paragraph 22:

"These include long waiting time for specialist assessments, inconsistent local mental health provision, [and] limited access to forensic mental health support and delays which can result in missed opportunities for intervention."

Other than the magic money tree, is there anything, in practical terms from your experience, that you would say can be done about that?
A. I'm not sure I can answer in terms of how to fix that problem and it is potentially a question for colleagues in mental health services, that provide those services in. As I have said previously, to date, the youth justice services are made up in very different ways and services are different experiences and different make-ups and different sizes, et cetera and they have varying different resources. I think if there could be a consistency of resources provided to youth justice services, that would be helpful.
Q. Thank you. Ms Roberts-Bibby spoke of her view yesterday, that the formula by which funding is agreed to youth justice service areas is itself outdated and in need of reform. Would you agree with that?
A. Yes, I would agree.

Q. Thank you. It touches upon a difficult and potentially controversial area of public policy, because it potentially engages issues about "queue jumping" but what is your experience of the ability for youth justice services to lever quicker assessment, particularly for mental health services, in cases where youth justice services legitimately are concerned about the risk of harm to the public?
A. Yes, and again that goes back to how youth justice services are currently made up. Some may have a very, very quick fast-track already in place. Others may wait several weeks and months for that assessment process to take place. So some would already have that ability, some will not have that ability and therein lies the inconsistency across the country of what we can and can't offer to children. They are children, at the end of the day, and I'm not sure it is queue jumping -- they would have that requirement anyway to be assessed. The fact that they are in the youth justice service that we have access to that would mirror the fact that we would have a significant concern for that child and we feel that it needed to be expedited.
Q. Yes. So those needs should push the child's legitimate place in the queue up, based upon need and risk?
A. Yes.

Q. It is not jumping ahead of others and if others had high needs and high risk for other reasons, not related to offending, that too should be prioritised?
A. Yes.
Q. Thank you. Do you know whether, in some areas, the funding for youth justice services is used to contribute towards the costs of the health assessment or is that always the local health budget?
A. Again, it is variable. So some youth justice services will have people seconded into their teams who may be able to do that type of assessment. Others wouldn't and may need to commission it. It depends on the local make-up of that team and the local health contribution into the local partnership arrangement.
Q. Thank you. I want to turn briefly to information sharing.
A. Yes.
Q. And if we look at YJB000138, this is the case management guidance on how to assess children in the youth justice service. If we look at page 6 YJB000138_0006, we see a section with a big heading on:
"Information from other sources that informs your assessment."
A. Yes.
Q. "Children and their families are the primary source of

information ... but you should also contact statutory agencies such as children's services, health, education, the police and ... (third sector) organisations who may have had contact with the child and their family. This is to ensure that the information is as comprehensive as possible, the perspectives of different agencies are incorporated and the assessment is accurate and holistic."
I think you would agree that it is widely understood that obtaining information about children in this way in order to assess risk is an important part of the youth justice service's role?
A. Yes, I would agree.
Q. This is the pulling of information in to make that sort of holistic assessment.
A. Yes.
Q. In general terms, for the information coming into youth justice services, what would your assessment be of how well that is now done, or whether there are still barriers and problems that are encountered?
A. I can speak from my own experience rather than from an AYM position, but I think in general that is done well. We receive information from all of the aforementioned partners and organisations. However, there are some barriers that do exist. Youth justice

services tend to have their own case management system and there are three or four of them in operation at the moment. And having different case recording systems may not be integrated with children's services, although we may have read-only access to other services. We obtain information through either direct read-only access to other people's systems, where that has been formally agreed, or through information sharing forums such as risk management meetings, strategy meetings et cetera. So, I think, operationally, that information can be pulled in fairly well into assessments.
Q. Thank you. Are there also issues about fears of contravening Data Protection Act, GDPR, as opposed to technical challenges? Is that experienced sometimes?
A. Yes, I would agree.
Q. If we look at page 3 AYM000001_0003, paragraph 13 of your statement, you say:
"... there are data systems and intelligence models used by policing and health colleagues, for example, that are not available to or even shared with [youth justice service] staff or leaders."
A. Yes.
Q. Now, intelligence models used by police and children's health records might be thought to be two examples of systems that can't simply be shared, as they stand, with

others because police intelligence needs to have control for obvious reasons and health information is sensitive, personal data?

A. Yes.

Q. As well as having obvious Common Law confidentiality requirements. But leaving aside the understandable lack of access directly to those systems, you do say "or even shared with [youth justice service] staff or leaders"?

A. Yes.

Q. So should we understand that policing and health are two bodies that you are flagging up sometimes don't extract the relevant material and share it?

A. Overall, yes. However, not always. They would be two agencies where there are occasions that we don't always receive the whole information around that child and there are occasions that that can make our assessment and planning for that child and the safety of victims more difficult. That would be the barrier and the challenge that that presents for us, as youth justice services.

Q. Thank you. If we could look at page 6 AYM000001_0006, paragraph 23. Thinking now about the youth justice service sharing information out to others, you say that youth justice services:

"... have the authority to share information to

prevent offending under the ... 1998 Act. They also have a duty to share information in relation to safeguarding children under the statutory guidance 'Information sharing to safeguard children and young people'."

You set out that that statutory guidance -- under the 2004 Act. You say:

"The Crime and Disorder Act places a requirement on local partners ... to co-operate and share data to prevent youth crime. However, these arrangements were not designed specifically for VFIs and [the association] believes that information sharing could be improved if expectations were explicitly stated in guidance."

I wanted to ask you about that. Is statements of guidance enough or is there a case for saying that there needs to be statutory provision to make absolutely clear the right, but also the duty, to share information specifically where it relates to a child's risks to others?

A. Yes, I think the latter of those two things.

Q. Thank you, and in AR's case -- and again, with all the caveats that you can't be expected to know the detail -- there were aspects of the learned Chair's findings that spoke to youth justice services in Lancashire not sharing information with others. So, for example, they

deliberately did not share the totality of their AssetPlus assessment of risk with AR's school, they shared an extracted headlines of it and they didn't share information, I think, about AR's assaulting his father.

Do you recognise that, that notwithstanding what you say in your statement that youth justice services have the authority to share information with others, that that too can have its barriers in practice?

A. Yes.

Q. Why, when there is a statutory basis for youth justice services to share information about risk out to others, is that still a problem?

A. I think that probably comes down to individual practitioner confidence and understanding of what can and can't be shared under GDPR et cetera. I think that it probably comes down to training and confidence in what can and can't be shared.

Q. Thank you. We know that, under the Children's Wellbeing and Schools Act of this year, there are new provisions in relation to a duty to share information where it is relevant to safeguarding or promoting the welfare of the child. Do you have a sense of whether that new duty is going to be understood by practitioners to extend to where the child is a risk to the public?

A. I think it is too early for us to comment on that. It is a very new document and, again, that would be something as an association we would be happy to canvass views and provide to the Inquiry.

Q. Thank you. I think if there were views on both the wording of the Act and also the September guidance, particularly at page 20 -- I won't bring it up again -- but those are areas in which the Inquiry is interested.

A. Yes.

MR MOSS: Sir, I note the time. I'm making good progress but I do not think I will finish my questions with Ms Dargue before it is sensible to take a break, so that might be a convenient moment.

SIR ADRIAN FULFORD: 15 minutes?

MR MOSS: Yes, sir. Thank you.

SIR ADRIAN FULFORD: We will sit again at 11.40 am.

(11.26 am)

(A short break)

(11.40 am)

SIR ADRIAN FULFORD: Yes, Mr Moss.

MR MOSS: Thank you, sir.

So Ms Dargue, if we could have page 6 AYM000001_0006 paragraph 25 on the screen now. I want to turn to the question of how the frameworks for managing the VFI cohort may look in the future.

What you say in paragraph 25, is that the association:

"... would need to conduct consultation activity with its members to ascertain a collective view of the effectiveness of [these] arrangements and whether identification, assessment and management of VFIs should be addressed through existing structures or the creation of a new structure."

And that you would also:

"... need to seek member views to be able to express a collective view on whether a single 'duty holder' should be identified and whether [youth justice service] could or should undertake that role."

Now, because you are an associate membership organisation, if I may say so, we understand that caution and we also understand that you have not yet been able to do that and you have already offered, I think, to canvass further views.

A. Yes.

Q. Can we explore these issues with the benefit of discussions that you have had, but on the clear understanding that it is not a formal view of the association --

A. Yes.

Q. -- and that more details may follow?

A. Of course.

Q. Thank you. So we have been exploring these aspects in several stages. The first is to look at what may need to happen at an initial screening or triage stage, linked to the concept of the big front door. While the Inquiry understands that some cases might first present to youth justice services, for the most part, formal referrals raising concern about fascination with violence, mass casualty attacks, in general terms, might, at the moment, first be going to Prevent?

A. Yes.

Q. Alongside referrals in relation to ideological extremism. And the Inquiry has heard evidence that that is problematic, Prevent acting as a de facto big front door. If we could look at CCE000001, please, this is part of the report of Dame Rachel de Souza, the Children's Commissioner for England, her report, "Children referred to the Prevent programme".

If we could look at page 26 CCE000001_0026, please, and the top of the page highlighted. This is a slightly complex diagram but those making the referrals are along the x axis, so one sees "education" making the largest number of referrals into Prevent.

Then the colours show if Prevent did not take the case on, who did the referral come back to, to take

action. So, her key point was if you look at education, who make the most number of referrals, and you look at the colour key below, you get the green for education and you see that 65 per cent of the education referrals bounce back to education to take action and are not taken on by Prevent.

One sees, although it is not so stark, at the final column, the numbers are small, but for His Majesty's Prison and Probation Service -- and one understands that that can include prisons and that's not youth justice service-specific at all, but in the probation area, one sees, if you look at the grey colour coding, that -- my unscientific term -- a fair chunk of referrals to Prevent that are made by the Prison and Probation Service get referred back to the Prison and Probation Service for further action, and an almost identical, or very similar size, go back to education to take action, which may be an indication that they involve children, all right?

A. Yes.

Q. So that's the bounce-back effect. So against that background -- that can come down from the screen -- sorry, I should have asked, do you recognise that bounce-back problem, of referrals going into Prevent and coming back to agencies who referred them in?

A. Yes.

Q. Do you see that in youth justice services?

A. Yes.

Q. Thank you. So, against that background, the suggestion is that there should be an agency other than Prevent who provides the big front door to do an initial assessment and then to refer the cases onwards and that could be to Prevent, but there could, then, be other pathways, including potentially a pathway for those with violence fixation, fascination with extreme violence, mass casualty attacks.

I'm not going to ask you if the association is in favour of that because it is apparent that the answer to that is you would need to consult. But, insofar as you have been able to have discussions, what is the view that has been taken?

A. In terms of referrals coming back?

Q. In terms of whether the big front door is a good idea, first of all, rather than Prevent having that role?

A. I think in principle, it is a good idea. I think the challenge and barrier around that is the volume of contacts that come into the front door of children's services. I don't think any of our members would fall out of -- with a view of looking at public protection as well as safeguarding but I guess the issue is the volume

that comes in, the reality is that something could get missed in the current scheme, without additional investment and resource et cetera, that would need to come with that.

Q. All right, and if one thinks about who would do that role, the lead contender that has been suggested by others would be MASH, but one pauses to observe that there would need to be a degree of up-scaling and up-resourcing because, if it was to be a single front door, it would have to be capable of dealing with adults as well as children.

A. Yes.

Q. Because, of course, adults are referred into Prevent as well as children.

A. Yes.

Q. And it would also need to ensure that the MASH had counter-terrorism informed personnel, whether they be counter-terrorism case officers or territorial policing officers with counter-terrorism knowledge --

A. Yes.

Q. -- so that a counter-terrorism eye could be put on the appropriate referrals. So, all of that needs to be taken into account. Do you have any alternatives to MASH in terms of who could do that role?

A. The short answer is "no". However, what I would say is

that what we would feel would be important to consider is who has the best relationship with that child and who could build that relationship to conduct the right assessment and think about the planning -- the safety planning around that child for victims as well.

Q. Thank you. So, to some extent, that's about the pathway that would follow after that first assessment?

A. Yes.

Q. But where Ms Roberts-Bibby urged upon the Inquiry yesterday the importance of continuity of care and trusted relationships, I'm sensing that you would agree that that is an important consideration in achieving good outcomes?

A. Yes, I would absolutely agree.

Q. So, while perhaps, for an Inquiry like ours, looking at it from the outside, not as practitioners in the field, one might think, objectively speaking, who is best placed in terms of the nature of the organisation to carry forward action, I understand you to be saying there's also a factor of who's going to work best because they have the trust of that child?

A. Yes. I would also add that, as youth justice services, regardless of who the ultimate agency is, the youth justice services would want to be involved in those discussions even if that child wasn't known to them

because I think that youth justice services have that expertise in assessing risk.

Q. Thank you. So, inevitably, because they are interconnected we have already got into what the pathway would look like after the referral stage. Is there anything else you want to say about the big front door part of potential reform; so that initial triage stage?

A. Again, I think youth justice services would absolutely want to be forming part of that triage --

Q. Even at the assessment stage?

A. Yes.

Q. Thank you, and then for the pathway afterwards, assume for the moment that in the public protection type of referrals that would go to the big front door, a proportion would still be passed onto Prevent.

A. Yes.

Q. At the very least, that would include all of the ideological -- cases of ideological risk of terrorism, so the vulnerability to be drawn into terrorism in ideological cases.

A. Yes.

Q. But thinking about our cohort, whether they are VFI, NIEV or NIVE, however they are defined, what would you see as the best agency, or multi-agency process, to manage those cases?

A. Upon being referred back from Prevent and not accepted by Prevent?

Q. Yes, so assume that the effect of the big front door is that the assessment is made: this child has a fascination with extreme violence and gore and we are concerned about their propensity for violence, but applying whatever threshold may apply, it's not a Prevent case but it requires action outside of Prevent. Who then picks that case up and manages it, assesses the gradation of risk, decides upon the interventions, assesses whether the interventions have worked, coordinates the work? Even though several agencies may need to be involved, what process or what agency should lead those sort of cases?

A. To have had a referral in the first place there would have been a level of concern. So I think we could make the safe assumption that there would be a safeguarding concern relating to that child. So, we may be forgiven for thinking it may be children's social care, that would potentially be the lead agency for that. There could be, however, if there is no child protection, Child in Need issues for that child, as things currently stand, it doesn't neatly fit within their remit, there could be a potential, similar to a strategy, strategy kind of meeting, where that's multi-agency in nature,

following a child that's come back from Prevent and not accepted, a multi-agency meeting to determine a lead agency.

The reason I'm hesitant is because youth justice are time-limited in their interventions with children. So, for example, a child may be on a 12-month order and then if they withdraw their consent for working with us, after that period of time, we would be left without -- we would essentially be in the same situation of a child not receiving support.

So unless something was to change to give youth justice the powers to continue working with a child after their set period, then it is difficult to say who would be the lead agency because everybody has a period of -- a lot of the agencies that work with children with time limited. So I suppose my professional opinion would be something needs to change to give whoever the lead agency is additional powers to work with the child for longer.

Q. Yes. Thank you, and you are, helpfully and candidly, there referring to the time-limited problem for children.

A. Yes.

Q. But if one adds in the factor that the person referred for these sort of concerns, considered by the big front

door and then passed on to whatever this process would be, could be a 21-year-old, would it be fair to say that it is reasonably ready apparent that youth justice services can't be the complete answer; they would need to be involved in appropriate cases and have a seat at the table --

A. Yes.

Q. -- but they can't be the answer to the agency that takes it forward?

A. No. We work with children up to the age of 18.

Q. Thank you. One suggestion in this area is that a model of a multi-agency process hosted by children's social services, or in an appropriate case by adult social care, but co-chaired with policing and bringing together all of the relevant agencies for the individual case, would be a suitable way of taking it forward. Is that sort of process one you think that could work? So, co-chairs; one from social care, one from policing, with other agencies involved?

A. Yes, potentially. But again, I would say to involve the relevant criminal justice agency, whether that be youth justice or the probation service. Yes, we would absolutely still want to be involved, in both the screening triage and referral back.

Q. One is envisaging that in all appropriate cases, where

it is a child involved with youth justice, that would obviously have to be the case. Youth justice would have to be involved in particular because of its statutory involvement in relation to the statutory caseload?

A. Yes.

Q. Because if you were not involved in the mitigation of risk there, you wouldn't be carrying out the statutory duties?

A. Yes. As things stand currently, we would only have involvement with a child who is on a statutory order or an out-of-court resolution with us.

Q. Thank you. If the answer to this is it hasn't been thought through, that won't be a criticism of you at all, but other suggestions for this area are whether MAPPA could be expanded, violence reduction units could be expanded to seek to cover it, potentially dangerous person arrangements could be expanded to deal with this area. So the expansion, in some cases, it would be a significant expansion of existing agencies. Has thought been given by the association to those options?

A. No, not currently.

Q. Thank you. You touch there on lead agency.

A. Yes.

Q. Whatever that process is, whether the expansion of an existing process, or a new multi-agency process to

take the VFI cohort, there seems to be a clear consensus that it has to be an effective multi-agency process; no single agency will be appropriate in each case?

A. Yes.

Q. And even when there is an agency who may be primarily involved, there needs to be engagement with other agencies. So it must be a multi-agency process; would you agree?

A. I would agree with that, yes.

Q. There are then two schools of thought that we have been exploring about how that should work. One is that you should formally nominate one agency within the multi-agency process as being the lead agency. Benefits being clarity of responsibility --

A. Yes.

Q. -- and you also have a clearly nominated agency who has the responsibility for driving the case forward, for coordination, but recognising that other agencies retain a responsibility within their own areas.

A. Yes.

Q. The second school of thought, which our expert cadre preferred, is that what is important is that the multi-agency process must clearly own the case and the chair or chairs of that process are those who have responsibility and you have to have clear governance

arrangements over that to ensure that the system is working, but you specifically do not want to nominate a lead individual agency for a particular case because if you do that, the risk is that other agencies will tend to drop off and fall away. So to think, for example: well, this is a health-led case, so we don't need to be so involved and will have, therefore, less ownership.

It is a difficult question and if you don't have a preference, whether professionally or for the association, you must say so. But what are your thoughts as to those two schools of thought?

A. Yes, so in terms of the association, obviously we have not had that discussion being presented today. I can see benefits from both and my personal view would be, I would lean towards the first and have it because of the clear accountability and ownership of holding others to account.

Q. Thank you. Can we turn then, next please, to look at online harms. Obviously I have touched on these areas in earlier topics but if we can go back to your statement, page 7 AYM000001_0007, paragraph 29 please.

You say that the association:

"... members recognise the growing influence of online activity in relation to violence risk. [But]

youth justice services do not routinely monitor online activity and do not possess powers to restrict internet access."

I'm going to come back, in just a moment, to those concepts of monitoring and restricting internet access but just sticking more broadly with online harms at the moment. What's your sense of how well PDAT and AssetPlus currently steer practitioners to explore online harms, including the risk of harm to others, arising from social media and the like?

A. Okay, so in terms of AssetPlus, there are no specific questions currently in that document that pertain to online harms. PDAT does have some questions relating to online harms. It would direct practitioners more so to consider those issues. However, both assessment tools kind of would expect a practitioner to consider online harm in the same way that they would expect them to consider physical behaviour, if you like. So they would expect that -- a practitioner to be professionally curious around a child's lived experience, whether that be in the real world or in the online world.

Currently those assessment tools are not asking those questions. They weren't set up for VFI or NIEV. I believe that there's going to be some revision, as we discussed earlier today, of those documents. But they

are not set up for that specific purpose but practitioners absolutely should be discussing with children and their families, parents and carers, around what activity are they doing on the internet and, therefore, consider is that harmful to themselves or others.

Q. Thank you. In addition to PDAT and AssetPlus, there is the case management guidance.

A. Yes.

Q. If we look at YJB000138, this is the case management guidance on how to assess children. If we look at page 12 YJB000138_0012. There is general guidance, I think, encouraging the sort of professional curiosity and question-asking approach that you have spoken about:

"Children's online lives are an integral part of their lives and identity. Practitioners should consider online activity as part of a comprehensive assessment to ensure digital contexts are understood alongside other aspects of a child's life."

Then we see, in the next paragraph:

" ... explore ... access to the internet and whether ... [it] could have a detrimental impact on ... education"

So that may be more about screen time and not sleeping enough. Type of device that's used:

"... important to understand the platforms and communities the child engages with, what they enjoy about these spaces, and whether these connections are primarily with known peers or unknown individuals."

Then there is a reference to "safety and privacy practices" in the next paragraph, take into account "age and developmental level", which is important but reasonably obvious:

"... helpful to consider the environment the child resides within and if parents/carers monitor online activity ... Practitioners [should] consider and understand parents ... knowledge and understanding of parental controls and restrictions that are available for children's devices ..."

So that's how tech-savvy are the parents and what protections are in place. Then, at the bottom:

"Assessment should consider any exposure to harm, such as bullying, unwanted contact, or pressure to share images, as well as experiences of harmful content ... Alongside risks, practitioners should identify strengths and resilience, such as positive ..."

Over the page YJB000138_0014:

"... online interests, creative skills, and trusted supports."

And the like. So if we just go back to the previous

page YJB000138_0013, there is very little perhaps in what is positively on the page that anybody could appropriately criticise. These are important aspects. But looking at the emphasis, particularly at the bottom of the page, would you agree there seems to be quite a traditional emphasis on exposure to being bullied, unwanted contact, so that may be bullying contact, discriminatory contact, child sexual exploitation, pressure to share images. Very, very important, obviously. Massive issue in terms of offending against children in that area. As well as experience of harmful content.

In broad terms, that's not really developing and flagging the particular risk that there's also a problem with children positively enjoying violence and gore and getting into those communities online, material about mass casualty attacks, material about school shootings. Would you agree that there isn't any emphasis on that area, even in this guidance which is quite recent?

A. Yes. I would agree. The focus is on the harm to the child, rather than the harm that that child may pose online to others.

Q. Thank you. Then back in your statement, page 8 AYM000001_0008, paragraph 31, you say that the association:

"... would support restrictions that promote the safeguarding of children although [youth justice services] do not currently have either the powers or the technical ability to apply such restrictions."

What about under Referral Orders? Could they not be used to make positive requirements about what children do online, in terms of potentially allowing their devices to be checked and also require desistance from certain activities, so, for example, not to use a private browser or not to delete browser history? Could that be done under Referral Orders, as things stand at the moment?

A. I do not believe so, no. I don't believe we have the legal powers to ask for that.

Q. Why not? It is interesting that you say that, our seminar speaker said that it could be done but it very rarely is done.

A. Oh, right.

Q. But if you are able to have an agreement with the panel who set the terms of what should be done, for example: you should attend this, you should attend that, you should avoid that area, and an agreement about how monitoring is going to take place and education and things like knife crime education are going to take place; you must attend sessions, why could you not place

certain restrictions?

A. It would fallback to the monitoring of that. We don't have any technical ability to check a child's phone and we would be wholly reliant upon them to provide their phone to us, to show us what they have or haven't been looking at.

Q. So, I understand that, those challenges. Technical ability and that itself may be significant and it may be part of the reason why it is not being done at the moment. But, if under a Referral Order -- I mean, it would be reasonably common, wouldn't it, under a Referral Order, to say: you must attend x number of sessions and equally, it may have requirements that you shouldn't -- if there is a particular type of violence that was the problem, you should not go to this area or you shouldn't do this. Requiring somebody to provide their device to be looked at, is not wholly different in nature, would you agree?

A. It isn't. However, in terms of currently on Referral Orders, or on any orders, we can ask children to, as part of requirements: do x, y and z and engage in different types of interventions with us and that's within our control and gift and we monitor that because generally we would be delivering that or a partner agency would and we could check on their attendance and

then we could take enforcement action, if they don't do as is required of them. Online, at the moment, my understanding -- and apologies if it is different to the colleague you just referenced -- is that we don't have the powers to look at the online harm.

Q. All right, thank you, and that difference of opinion, would you accept, may itself be telling?

A. Yes.

Q. Because if -- and it is not a criticism of either of you -- but if one member of the youth justice world is saying: yes, it could be done but it very rarely is and someone as experienced as you, says: I don't think we have the powers, that speaks to a lack of clarity --

A. Yes.

Q. -- even amongst the most seasoned and experienced of practitioners?

A. Yes.

Q. Thank you. Just looking then at interventions and legal reforms, I think my final topic. You say, at page 8, paragraph 33 of your statement, that the association:

"... considers that the current systems to support youth justice practitioners in identifying, monitoring and disrupting children assessed to be VFI as inadequate."

I think you extend that not just to assessment

tools, as we have been exploring, but also to the interventions that follow, is that right?
A. I would agree.
Q. What is it about interventions that, at the moment, are inadequate in this area?
A. I don't think there's any evidence-based, consistent interventions that are available to youth justice services at the moment. People may have interventions that they use to work with children who fall into this cohort, but they are so small in numbers that I think youth justice services -- the evidence -- it is -- the evidence base upon which to base the interventions is not there currently.
Q. Thank you. There may well, of course, be interventions in terms of health programmes that may be relevant, but the Inquiry has been receiving evidence that the interventions that may be most helpful in this area, drawing on Prevent learning, may be in terms of mentoring, positive role models, building a trusted relationship, encouraging pro-social activities, and those may be things such as giving a physical outlet away from the online world, so whether gym membership, sports club attendance, matters of that kind.
To what extent do youth justice services, at the moment, have access to those sort of interventions, to

try to steer children down those more productive paths?
A. Some do and some don't and it is highly variable, again, across the country what children can have access to, depending upon where they live and also how their youth justice service is made up and what resources are available to them.
Youth justice services would certainly access kinds of sports provision and other therapeutic provision, if it were available to them, but, unfortunately, there is no consistency across what children can and can't access across the country.
Q. Thank you. Could we just have on screen please MOJ000098. This is the statement of Ms Churchill, Director General of the Ministry of Justice, and I think if we could have page 49 MOJ000098_0049, paragraph 166, please. It is the bottom of the page. She says that the:
"... responsibility for supporting and supervising children, including VFIs, who have committed (or at risk of committing) offences should remain with the local authority-based youth justice service. However, the MoJ considers that there is a role for youth justice services to more effectively and efficiently create provision for children who need a more specialist and intensive package on a regional basis."

Has the association had conversations with others in Government about that potential, that specialist and intensive package might be best organised on a regional basis rather than first-tier authority level?
A. No. However, other discussions have started to take place in relation to regional clubbing together, for example, in working -- in remand, as an example for that. So I think the association would certainly be open to looking at whether that would be a way forward.
Q. Thank you. Then, if we could have on screen MOJ000155, please. This is a letter -- please don't be misled by the date, we are told that is an error and it should be 2025 not 2024. If we go to the second page MOJ000155_0002, please. Just so you have got the context of this, you see that it was a joint letter from Sir Nic Dakin, Minister for Youth Justice and Keith Fraser, the then Chair of the Youth Justice Board.
A. Yes.
Q. If we go back to the first page MOJ000155_0001, it is prioritising violence-fixated children and in the third paragraph, we see reference to:
"On very rare occasions, children can cause great harm to others."
Reference to the Southport attack and then we see, towards the bottom of that paragraph:

"To avoid them being drawn into harmful behaviour, our ask is that you keep prioritising identifying and addressing the complex needs of these children, and ensure that your referral pathways and partner relationships allow you to do so."
Was this a letter that you received in your day job and that the association was aware of?
A. Yes, it will have come to every head of service.
Q. All right. Do you recall it, as it happens? You hesitated slightly --
A. Yes, I am hesitant. I don't remember this specific letter but if it is come from the Youth Justice Board, I would -- it will have come to me.
Q. Thank you, and that reference to "keep prioritising, identifying and addressing the complex needs", was there a prior system or understanding that such cases required prioritising?
A. Yes, because clearly offences of this nature would be deemed extremely high risk and those children are our highest priority.
Q. All right. And then, bottom of the page please, there is a reference there to:
"The Ministry and Youth Justice Board will work together to answer [the] question [about the needs of these children], including wider Youth Justice

Partnerships."

And there is a request that those with particular expertise or interest in supporting should email in.

Are you aware of whether the association had any particular role in responding to that, the concept of specific work to identify and address the needs of these children, clubbing together with those with particular expertise; do you know if anything actually happened in response to that?

A. I don't know, in response to this particular letter, but I do know that the association was involved in discussions around that time in May and June 2025, with the MoJ to look at violence-fixated individuals, where there was some scoping work being done and we were involved in those conversations at the time.

Q. Thank you. We know that's on the cusp, I think, of when you took up your position?

A. Yes.

Q. Do you know if that dealt with anything specifically in relation to interventions and what interventions were most effective?

A. I don't believe it did. I think it was at the initial scoping phase that the association was involved and it was my predecessor and the vice chair.

MR MOSS: Thank you. Thank you those are my questions. I'm

just looking to my left. It is just the families.

I think, Mr Weatherby, I have hopefully covered the ground.

Sir, do you have any questions for this witness?

SIR ADRIAN FULFORD: Just one.

Questions by SIR ADRIAN FULFORD

SIR ADRIAN FULFORD: Can we re-wind just slightly, to a question Mr Moss was asking you before the break. Imagining that there is a multi-agency strategy meeting taking place under new arrangements, with youth justice involved and someone who is under 18, so still very much within your purview, has been referred to Prevent and has bounced back.

A. Yes.

SIR ADRIAN FULFORD: So, to use the -- whichever definition is relevant -- they have been assessed as being either a violence-fixated, or a NIEV, whatever the definition is. So they come, within the group with which the multi-agency body would be concerned, and you have made it, if I may say so, very helpfully, absolutely clear that you would want youth justice to be involved, not only in the triage and assessment phase, but, to the extent relevant, with what plan is put into place in terms of how that young person should be looked after, and, if it is relevant to youth justice work, for him or

her to be taken on by youth justice. Is that a fair summary?

A. That is a fair summary.

SIR ADRIAN FULFORD: Right. Now, the thing I want to ask you about is this. If there's been an arrest, so, if a criminal process has started, then you have a statutory role. If, prior to bouncing back from Prevent, there's been no earlier criminal process, so no powers, you would need the consent of the individual in order -- or parents, in order to be able to do any work?

A. That is correct currently, yes.

SIR ADRIAN FULFORD: Right. So the nub of it then is this: could you see there being some utility in -- obviously subject to making sure that this was a fair process that properly took into account the rights of the child, and not wanting to make this a sort of disproportionate response -- of, in that situation, having the -- well, the same kind of compulsion that you would have for somebody who has come to you via the statutory route?

So, rather than it being dependent on consent, actually, even outside of earlier criminal involvement going through the courts, that you had power? Would that be helpful? Would that be something you would support, or would you have concerns that would mean that you wouldn't support it?

A. No, because I think that you have outlined the concerns I would have around proportionality and children's rights et cetera and it sounds almost a bit similar to -- and forgive me if I'm misinterpreting, but it is almost similar to children being compelled to comply with bail conditions.

SIR ADRIAN FULFORD: Absolutely.

A. So it sounds similar to me as that. So, yes.

SIR ADRIAN FULFORD: It just seemed to me that, although I can understand why an arrest and charge makes sense as a kind of readily usable trigger, you know, either compulsion or not, although one can understand that, with those within this category, potentially very high-risk individuals, to say that compulsion is completely dependent on whether or not it's come via a criminal justice route, seems, to me, to have potential problems.

A. Yes.

SIR ADRIAN FULFORD: You would agree?

A. Yes.

SIR ADRIAN FULFORD: Thank you very much. It has been extremely helpful evidence, I'm very grateful to you. If you could, perhaps before Christmas, come back to us with any comments that you have managed to garner from the association, we would be very grateful. Thank you

very much indeed.
A. No problem.
SIR ADRIAN FULFORD: So I think we need to do a slight rearrangement of the furniture for the next witness, is that right?
MR MOSS: I think, in fact, we can press straight on.
SIR ADRIAN FULFORD: Oh, can we?
MR MOSS: I think so, yes. So, if we could have our Youth Offender Managers Cymru witnesses, I'd be grateful.
Ms Dargue, you are of course welcome to sit and listen to the evidence of your colleagues from Wales.
SIR ADRIAN FULFORD: But you are not compelled. *(Pause)*. If you could remain standing just for a moment while the oath is taken, thank you very much.
MS HELEN WILLIAMS (affirmed)
SIR ADRIAN FULFORD: Thank you.
MRS CHRISTA BONHAM-GRIFFITHS (affirmed)
SIR ADRIAN FULFORD: Many thanks. Please have a seat. Yes.
Questions by MS WOODS
MS WOODS: Good afternoon, sir. Ms Woods taking over the reins.
Good afternoon. Please could you give each, your full names for the record?
MRS BONHAM-GRIFFITHS: I'm Mrs Christa Bonham-Griffiths.
MS WILLIAMS: And Ms Helen Williams.

Q. Thank you very much. You have provided the Inquiry with a joint statement?
ALL: We have.
Q. Could we have that up on screen please, it is YMC000001. Thank you very much. We can see at the top that is dated 11 September of this year and if we turn to page 21 YMC000001_0021, we can see some boxes which are redacting your respective signatures. Can I ask each of you, in turn, to confirm please that the contents of this statement are true and correct to the best of your knowledge and belief.
MRS BONHAM-GRIFFITHS: Yes, they are.
MS WILLIAMS: Yes, they are.
Q. Thank you very much. Amanda, could I ask to turn back to page 3 YMC000001_0003 of this statement from paragraph 8. Thank you very much.
We can see there that your role is as "Joint Chairs" of YOS Managers Cymru. Can you help us "YOS", please?
MRS BONHAM-GRIFFITHS: It is Youth Offending Service Managers for Wales, Cymru.
Q. Thank you very much, and how long have you held that role as joint chairs?
MS WILLIAMS: It has been just under two years.
Q. And how long is the term of the chairship?
MS WILLIAMS: Ordinarily around two years.

Q. I don't believe that, in your statement, you set out your respective backgrounds. Can I ask that you each give a very brief overview of your CVs, starting, perhaps, with Mrs Christa Bonham-Griffiths? We can see from your statement you are the Bridgend Youth Justice and Trauma Service Manager; is that right?
MRS BONHAM-GRIFFITHS: That is correct, yes, and I have 25 years' experience working within youth justice settings across Wales.
Q. Thank you very much, and Ms Williams, I believe you are the Principal Officer for Adolescents and Young People within Swansea Child and Family Services; is that correct?
MS WILLIAMS: That is correct, yes. So I have been a qualified social worker since 2003. I have worked primarily in youth justice throughout my career. My current role, just to clarify the title, is that I have oversight of youth justice services but also of 16-plus services as well.
Q. You have pre-empted my next question. Thank you very much. Could we start by looking, very briefly, at your organisation and at the role of youth justice services in Wales, just to set the background for the evidence you are going to give us today. So starting with your organisation, could we turn to page 2 YMC000001_0002,

paragraph 5 please.
You say there, "YMC" -- if I can refer to it that way:
"... is a professional body that brings together Heads of Youth Justice Services in Wales."
And you set out there a list of its different activities including, at point 2:
"Contribute to effective joint planning and policy-making."
At point 3, looking at the:
"... implications for Youth Justice Services of new legislation, government guidance, regulations ..."
And then the next bullet point, it also plays a role in commissioning "reviews, evaluations, and developmental work". Is that right?
MS WILLIAMS: That is correct.
MRS BONHAM-GRIFFITHS: That is correct.
Q. Is it a statutory body?
MS WILLIAMS: No.
MRS BONHAM-GRIFFITHS: No, it is not.
Q. Turning to paragraph 9 on page 3 YMC000001_0003, please. You say there:
"The contents of this statement reflect the collective position and experience of YMC and its members. Where the statement refers to the experience,

view or position of YMC, it is intended to represent that collective professional perspective."

Can I ask, did you take steps to seek input from your membership, or to obtain their views, before making this statement and attending today?

MS WILLIAMS: Yes, we did. We shared -- we were obviously provided with questions in order to bring together the statement. They were shared with the 17 youth justice service managers across Wales. Everybody had sight of those. Not everybody responded. However, we did have responses from each of the four regions within Wales and we have utilised the information, to provide the overview of the themes and views within the statement.

Q. Thank you very much. Could we turn to page 18 YMC000001_0018 please, paragraph 109 and 110. You say there that your organisation:

"... has not produced policies or guidance specifically concerning non-ideological violence fixation, harmful online content ..."

And you give a list of topics within the terms of reference of Phase 2 of this Inquiry. You go on to say, in the next paragraph, that it has "not undertaken statistical or data-driven work" in relation to those topics. Is that something that your organisation does, or can do, in relation to topics of concern?

MRS BONHAM-GRIFFITHS: It potentially could do but we tend to rely on the Youth Justice Board and indeed, the Ministry of Justice, to assist us with those -- with that data.

Q. Thank you. With my apologies to Amanda for jumping around, if we could have page 11 YMC000001_0011, please, paragraphs 57 and 58. Thank you very much.

Turning then to the role that youth justice services play within Wales, just by way of context. Very helpfully here, you set out that youth justice services have a central role in identifying, assessing and managing harm-related behaviour involving children. And you give quite a helpful overview of some of the work that youth justice services do, including specialist assessments, identifying risk, developing plans to manage risk and you talk about interventions as well.

Then at the following paragraph, 58, you set out for us some of the different organisations and structures which youth justice services participate in. Could we turn to page 13 YMC000001_0013, paragraph 75 to 76 please.

You say:

"Youth Justice Services may have a substantial role before thresholds for custody, MAPPA or mental health definition are met. Children may receive prevention or

diversion support or be subject to a community statutory order."

You refer there to "prevention and diversion support". How much of the work of youth justice services in Wales is focused in on that sort of early help stage, before offending occurs?

MS WILLIAMS: I would suggest broadly, it is around 80 per cent of the work that is undertaken by youth justice services in Wales.

Q. 8-0, is that right?

MS WILLIAMS: 8-0.

Q. Is focused on pre-offending, rather than powers becoming engaged because of children undertaking criminal offences?

MS WILLIAMS: Yes. So we would include our prevention and our diversion, early intervention, out-of-court resolution cohort.

Q. Thank you very much. Could we turn to page 6 YMC000001_0006, please, paragraph 28. We see there:

"Serious violence funding and strategic coordination vary. Areas with funded violence prevention arrangements may have better access to specialist provision, while others have significantly less support."

You say that:

"... unequal capacity can affect contingency planning and access to appropriate interventions."

Can I ask you to tell us a little bit about the consistency of provision of youth justice services across Wales? To what extent does it vary between regions?

MRS BONHAM-GRIFFITHS: So in Wales, we currently have two violence reduction units, one in North Wales and one in South Wales and where there are those violent reduction units, there has been better access to those specialist support mechanisms in those surrounding areas than in others. So, as some of that work is still operating in its infancy across Wales, that work still is developing. So there are a number of pilots in particular areas that are potentially being rolled out but not rolled out, as yet.

Q. Would your membership support the expansion of violence reduction services, beyond those two areas across Wales?

MRS BONHAM-GRIFFITHS: Absolutely, yes, to help support some of the children where we need a more detailed violence support package.

Q. In your statement -- we don't need to go to a specific bit, but you fairly consistently refer to something called "the serious violence duty". In relation to that, can you help us, why does that matter in the

context of the management of VFIs? What difference does serious violence duty make?

MRS BONHAM-GRIFFITHS: It helps us to better and effectively coordinate serious violence across Wales and indeed, other areas. So, to have that specific legislation in place assists us to provide better planning and better assessment and better interventions for children when we are responding to serious violence.

Q. Can we turn now to the question of definitions of the cohort. We have referred already to VFIs, but I want to understand what your members and yourselves are doing on the ground, in practice.

Could we turn to page 19 YMC000001_0019, please, paragraph 111. Forgive me, 111 may be just at the top of the previous page YMC000001_0018. Thank you very much. You say:

"YMC did not recognise or use the term 'Violence Fixated Individual' before publication of the Southport Inquiry Phase One Report. The term is now increasingly recognised and understood."

You say your organisation:

"... also recognises the limitations of safeguarding and public protection arrangements for fixation on violence outside terrorism and radicalisation."

So you say there that the term was not generally

recognised or used prior to our Phase 1 report. Were your members encountering what we would now refer to as "VFIs" in practice, in their casework?

MS WILLIAMS: I think in reality the answer to that would be "yes". I think the point that we are making in the statement is more to do with the definition of that "violence-fixated individual". That isn't a term that has been commonly used in Wales. I think it certainly is one, as we have stated, that is becoming more familiar. However, we don't have a clear definition of what that means.

So when I say "yes", it's with the caveat that, you know, there's not that clear definition that's understood by practitioners across Wales and, therefore, I suppose, we would need to have that definition in order to be able to understand what work has been and needs to be undertaken with them.

Q. Thank you, Ms Williams, and what is the impact of not having a single, clear, consistent definition for your members when they are encountering VFI cases in their day-to-day work?

MRS BONHAM-GRIFFITHS: I would say that there is variation probably in practice in terms of how we respond to VFIs.

Q. Does it impact only on variation, in practice? Does it also impact for example on ability to assess VFIs, or

information sharing, or other aspects of management?

MS WILLIAMS: Yes. I mean, I would absolutely agree with that. I think if we don't have a clear definition, you know, we are here, talking from the perspective of the youth justice services but the reality is that this is something that would be required for all agencies working with children. Without a clear definition, there could be different interpretations of how we might work with young people who present in this way.

Q. Turning then to what that definition should be, since the publication of your statement, we have had the Home Office interim guidance published, which gives us a definition of "NIEV" and we have seen that a number of times in this Inquiry. Nonetheless, can we turn it up please, at HOM001011.

This is the guidance and we can see the date of issue was earlier this month, 6 October 2026. If we turn to page 2 HOM001011_0002, paragraph 6, a familiar reference. We can see, in italics at the bottom of the page, the proposed definition in this interim guidance:

"The use or threat of extreme violence, not driven by a clear ideological purpose, which is communicative in nature and intended to shock, intimidate, or outrage the public or a section of the public."

Now, had you seen this document, this guidance,

before it was provided to you by the Inquiry ahead of today's evidence?

MS WILLIAMS: Yes, but briefly.

MRS BONHAM-GRIFFITHS: And that's the same for me.

Q. Then, with the caveat of only had a brief opportunity to see it, I want to understand your views on that definition, if I can. So, just for context, in evidence to the Inquiry, a number of concerns have been raised about that definition, including in relation to: the fact that it defines a threat rather than an individual; the requirement for proof of intent; and the element related to the communicative nature of violence, and the idea that that can be potentially difficult to assess or identify before the fact.

Without wishing to put evidence in your mouths, do you have any views on the suitability of this definition for practitioners on the ground?

MS WILLIAMS: I think it's a complex area, isn't it? And I think in terms of this definition, particularly if we are looking at issues around intent, it's how those are best assessed or how easy it is to assess and understand the nature of intent, particularly if we are working with children who may have come through to our services via the prevention level, where we don't have an act or we don't have an offence. And how we would try to

understand what that intent could look like, could be how we would understand -- what I would say, however, is in terms of youth justice service's assessments, "intent" is not a term that is unfamiliar and actually, we would look at previous behaviours in order to help us understand what the potential likelihood of future behaviours could be.

So it isn't a term that is unclear to us or unknown. However, there would definitely need to be some clear guidance, I feel, around this issue, so that practitioners feel that they have a good understanding of what, specifically, they need to be looking at.

Q. And what about the question of defining a cohort of individuals, versus an aspects of the risk? For your members, is one or the other more useful, in practice?

MS WILLIAMS: I think we would -- from a viewpoint of YMC, I think it would be very much that we would want to look at behaviours and understanding behaviours, as opposed to labelling an individual. I think that has much wider consequences for that individual, where behaviours change over time. We are particularly talking about children and, therefore, it is very important that we are clear that we understand the factors that are associated with those behaviours.

MRS BONHAM-GRIFFITHS: The other concern for me is about the

different thresholds that agencies may have in terms of that definition. So, we may not actually always be in agreement with another agency in terms of that definition and it is about how we get to a place where the assessment, intervention and planning for that child is the most appropriate at that particular time.

Q. Ms Williams, you raised a concern about the use of a label. This is something we heard a little bit about from Professor Cassam, about the risk of stigmatising children by labelling them with a phrase that includes the word "violence". And the Professor proposed a slightly different approach, a slightly different definition, describing the cohort as "non-ideological violent extremists".

The Inquiry, you may have heard this morning, has been exploring whether, in order to capture those in the early stages, it might be useful to use the terminology, those who are "vulnerable to being drawn into non-ideological extremism". Would that assist, in addressing concerns about stigmatising children?

MRS BONHAM-GRIFFITHS: Most certainly. Yes, I think that would allow us then to consider when we have provided intervention, how that's working for that particular child and, indeed, the move on, in terms of risk reduction or indeed risk increase.

Q. Thank you very much. You will be relieved to hear I think we are moving on from definitions now. I would like to ask you a little bit about risk assessments, if I can. If we could turn to page 4 YMC000001_0004, paragraph 12, please.

Thank you very much.

In your statement, you very helpfully set out the role that youth justice services in Wales play in relation to risk assessment. You say:

"Youth Justice Services in Wales assess and manage risk in accordance with national youth justice policy. They use Youth Justice Board mandated assessments ..."

We have heard something about these:

"... including the Prevention and Diversion Assessment Tool ..."

Is that PDAT?

MRS BONHAM-GRIFFITHS: Yes.

Q. "... for out-of-court resolutions and AssetPlus for court orders and remand."

You go on to tell us a little bit about the other documents which are taken into account.

Could we move to the same page, to paragraph 17, please. In fact, if we could go to the top of the next page, please YMC000001_0005. The very final sentence of that paragraph, you say:

"There is no common assessment tool for prevention support."

Could you tell us what you mean by that?

MRS BONHAM-GRIFFITHS: So there is a common assessment tool in terms of the PDAT, but some children may be coming in through a prevention partnership panel and, indeed, dependent on which agency is most relevant to accept that referral in, they may not be using the same assessment tool as youth justice.

Q. When you are offering prevention for children, prevention services and interventions, are your members commonly using PDAT in order to assess risk, including vulnerabilities of the individual and risk to others?

MRS BONHAM-GRIFFITHS: Yes, that is correct.

Q. Okay. Could we turn to -- indeed, we have paragraph 18 before us already. You say:

"A variety of assessment tools are used by services supporting children in Wales."

Then you say this:

"YMC does not consider that existing tools adequately assess the child's needs or the risk presented when violence fixation is displayed."

If we could move to page 7 YMC000001_0007, paragraph 31. You talk again about the assessment tools here, you say:

"Current Youth Justice assessment tools support identification of violence-related risk, safety and wellbeing concerns. Their effectiveness ... depends on practitioner and manager knowledge and skill."

You say:

"There is no standardised training for completion of the [PDAT] or AssetPlus tools."

At 32, you say, the:

"Existing tools contain no dedicated violence-fixation section and do not enable systematic consideration of risk in the way that the former Risk of Serious Harm Assessment may have done."

So, taking that in stages, if we can. You have said in that paragraph that the current tools are not suited for assessing VFIs in terms of systematic consideration of risk. By that, are you talking about a structured deep dive into a specific category of risk? Can you help me with what "systematic consideration" means?

MS WILLIAMS: Okay, so the asset assessment tool is a very detailed assessment. I just want to be clear, it does cover risk. So it does cover risk of harm to others, it covers safety and wellbeing, so a potential risk a young person poses to themselves and obviously risk of re-offending, which is what we would expect. I think the points here, in reference to what we are talking

about around fixation in terms of violence, the reality is that it could probably go further and in terms of supporting practitioners, to really understand and draw in all of the different elements associated with a child that might help us to understand their risk. That's probably not clear enough for practitioners, in terms of the tool, as it currently is.

However, we know that the asset is being reviewed, is being looked at and, you know, hopefully those things could be considered as part of that.

Q. And does the same apply to PDAT, or is that in a different category?

MRS BONHAM-GRIFFITHS: PDAT does have an additional dimension in terms of online safety. However, I think, in respect of violence fixation, that tool could potentially be adapted also. There are some particular questions in both assessments that focus in on examining serious violence concerns, including things like cruelty to animals, fixation on weapons. However, I think probably both tools could be more explicit in nature to assist that assessment process.

Q. To what extent are existing tools able to act as a sort of first stage risk assessment? So it's not a weeks-long process of diving deep into particular categories of risk, but a way of flagging up areas of

concern for further assessment?

MRS BONHAM-GRIFFITHS: I think absolutely they can be a first stage assessment and actually, are quite well equipped, as long as the practitioner is trained and able to really focus in on that analysis and does that well. Those tools are very helpful, in nature, as a first stage.

Q. In the section we just read aloud in your statement, you referred to the risk of serious harm assessment as a tool which did enable more systematic consideration of risk. Can you help with what that is? Is that part of AssetPlus?

MRS BONHAM-GRIFFITHS: So, the old asset system had a separate "serious risk to others" assessment tool that sat alongside it, whereas in the new AssetPlus format, the two tools are incorporated together as part of the AssetPlus. So, what we were referring to was the old system.

Q. And is the new system, where it is incorporated, less good at doing that systematic evaluation of risk to others?

MRS BONHAM-GRIFFITHS: I think perhaps it depends on who is completing that assessment, that -- sometimes that additional assessment tool would be helpful, but it is meant to incorporate -- the new AssetPlus format is

meant to incorporate both tools in one.

SIR ADRIAN FULFORD: Could you send us a copy of the old tool?

MRS BONHAM-GRIFFITHS: Yes, if I can find it and I probably will be able to, yes.

SIR ADRIAN FULFORD: Thank you very much.

Q. Thank you very much. In the section we just read aloud, so paragraph 31, might be worth bringing it back up on screen, we see, final line:

"There is no standardised training for completion of the [PDAT] or AssetPlus tools."

Now, the Inquiry has seen, in the course of evidence, reference to guidance on both of those assessment tools and also some case management guidance on how to assess children.

Are you and your members receiving training on that guidance to assist you with the use of AssetPlus and PDAT?

MRS BONHAM-GRIFFITHS: Yes, we receive guidance and training. What we were talking about was the variability dependent on who delivers the training. So there are different bodies that deliver the training on behalf of the Youth Justice Board. So there's specific guidance but different training providers of the training.

Q. I understand. So there is training in relation to the use of those tools, what you are commenting on there is the standardisation of that training?

MRS BONHAM-GRIFFITHS: Yes.

Q. I understand. I would like to ask about training specifically in relation to VFIs. Could we turn to page 6 YMC000001_0006, paragraph 25 and 26 please. You say there:

"Training and understanding regarding violence fixation are inconsistent across Welsh services and public bodies. [And your organisation] recommends increased awareness and training across the public sector ..."

If we go down to 26, about halfway through the paragraph, you say:

"Youth Justice Services would benefit from consistent nationally supported training with common content and objectives, delivered across the multi-agency partnership so that policy, procedure and guidance are understood and applied collectively."

Are you able to give us any indication of what proportion of your members will have received some training in relation to VFIs?

MS WILLIAMS: I don't know whether we would have that detail.

MRS BONHAM-GRIFFITHS: I don't think we would have the detail at the moment but it is something that we could go back and ask our members, in terms of the -- indeed, the amount of training and quality of training that they have received to date.

Q. Thank you very much. We would be very grateful to receive that.

One of the other questions the Inquiry has been exploring relates to the potential use of a single central risk assessment. Could we turn to page 7 YMC000001_0007, paragraph 35 and 36, please. You say there, that your organisation:

"... would support a single central assessment used across the public sector, provided that it is evidence-based, Child First and trauma-informed ..."

And you give a series of conditions that would assist in making that single central assessment effective.

At 36, you say it:

"... must sit within a clear framework setting out ownership, roles, responsibilities ..."

And again, you give us some caveats, qualifying how that single assessment would work. But I want to ask at a higher level, if I can, what would the benefit be to your members, to youth justice services in practice, of

having a risk assessment tool that sat across, not just youth justice, but different aspects of the public sector?

MS WILLIAMS: So, I think perhaps -- maybe I shouldn't use the word "obvious" -- but it would mean that we are all contributing to the same document, the same risk assessment, the same understanding of the child. I think the challenge for any agency is that you have that one view. So, as much as we try to be multi-agency in our approach, you know, generally, from a youth justice perspective, we are looking from a youth justice perspective, health, education et cetera.

I think if we had one central assessment tool that everybody understands, everybody is able to access, with a shared understanding of the definitions as well, then that would enable us to have a much clearer overview and understanding of the risks.

Q. Thank you very much. Could we turn to page 10 YMC000001_0010, paragraph 54, please. There's one final barrier to risk assessment of VFIs which you identify in your statement, and you say:

"A gap arises where concerns remain serious but do not meet safeguarding or Channel thresholds. Without consent, a full assessment or voluntary support may not be possible."

Can I ask, is it possible for youth justice services to conduct a risk assessment without the consent of the person you are assessing?

MRS BONHAM-GRIFFITHS: Not in the current framework for prevention, children, no.

Q. Is it possible for youth justice services to reach an informal assessment of risk, raise concerns, flag to other agencies, where, for example, consent to do a formal risk assessment is refused?

MRS BONHAM-GRIFFITHS: Yes, under safeguarding legislation, we would have to follow the Wales safeguarding procedures in those situations.

Q. What options are available to a youth justice practitioner where you have a subject, or perhaps their parents, who are not engaging with your services, in relation to risk assessment specifically?

MS WILLIAMS: I think this is a real challenge, isn't it? And I think where we have got -- obviously, where we have got consent, that process is far more clear. However, if we are working with a child who does not give consent, depending on age, or family who do not give consent, while we can be part of multi-agency meetings, we can only provide information based on what we know. So if we haven't got consent to work with a child, then we probably wouldn't have the assessment,

we wouldn't have that information.

If that family and that child are working with us, then we would share relevant information. Certainly, under safeguarding, as Christa has stated, but outside of that, if we were attending multi-agency meetings or calling multi-agency meetings because we have our own concerns, then we would share that information.

MS WOODS: You are talking about information sharing, and that is the next topic which I do wish to come onto.

Chair, I am at a juncture now, looking at the time I wonder whether that might be a suitable moment to break?

SIR ADRIAN FULFORD: Yes, certainly. How long for, Ms Woods?

MS WOODS: I suspect, it will be in everyone's interests if we have a relatively short lunch and in the hopes of an early day.

SIR ADRIAN FULFORD: 30 or 40 minutes?

MS WOODS: 40 minutes, Chair. I would be very grateful.

SIR ADRIAN FULFORD: 40 minutes. All right, we will sit again at 1.40 pm. Thank you both very much.

(1.00 pm)

(The short adjournment)

(1.40 pm)

SIR ADRIAN FULFORD: Please have a seat. Yes, Ms Woods.

MS WOODS: Thank you very much, sir. We were about to turn to the topic of information sharing. We heard from Mr Moss this morning that this was an area in which the Chair found a number of failings in relation to youth justice services in their provision of support to AR.

And, in particular, that there was a failure in that case to share the contents of an AssetPlus report. Now, I'm not going to go into that in any detail. We have heard something about that this morning and of course those findings do not relate to either of you individually, nor indeed to anything that happened in Wales. So I want to be very clear, the reason why I raise this is by way of context, because it means that the issue of information sharing in relation to youth justice services is of particular interest to this Inquiry.

And the questions which I ask are set against that background. Could we turn, please Amanda, to page 7 YMC000001_0007 of the statement, paragraphs 33 to 34. You very helpfully, here and elsewhere, identify some barriers to effective information sharing on the part of your members.

So looking at 33, you say:

"Statutory partners ... generally provide information about children known to Youth Justice

Services and engage in assessment. [You say] practice varies according to the strength of multi-agency arrangements ..."

And you go on to identify, as issues:

"High staff turnover, inadequate or limited recording, and separate case management systems [as creating] additional difficulties."

If we go down to 34, you say:

"The absence of a unified system makes it difficult to identify information, patterns and trends where a child has come to the attention of different services ..."

Could we go to page 9 YMC000001_0009, very bottom of the page, paragraph 49 please. Here, you identify some additional barriers. You say:

"Different agency systems do not readily communicate. Practitioners may lack direct access to police, children's services or education systems and depend on representatives retrieving information."

So, in those paragraphs, you have helpfully set out a number of very practical barriers to information sharing. What I want to ask you some more about is the cultural barriers to information sharing.

And your experience and that of your members in relation to cultural factors which may make information

sharing difficult. Are you able to tell us anything about that?

MRS BONHAM-GRIFFITHS: I would say that where youth justice services have very close relationships with partners, information sharing is much more able to be retrieved. In Wales, we hold safety meetings on any child we have concerns around and that enables us to really share some of that information far more effectively. So that system that we have put in place across Wales enables us to share information, through that forum, more effectively.

But I think in some areas there has been concern raised around some of the relationships with some partners over sharing of information. So it varies, I would say, from area to area.

Q. One of the issues the Inquiry has heard something about is a reluctance to share information for fear of breaching data protection or GDPR requirements. Is that something you have seen in your experience, or with your members?

MRS BONHAM-GRIFFITHS: In Wales we are, in youth justice services -- and the partners are signed up to the Wales Accord on Sharing of Personal Information, and that, I think, has assisted us to have improvement, perhaps in those areas. That particular sharing agreement assists

us to try and overcome those barriers.
Q. We are going to come back to that specifically. Can we turn, please, to page 10 YMC000001_0010, paragraph 55. You say there:
"Where there is clear safeguarding risk to the child or wider community, decisions should be considered within the safeguarding framework rather than solely as matters of consent."
How well is it understood, by youth justice service practitioners, that consent is not required to share information; not just safeguarding information, but information about risk to others? Is that an issue you have encountered?
MS WILLIAMS: Broadly speaking, I think there is an understanding that where there is high levels of risk or concerns around high levels of risk, that that information would be shared with partners. However, I would say that there probably is some variation across Wales and probably from practitioner to practitioner as well. I think sometimes it can be around the understanding of what can and can't be shared and how confident people feel within that.
Q. And is that the same in relation to understanding that risk to others can, in itself, be a safeguarding issue?
MS WILLIAMS: Well, absolutely. Yes.

Q. I want to ask you about the adequacy of guidance and training and you have told us something about the Welsh frameworks that help to support information sharing in this regard.
Could we look at, same page, paragraphs 51 and 52 please. You say here:
"Clear national guidance and consistent training are required in relation to when AssetPlus or relevant risk information should be shared."
You have set out what the guidance should do. Then at the top of 52, you say:
"Current case management guidance does not provide sufficiently specific Youth Justice guidance on safeguarding and information sharing."
How does that fit with what you have just told us about having strong structures in Wales to ensure that information sharing is effective in practice?
MRS BONHAM-GRIFFITHS: If you look at the specific youth justice guidance that we are referring to, it is quite brief, in terms of the content around information sharing.
Q. Mrs Bonham-Griffiths, why don't I bring it up. I think that will be helpful. It is YJB000147 and I think we are at page 21 YJB000147_0012, Amanda.
So this is the guidance on how to work with

children, case management guidance and page 21 is, I think, the relevant section. It says:
"What you need to know about information sharing."
Is this what you are referring to?
MRS BONHAM-GRIFFITHS: Yes.
Q. I didn't mean to interrupt your flow, please do continue.
MRS BONHAM-GRIFFITHS: I think the Wales Accord version, personal information document, gives a lot more detail than just the three points that's raised in the youth justice -- or the Government's three points for information sharing. So that's where, I suppose, that additional document assists us but actually, I think this document needs to be extended. As you can see, there's only three points in relation to information sharing.
Q. The Inquiry has been reassured, by the Youth Justice Board in evidence yesterday, that this guidance has been reviewed and this section in particular has been strengthened. Is this currently the extent of specific to youth justice information sharing guidance available to your members?
MRS BONHAM-GRIFFITHS: In respect of youth justice, specific guidance from the Youth Justice Board, yes. However, as I have referred to, we do have additionality in Wales

and obviously, we have the Wales safeguarding procedures, which also help us with information sharing.
Q. If there were to be new or stronger guidance on information sharing, do you have a view on what format that should take? So, for example, should it be incorporated into case management guidance? Should there be new statutory guidance? Do you have any views to share on that?
MRS BONHAM-GRIFFITHS: My perspective on it would be that it would be possibly better to incorporate it into existing documents, because those are documents that practitioners would be used to looking at and would be used to referring to in relation to different headings.
SIR ADRIAN FULFORD: A second request from me. Unless we have already got it, could you send us a copy of the Wales-specific personal information document, which you have just referred to? Thank you very much.
MS WOODS: Chair, we have a copy of the Welsh Accord, which is at WLGA000015, with my thanks to Mr Jamieson.
SIR ADRIAN FULFORD: Is that the document that was just referred to --
MS WOODS: I believe there is additional guidance which has been referred to and I would be very grateful if that could be provided.
I want to turn to the question of how mental health

and neurodiversity are incorporated into risk assessment in the context of youth justice services. Could we turn to page 8 YMC000001_0008, paragraph 39 please.

You say:

"Youth Justice Services in Wales consider neurodevelopmental conditions, mental health concerns, trauma, communication needs and wider developmental factors when assessing children. AssetPlus and prevention and diversion assessments support identification of presenting behaviours, vulnerabilities, safety ... wellbeing concerns and risk of harm to others."

Can I ask whether those frameworks, the tools we have spoken about for risk assessment, look at mental health and neurodiversity as a factor in the assessment of risk to others or only as a part of assessing an individual's vulnerabilities or unmet needs?

MRS BONHAM-GRIFFITHS: I would say that the AssetPlus looks at both. It asks us to consider health in its widest sense and then the analysis then, from that health assessment, would be used in the "explanations and conclusions" section in terms of risk of serious harm assessment and indeed, safety and wellbeing concerns of the child.

Q. To be clear, there is no suggestion of a causal link

between neurodevelopmental conditions and risk of harm to others. But, as you will be aware, the Chair found in Phase 1 that, in AR's specific case, the perception or diagnosis of ASD was not properly recognised as a factor which increased the level of risk that he posed to others. In that context, how confident are you that your members are able to appropriately factor mental health and neurodiversity into assessments of the level of risk posed to others?

MS WILLIAMS: My view would be, and I believe the view across YMC would be that that would be -- there will be variations from that from practitioner to practitioner in terms of confidence of understanding neurodiversity, confidence of understanding how that may impact behaviours that could mean that there is a higher level of risk. So, I think there will be some practitioners who have got a very good understanding of that and, as Christa has quite rightly stated, the assessment does allow for drawing that information through in terms of the assessments of risk.

However, there will be some practitioners who are maybe less confident in that area.

Q. I want to understand the options you have available where that is identified on a risk assessment. Could we turn to -- same page -- paragraph 41, please.

You say:

"Specialist provision is not consistent across Wales. Some Youth Justice Services have embedded or established access to speech and language therapy, CAMHS, and neurodevelopmental services; [while] others do not. Waiting lists can delay diagnosis and specialist assessment, [and] high CAMHS thresholds may exclude children without a diagnosable mental health disorder."

If we could move to paragraph 44, which is the top of the following page YMC000001_0009, we can see there, you identify:

"Speech and language provision [as] a further gap."

Can you help us with the relevance of speech and language provision in the context of children who pose a risk of harm to others?

MRS BONHAM-GRIFFITHS: So, when children enter youth justice services, we have identified, as a collective across Wales, that speech and language issues are a real concern for a large percentage of those children and I think there's some research to say that at least 60 per cent of the children entering youth justice have speech and language concerns, that may be a causal effect of some of the other developmental concerns that they experience.

However, in terms of the provision we have available in Wales, it is varied and it isn't available via the health services. So if we have speech and language provision within youth justice services in Wales, individual youth justice services will have paid for that provision through the central youth justice grant. So that provision varies from service -- service-dependent, on how much funding is available to youth justice service in that area.

Q. It seems to be an emerging theme, variation in ability to access services across different regions. And if we look at paragraph 45, the next paragraph, on that page, you set out YMC's position's there, that:

".. all Youth Justice Services should have timely and equitable access to neurodevelopmental, mental health, speech and language and trauma-informed assessment and support."

You give some further details about what that should look like. Very difficult question for you: short of additional resourcing, is there anything that can be done to achieve that, in practice on the ground, for your members?

A. In respect of some of the services that are available to us in Wales, in terms of trauma-informed assessment and support, we have worked really hard to identify training

for practitioners in the train-a-trainer space. So we were able to develop our own trauma-responsive practice in youth justice. Even though that's still varying, there is the ability to have a train-a-trainer approach, so that we share that really important practice across services in Wales. And we have a really effective relationship with the FACS/CAMHS teams, so the forensic adolescent team in Wales, that enable us to really have a very productive, enhanced case management approach to trauma practice.

And actually, that practice has been developed because we have trained practitioners to help train other youth justice services. So that could be extended perhaps wider than Wales and indeed, we are looking at a more preventative model to try and identify those children earlier than when they actually reach the police station. So that's just an example of the type of practice that may assist you to understand what we are trying to develop without resourcing.

Q. Thank you. You mentioned enhanced case management. We heard reference to that yesterday from the Youth Justice Board. Can you help us with what that is, in the context of responding to children who pose a risk of harm to others? What does enhanced case management add?

MRS BONHAM-GRIFFITHS: So enhanced case management was

a model of practice that was devised by Tricia Skuse and Jonny Matthew in Hillside Secure Unit in Neath. And the enhanced case management model of practice focuses on a Maslow's hierarchy of need model, so that we understand the child in the best possible way, compared to their chronological age, how trauma has impacted on their social, emotional and cognitive development. And we are able to, through that model of practice, identify age deficits by a range of criteria and it is supported by psychology-led provision.

So psychologists will provide consultation and indeed, allow us to formulate with children, to understand events of trauma from mum's pregnancy right the way through to present time and particularly in the early years, so the 0-5 years of that child's life, how that would have impacted on the child to then result in particular behaviours.

Actually, what we are seeing in that practice is that it has a moderate impact on offending behaviour. So it is a model of practice that we really want to enhance across services, to try and prevent serious violence with children in the future.

Q. Is that a model of practice that is currently embedded across youth justice services in Wales or is that something that needs to be expanded for consistency?

MRS BONHAM-GRIFFITHS: We are probably, in Wales, ahead of the game in terms of enhanced case management, but it is still varied across services and we would really like to expand that work further into Wales and England in a more consistent way.

Q. Thank you. Our next topic is frameworks for managing VFIs moving forward.

If we look at page 9 YMC000001_0009, paragraph 46. We have it in front of us, I believe. You explain the different multi-agency structures which Welsh youth justice services participate in:

"Youth Justice Services are multi-agency partnerships and use established arrangements including the Wales Accord ..."

Which you have referred to:

"... on the Sharing of Personal Information, local protocols, safeguarding strategy meetings, safety and wellbeing meetings, risk management meetings, exploitation panels, safeguarding board arrangements, MAPPA, MARAC, Channel, Prevent ..."

It is a long list of complex structures. Is that a fair comment?

ALL: Yes.

Q. What impact does that complexity have upon your members?

MRS BONHAM-GRIFFITHS: I would say it has a big impact on

members because it -- even as you read it, it is a very complex environment for us to navigate and I think our agreement across YOT Managers Cymru is that we would like to see some of those processes streamlined.

MS WILLIAMS: I think it relates to the criteria for each of those elements. I think they are understood but definitely can be a little bit confusing in terms of which direction those referrals need to be and in which forum children might need to be discussed and -- in terms of their risk. So, obviously, I concur with what Christa has said and with YMC, that having a more streamlined approach that can be understood across the board could be easier for practitioners.

Q. When you talk about different, overlapping thresholds and having to understand the different thresholds, in that scenario, is there a risk of cases falling between the gaps and not meeting appropriate thresholds? Is that something you encounter?

ALL: Yes.

Q. Could we turn to page 16 YMC000001_0016, paragraph 93 please. The very last line of that paragraph, in fact, is where I want to begin. You say there:

"Wales has no single national pathway for violence-fixated children comparable to some counter-terrorism arrangements."

As you will know, the Inquiry has been exploring with witnesses what structures might be suitable for the management of VFIs. So I want to dig into your views, if I can, a little bit on that.

First, the Inquiry has been looking at what structures might be suitable for triage and initial referrals, what we have been calling "the big front door". Could I ask you to go to page 12 YMC000001_0012, paragraph 64. You give your views, I think, on a big front door, there. You say:

"Violence fixation without a primary ideological basis should not simply be incorporated into Prevent or Channel. Widening their defined ideological remit without additional capacity could dilute purpose and increase pressure."

The Inquiry has heard evidence that, in practice, Prevent is being used as a de facto front door. I think your position is that is something that should not continue; is that right?

MRS BONHAM-GRIFFITHS: That's right.

Q. In evidence from the Children's Commissioner for England, the Inquiry received a report looking at referrals of children to Prevent. Could we turn to that report, CCE000001. Thank you very much. That's a report from August of this year from the Children's

Commissioner. If we turn to page 26 CCE000001_0026.

You can see a diagram we have already seen in evidence this morning, which is showing the rates of returned referrals. So these are instances of referrals being made to Prevent or Channel where they are then referred back to other agencies.

The final column there, relates to HMPPS and we can see, coloured in grey, a percentage of cases which were then referred back to HMPPS. Now, of course, the number there, the actual base number is relatively low. For education, we are talking about 1,700 cases, for HMPPS it's only 12. I want to understand if this is a problem you are seeing on the ground with youth justice services; are you getting returned referrals from Prevent or Channel?

MRS BONHAM-GRIFFITHS: Yes.

MS WILLIAMS: Yes.

Q. And what can your members do when this happens? What can you do with those cases, when they come back to you?

MRS BONHAM-GRIFFITHS: So we would, as youth justice services, still continue the ongoing work with those individual cases. However, I think sometimes there's a huge gap when there isn't that ideology and it is about, I suppose, what additional services can we provide on top of what we are already doing as a youth

justice service. And sometimes I think there's some fear attached, from practitioners, around that. Are we doing everything in our power to ensure the safety of indeed, that child and the public.

Q. Do you receive reasons or any kinds of rationale where a case is returned from Prevent or Channel?

MS WILLIAMS: I would say, that's probably -- that can vary as well. Sometimes yes, sometimes no. And I think it is -- when we don't, that can be quite difficult for practitioners to then consider, well, what additional is needed.

Q. If we can return to your statement at page 12 YMC000001_0012 and look at paragraph 65. Having just told us that Prevent and Channel should not be used in paragraph 64, in 65, you say:

"For children, an effective model could provide direct referral to the Youth Justice Service followed by a structured multi-agency safety and wellbeing or risk management meeting. Youth Justice could provide specialist assessment and, where appropriate, coordination. [You say] the lead agency should nevertheless be determined by the child's circumstances, statutory involvement and the agency with the most relevant relationship and authority."

I just want to understand, for clarity, when you say

there, an effective model could be "direct referral to the Youth Justice Service", are you recommending that youth justice services act as a big front door for VFI cases or are you talking about something slightly different?

MS WILLIAMS: Something slightly different. So the referral we are alluding to here is a referral for support from youth justice services. It is not about youth justice services being that multi-agency front door. As is stated at the end of that paragraph, it is really important that consideration is always given to whichever agency is already involved with that child. Now, that may be youth justice but equally, that referral could be coming in because there is a need for assessment that fits with youth justice services around risk and ongoing intervention related to that.

Q. It might be said that there are some obvious problems with youth justice acting as the front door. We have heard about the variable nature of service across different regions. We have heard that the majority of work is with children. We are going to talk a little bit more about that. And of course, the focus is on people who have offended. While a good chunk of Wales' work focuses on the pre-offending stage, there are difficulties with thresholds and statutory powers.

In those circumstances, would you support youth justice being used as a big front door for VFIs?

MRS BONHAM-GRIFFITHS: I think support youth justice being part of that big front door, not being the front door. Currently in Wales there are -- I can't think of any youth justice services that are part of the Multi-Agency Safeguarding Hub. That may be a thought process, in terms of how do we better integrate youth justice service into multi-agency safeguarding, and before that sort of best assessment between partners.

However, I think that boils down to resource because to expand the work of youth justice services within the Multi-Agency Safeguarding Hub would require additionality in terms of resource, from taking somebody out of a service and placing them into another service, a neighbouring service. Whilst there would be benefits, I think there would be resource implications for us.

Q. Understood. I think what you are advocating for then -- and please correct me if I misunderstood -- is youth justice services play a role in a broader big front door and playing a role in the subsequent case management?

MRS BONHAM-GRIFFITHS: Yes.

Q. So let's turn to that second stage then, of the framework. What happens after the front door? Where are cases referred to and how are they managed?

Can we turn to page 12, paragraph 64. You say, second half of the paragraph:

"MASH and front-door services are important for identification and referral but may not be best placed for ongoing specialist assessment and management."

Can you help us with why you say that MASH, in particular, is not best placed for specialist assessment and management?

MRS BONHAM-GRIFFITHS: The current assessment process would look at safety and wellbeing of the child from a child protection or Child in Need function. So, currently those assessment processes are probably not deemed fit to look at all of the areas of risk inclusive of public protection. So there lies the gap, as we see it currently.

Q. If not MASH, what do you suggest would be a suitable framework for case management? So after the initial triage and referral from the front door, how do you envisage case management working for VFIs, moving forward?

A. There would need to be, as we function now in youth justice, a safety meeting which includes and incorporates multi-agency partners around the table who may be relevant to that child. And something similar potentially to a strategy meeting, but has more

encompassing planning in terms of public protection risk, rather than just where the MASH functions now, in terms of the safety and wellbeing of that child, and child protection and Child in Need functions.

Q. Would it be fair to describe that as potentially a "MASH plus", a MASH scaled up?

MRS BONHAM-GRIFFITHS: Yes, definitely, a MASH plus. That's nice.

Q. The third element of these frameworks is within that case management structure, do we need some form of lead agency or lead person to assist in coordination in case management? We have seen your paragraph 65. We have just looked at this, where you say:

"... an effective model could provide direct referral to the Youth Justice Service ..."

And you describe the various things youth justice can do to support in that process. Would the youth justice service be a suitable lead agency, within the context of a case management structure for VFIs, in your view?

MS WILLIAMS: They certainly could be. I think, again, sort of reiterating the point that consideration does need to be given to agencies that may perhaps know that child particularly well and that could be youth justice but where that isn't the case, where there's no statutory

involvement from other agencies, then it might be that given the nature of what we are talking about, and given the assessments and the management of risk, that youth justice certainly could be considered to be a lead agent, but it might not be in every case.

Q. So not the sole lead agency but potentially one of the candidates for lead agency role?

MS WILLIAMS: Yes.

Q. Indeed, you say that -- I don't think we need to go to it -- at paragraphs 70 to 71, you talk about the role that youth justice services could play in acting as a lead agency.

Earlier, when we were talking about the suitability of youth justice services to act as a front door, I made the comment that youth justice services are limited to managing children. Would that be a problem, for youth justice acting in a lead agency role, particularly where a child may pass the age of 18, but continue to pose risk?

MRS BONHAM-GRIFFITHS: Currently, yes, under the framework because we only work with children under 18. So currently, yes, and then there would be a resource implication if we were to widen that age remit.

Q. Earlier in the week, the Inquiry heard evidence from Ms Churchill from the Ministry of Justice and she

indicated that there may be, within youth justice, some flexibility to carry on providing services to children who pass the age of 18. I think she was very clear that that was limited in scope. In your experience, is there ability for youth justice services to carry on managing children across that threshold of 18?

MS WILLIAMS: There certainly could be and there potentially could be a willingness to consider that. I think it would be reasonable to say that views across YMC would highlight that, just because a child becomes 18, the issues don't suddenly change. I think it is definitely a conversation that is needed, it needs to be looked at. But I do agree with Christa's point around how that is resourced and what the boundaries of that need to be and indeed, whether other agencies need to be supporting and picking up some of that work, should the concerns continue fully into adulthood.

Q. The Inquiry isn't only considering the role of a lead agency but also potentially the role of a lead person or nominated duty holder, so that every case has someone potentially named attached to it, to ensure clear lines of responsibility and accountability. Is that something that you would support in order to ensure case management?

ALL: Yes.

Q. Is that a role that youth justice services staff could potentially fulfil, in an appropriate case?

MRS BONHAM-GRIFFITHS: Yes.

Q. I will say at page 12, paragraph 67, if we can carry on down the page, you make a very important caveat, which the Inquiry will bear in mind. You say:

"Demand and workforce implications should be assessed before implementation. Youth Justice Services cannot reliably estimate capacity implications ... [without knowing] the likely number and profile of children [in] scope."

ALL: Absolutely.

Q. That is understood. Turning now to the topic of online harms, if we could.

We have heard a great deal in evidence about the central role which the digital world plays in the lives of today's children. How much does online harms and the experiences, on the internet and social media of children, play in the work of youth justice services in Wales?

MRS BONHAM-GRIFFITHS: It would be hard to put figures to that because we haven't done any evaluation or deep dive into that information as part of Youth Justice Board and indeed, YOT Managers Cymru to date. So we wouldn't be able to fully answer that.

Q. What about from your own personal experience in your senior roles in the system? Is that something you are encountering on a day-to-day basis?

MS WILLIAMS: I think it is an emerging issue, isn't it? I do not think it would be reasonable to state that that isn't something that's impacting children. It is part of everybody's lives now, and certainly, I think youth justice services would acknowledge that and, as we talked about earlier, in terms of the assessments, particularly the PDAT assessment, that does acknowledge that this is an issue that needs to be assessed and considered as part of any assessment.

MRS BONHAM-GRIFFITHS: There would be variation between -- from authority to authority, but certainly through my experience of exploitation forums and panels, that has become a more concerning element of some of the discussion, in terms of children being exploited online. Certainly, that has become a theme, in my experience.

Q. And it is an issue which you raise concerns about in your statement. If we could turn to page 15 YMC000001_0015, paragraphs 85 and 86. You say there:

"The rapid development of the internet, social media and artificial intelligence presents a significant challenge. [And you identify] gaps in how Youth Justice Services identify and assess online behaviour [and how

you] work with partners on risk management, inform children, parents, carers and victims, and provide interventions to address harmful online influence."

You go on to say:

"[Your organisation] and the wider sector have limited knowledge of the legislation and mechanisms available to interrupt or monitor online activity. Members are increasingly aware of online radicalisation, violence-focused interests ..."

And you give a helpful list, but at the very bottom, you say:

"... capability varies and specialist digital behaviour expertise is inconsistent."

MRS BONHAM-GRIFFITHS: Yes.

Q. Are frontline professionals able, in practice, to keep up with the rapidly evolving nature of online harms?

MS WILLIAMS: It is a significant ask, I would suggest, in -- on the basis of the rest of the work that they are expected to know and learn about. There are so many different factors in this particular area. I do think that practitioners do their very best to keep us as up to date as possible but this is moving faster than we are able to do that. So I think this is an area which does need further understanding, further training, certainly for practitioners to feel confident to be able

to adequately address.
MRS BONHAM-GRIFFITHS: The other thing is that there is limited access to particular training within this area. So we are quite fortunate, in Wales, that we have an organisation called Tarian --
Q. I'm sorry, could you spell that for me?
MRS BONHAM-GRIFFITHS: T-A-R-I-A-N, that focuses on this particular training. So, radicalisation, all of the lists of -- what we have listed in paragraph 86. However, just in a training event that we recently went to, there is only one trainer. So, if you consider that whilst some of that material is so useful to practitioners, that the resource to cover a large area is so slim, that then there lies the difficulty. That some of those changes are happening before we are able to get the training out to practitioners.
Q. If there are those challenges with training in this area, would it be beneficial to have access to experts, specialists who have that training and knowledge? So, for example, technological expertise embedded into multi-agency structures?
MRS BONHAM-GRIFFITHS: Absolutely.
MS WILLIAMS: Yes.
Q. Could we look at paragraph 87, which is the next one following where we just were. You say:

"Technological change, encrypted platforms, AI-generated material and evolving online cultures create significant challenges. Services can often recognise indicators and refer concerns, but need specialist training, national guidance and access to digital-risk expertise."

I want to ask you about where you say there that "services can often recognise indicators and refer concerns", if concerns arise, in your work, about online harms, so, for example, a child who is obsessively viewing extreme violence or gore material, what referral options are available to youth justice services?
MRS BONHAM-GRIFFITHS: So we do have some, as I referred to, we do have Tarian, which is a specialist agency in this area and they could signpost us, our services. Usually, we would also make a referral, through our police counterparts, to ensure that all checks and safety mechanisms are in place, through our police partners.
Q. But where the child hasn't committed a criminal offence, arguably the police will be limited with what they can do to assist and support?
MRS BONHAM-GRIFFITHS: Yes, but we would still report those issues as intelligence and it would enable us to build up a bigger picture and pattern amongst other partners. So, you know, it is fair to say we are limited in this

area.
Q. You say that services can recognise indicators. To what extent is that dependent on the child or their parents self-disclosing concerns about online harms?
MS WILLIAMS: Quite significantly dependent, I would suggest.
Q. How confident are you that youth justice practitioners would be able, in a case where that was in the background, to identify it as a concern?
MRS BONHAM-GRIFFITHS: I think it varies from practitioner to practitioner and it can vary quite largely between practitioners as well.
Q. I think earlier in your evidence you mentioned that PDAT has an online harms element built into it. How effective are existing risk assessment tools at identifying online harms?
MRS BONHAM-GRIFFITHS: They probably could be more effective than they are currently and certainly, I think we could do with more guidance for not just our PDAT assessment tool but any other assessment tool-kits that our children may be accessing through partner services.
MS WILLIAMS: I think anything that enhances the knowledge and understanding of practitioners is crucial here. Because while we talk about assessment tools, that is what they are and it is about practitioners inputting

and understanding what needs to be inputted into those assessment tools that makes them hugely effective. So there is definitely a connection between how confident and trained staff are, in terms of how effective the risk assessment would be.
Q. Could we please turn to page 19 YMC000001_0019, paragraphs 115 to 116. You make a proposal here for a method of improving the ability of youth justice services to respond to online harms. Halfway down the paragraph, you say:

"A national framework for online behaviour associated with fixation, serious violence and pre-attack conduct would strengthen safeguarding and public protection."

What do you mean by "a national framework for online behaviour"? Are we talking about risk assessment? Are we talking about training for practitioners? What does that phrase mean?
MRS BONHAM-GRIFFITHS: I would say that the framework incorporates all of what you have just mentioned and legislation, potentially, to go with.
Q. Are you envisaging, for example, statutory guidance or additional guidance for youth justice?
MRS BONHAM-GRIFFITHS: Yes.
Q. I also want to ask you about the ability of youth

justice services to monitor online activity. We have talked a little bit about identifying risk. Where risk does become known to your practitioners, to your members, I want to understand what can actually be done. So could we turn please to page 16 YMC000001_0016, paragraph 90. You say:

"Internet restrictions on monitoring may sometimes be required within a safeguarding or risk-management plan ..."

You give some examples and you say:

"Restrictions should be proportionate, time-limited, reviewed, Child First, rights-compliant and part of a multi-agency plan."

"Then you say:

"Youth Justice should not ordinarily hold sole responsibility for monitoring restrictions."

Is that part of the work youth justice services in Wales are currently undertaking? Are they monitoring internet usage in those circumstances?

MRS BONHAM-GRIFFITHS: I would say no.

Q. Are you able to give us any indication of how frequently that's something that is done?

MS WILLIAMS: Ordinarily, in these circumstances, it would be police colleagues that would undertake the monitoring. In terms of looking at phones, computers,

et cetera to understand, that wouldn't be the part of the role of youth justice services as it stands.

Q. What about monitoring compliance with restrictions on internet use? So in circumstances where there are conditions on use or indeed, orders which prohibit certain kinds of behaviour online, is that something that youth justice services would be involved in?

MRS BONHAM-GRIFFITHS: We would have to do that in partnership with our police colleagues because we don't have any effective mechanism to monitor any devices that that child may have. So we would have to -- even though perhaps it could be added on to a particular order, actually, our partners would have to -- our police partners would have to police that and monitor that.

Q. What about in the pre-offending space? So before we get to a criminal context, or before we really are even with the police, is there anything that can be done to try and address harmful online behaviour on the part of children?

MS WILLIAMS: Well, if we are talking about in terms of monitoring, that would come down to consent and whether they and their families are willing to provide any information in respect of that.

Q. Would you support the introduction of stronger or additional powers to regulate online behaviour? When

I say "regulate", let me be clear. I mean for youth justice service or a similar agency to be able to look -- where there is a concern about risk of harm, to look at what a child is doing online, or to restrict their ability to continue doing that concerning behaviour online?

MRS BONHAM-GRIFFITHS: Where there are concerns, yes.

Q. Are you able to give us any indication of what the threshold for that kind of power or intervention should be, bearing in mind the importance of respecting children's right to privacy, to enjoy social media and the internet?

MRS BONHAM-GRIFFITHS: It is difficult, isn't it, for us to respond to that because I think without our discussion and consultation with our multi-agency partners and indeed thinking about a framework for us, at this moment in time, I think we are not near that in terms of how we need to progress. So, I think what we could say is youth justice services would be more than happy to be part of that discussion and consultation around how that could look for the future.

Q. That takes us very neatly on from online interventions to our final topic, which is other forms of interventions available to youth justice services, where there are concerns about risks posed by a child.

Could we turn to page 16, paragraph 95, very bottom of the page. You give us here a list of potential interventions for children. So you talk about:

"... statutory Youth Justice supervision, child protection, Prevent and Channel, MAPPA where relevant, education intervention, CAMHS and neurodevelopmental assessment, psychological intervention, family support, contextual safeguarding, mentoring and diversion, police disruption and Serious Violence Duty responses."

Are there sufficient interventions available for your practitioners, for your members, to take action, to intervene, where there are concerns about a child who poses a risk of harm to others?

MRS BONHAM-GRIFFITHS: I think it varies from area to area, and it is dependent on the resources available within that area and that can look quite different from one place to another.

Q. Have you encountered a problem of limitations with the interventions that are available?

MRS BONHAM-GRIFFITHS: Yes.

Q. If we go to the next page, I think, paragraph 97 YMC000001_0017. You identify a list of barriers to the delivery of these interventions:

"... lack of specialist provision, unclear or delayed referral pathways, mental health waiting times,

information-sharing concerns, resource pressure, workforce confidence and the absence of nationally agreed VFI pathways."

What does "workforce confidence" mean in this context?

MS WILLIAMS: I think it is in terms of what we have already discussed really, which is how well practitioners feel that they understand this particular area. So we have talked about definitions previously, haven't we, and we have talked about training and all of that is really important for practitioners' confidence.

Q. Does awareness of the barriers you mention here ever deter practitioners from trying to access those interventions? So to give an example, do you have practitioners who say, "I know how long the waiting times are for mental health support, there is no point in making a referral"?

MS WILLIAMS: I think there certainly can be some issues with that. It can feel quite difficult for practitioners, when they are referring children, to then not have the outcome that they would hope to have, and so I certainly do think that could be an issue. Again, talking about across Wales and the differences that we have already touched on today, in terms of access to some of those provisions is also an additional barrier

to that.

Q. With apologies for jumping around, can we go back to paragraph 96, previous page YMC000001_0016, very bottom.

You tell us there about what you consider, on behalf of your members, to be the most effective responses and you say there's:

"... early identification, multi-agency working, trauma-informed approaches, psychological formulation, family-based intervention, intensive individual support, and positive social engagement and inclusion."

I'm going to ask you about some of those specifically in a minute. But, first, is there enough information, research, documentation available to your members to support them in assessing which interventions are effective?

MRS BONHAM-GRIFFITHS: Yes, I would say that there is a lot of research done in a large number of those areas to explain why we should be intervening, as youth justice services. So there is quite a lot of research done in terms of what works for children, so examples include trauma-informed research, child-centred practice, multi-agency working and the benefits of it, and providing intensive relationship support, when children are requiring a stable base. So there is quite a lot of research in those areas, to support why we would

undertake any of those approaches.

Q. If you will forgive me, I think each of the things you listed was an approach, a practice mode for dealing with children in these circumstances. What about specific interventions? I'm talking about things like mentoring, youth clubs or specific counselling? So particular, practical interventions rather than an overall approach to case management. Is there a good evidence base on what works, what doesn't work, in different circumstances?

MS WILLIAMS: I think whether there is research around that, I'm not sure I'm in a position to comment. But what I would say, in Wales, because we have such a significant prevention element to youth justice, we also have a wider prevention offer, in terms of local authorities. So when you talk about youth clubs and that mentoring, that outreach work, there is -- again, it will vary, of course, but there is a lot of that that takes place across Wales, that opportunity for safer adults to be in the lives of young people. So I think, while I'm not sure I can comment on research around it, I can certainly say in practice those elements do exist.

MRS BONHAM-GRIFFITHS: There is evidence in terms of, in Wales specifically, the ability to reduce first-time entrants into the system by enhancing the prevention

offer. So, what Wales has managed to achieve is quite a big reduction in children re-entering the system after they have had that prevention intervention. So there's evidence from the Youth Justice Board to go with that then, to support that. That's what I meant.

Q. Ms Williams, you talked a little bit about those kind of psychosocial interventions, youth clubs, mentoring. The Inquiry has heard some evidence that the offering for that is very limited in England. It sounds as though it is much less limited in Wales. Are you able to tell us whether that works in practice, from your experience, from speaking to your members? Does that work to help address the risk of VFIs, violence, children who pose a risk to others?

MS WILLIAMS: I don't know whether I can answer that directly in as much as does it, you know, reduce the risk. What I could say though, from my own experience, is it certainly makes a difference. And it makes a difference in terms of availability, of relationship building and I think in the contextual safeguarding space within Wales. This is something that is again, developing, different in different areas, some are more advanced than others, but it is absolutely understood that much of the risk can be outside of the home and, therefore, we do need to understand the places and the

spaces that our children and young people are spending time in and therefore, if we have workers within the community, youth clubs being part of that but not exclusively, also outreach work, can make a difference. Now, I can't say for certain that that is having an actual impact because I am not aware of any research in relation to that.

Q. Rather than research, I think I was trying to get at your anecdotal evidence, your personal experience. Is it a beneficial thing?

MS WILLIAMS: Yes. I would say certainly it is, yes.

MRS BONHAM-GRIFFITHS: And certainly, the working together between mainstream services and more complex services, and the ability to do that through particular Welsh funding routes, has enabled us to have better relationships with youth services on the ground. So that there is a continuum, rather than it being segregated into specific areas of work, there's more ability to do that through the Welsh Government drive to, I suppose, better knit youth services in Wales.

Q. Could we go slightly down the page to paragraph 98. In your statement you talk about civil orders as a potential intervention and there, you list:

"... Criminal Behaviour Orders, Knife Crime Prevention Orders, Sexual Harm Prevention Orders ...

Stalking Protection Orders ..."

A long list of different civil orders which are available. I think, for context, we are talking about orders which are available either on conviction or by application to the Magistrates' Court, for restrictions to be imposed where a particular risk is identified. Is that the kind of order we are talking about here?

ALL: Yes.

Q. Jumping down to 99, beneath it, you say:

"Use varies considerably across Wales. Practitioners generally understand criminal justice powers, but knowledge of some preventative civil orders is less consistent. Clear national guidance and training would improve multi-agency understanding."

Do you have any sense of how often youth justice practitioners in Wales are using these orders? Are they embraced and put into place every day, or is it rare?

MRS BONHAM-GRIFFITHS: Rare.

MS WILLIAMS: It is rare.

Q. Can you tell us anything about why it is rare? Is it barriers in understanding?

MRS BONHAM-GRIFFITHS: No, it would be about -- where we have a child on a particular intervention with youth justice, we would work with our partners to ensure there isn't repetition and there is the ability for

rehabilitation. Sometimes some of those orders can prevent some of that, in terms of the longevity of the order. So we would have those discussions generally on the ground with our partners, to think about the best route, whether that is through youth justice service interventions, or whether that is a behaviour -- a particular behaviour or prevention order, a civil order.

In those cases, we would favour usually the youth justice service prevention-type intervention as a starting point. If then, there are still continued concerns, we may look at the range of options, but, it would be around partner discussion and thinking what's best for the child.

Q. There may be some cases where it is necessary to impose conditions of a kind. For example, restricting particular access to certain websites, or accessibility of bladed articles. In those circumstances, do civil orders provide a potential route for youth justice services to achieve that?

MRS BONHAM-GRIFFITHS: I think they potentially can do and could do, in the same way perhaps as a Youth Rehabilitation Order could do, in terms of what we are thinking about, the activity attached to that particular order. So, it is about trying to avoid repetition in

those cases, that we may consider one option or another, rather than both. Because it becomes very confusing for the child.

Q. I appreciate, it will be highly dependent on details and individual cases, so I don't mean to pin you down to an answer, but at a high level, in principle, if there were a form of civil order available to specifically address concerns about violence fixation, is that something that your members would potentially use as a tool for prevention and intervention?

MS WILLIAMS: Potentially, yes. I think what will be important is if -- when we are looking at potential additional civil orders, is that there is consultation. Because I think that is the part that ensures that the barriers to that, or the boundaries, I should say, around that are understood.

MRS BONHAM-GRIFFITHS: An example of that is we have been involved, as youth justice, as part of the creation of the conditions around the Youth Diversion Order and I think we have been consulted with from the start and I think that's been a very helpful situation, so that rather than us receive those orders latterly and not understand the details of them, the consultation, right from the outset, is really important, from a child's perspective as well as a safety perspective.

Q. Thank you. I want to ask about the role that consent plays in the delivery of interventions. Now, we talked about consent in the context of information sharing. But outside of court orders, is the delivery of interventions of the kind we have been talking about dependent on receipt of consent from the child or their parents?

MS WILLIAMS: In terms of the prevention space?

Q. In terms of the delivery of interventions. So I'm talking about things like youth clubs, activities, not civil orders which are court orders, but the kind of interventions you might be thinking about to try and disrupt the activities of child who poses risk of harm to others?

MRS BONHAM-GRIFFITHS: Yes, it relies on consent.

Q. If we turn to page 10 YMC000001_0010, paragraph 53, please. You say there:

"Withdrawal or withholding of parental consent is particularly challenging in voluntary or preventative intervention and may affect Channel admission or engagement with Youth Justice prevention."

You say, of course:

"The position [is different] for statutory Youth Justice involvement."

What are your options, when faced with either

parental obstruction or a child who is not willing to engage? What can youth justice practitioners do?

MS WILLIAMS: In terms of our involvement, as an agency, there isn't a huge amount that we can do. What we can think about, however, is whether there are other agencies who are working with that child or family, or whom that child or family are more willing to work with. And I think, again, it comes down to relationships. If we know that there are other agencies who have those positive relationships, if we link with them, we may be able to get to a point where that consent is given but it is difficult for us to be able to -- we can't impose the work where there is no consent, at that prevention level.

Q. In that prevention space, would you potentially support powers to override consent, where the risk was sufficiently high? I appreciate it is a very difficult, broad question.

MS WILLIAMS: I mean, I think when we are looking at risks and we are looking at the potential of risk of serious harm to others -- I think we touched on this earlier -- arguably, we could be considering that that could be a safeguarding need for that child as well. I think we would need to consider whether it would fall into the remit of safeguarding initially. But your question is

very specific, isn't it, which is around actually, from a youth justice service, would we feel that those powers would benefit? And I think there probably is a conversation to be had in relation to that, again, to understand what that could look like, but fundamentally, that would support in overriding that consent issue that we currently have.

Q. Finally on interventions, I want to ask, again, a broad question. You have told us about quite a lot of different aspects of your work that are specific to Wales. So, for example, enhanced case management, a greater availability of some of the psychosocial interventions, a range of different specific-to-Wales features of the youth justice system. I'm wondering if there's anything else that you want to add that is -- is learning, for this Inquiry to be aware of, particularly coming from Wales, from the work that's being done by your members?

MRS BONHAM-GRIFFITHS: I think there is learning to be had from the pilots of the prevention partnership arrangements that really do now take a better focus, from a multi-agency perspective, on prevention cases, where there are particular risks or there are children that require support from particular services that wouldn't perhaps have had that previously.

So, I would suggest that there is some really good learning and whether that's a forum where we could consider how this whole agenda could fit in the future.

MS WOODS: Thank you very much. You will be relieved to hear those are all my questions. I'm turning to my left. I can see that there are no Rule 10 questions for you.

Chair, do you have any questions for these witnesses?

SIR ADRIAN FULFORD: There is just one matter, Ms Woods.

Questions by SIR ADRIAN FULFORD

SIR ADRIAN FULFORD: I wanted to pick up, just for a moment, on the kind of relationship between two things that you have talked about. One is Welsh funding routes and the other is the drive, I think by the Welsh Government, to ensure that there are better knit youth services in Wales, and it is in this context. Could we have paragraph 45 up, please, just for a second YMC000001_0009.

So, in the middle of 45, you talk about the provision of services needs to be needs-led and "not diagnosis-dependent", but then this "consistently available across Wales and not dependent on local ... Justice Grant decisions".

Now, throughout your incredibly helpful evidence you

have, on a number of occasions, referred to how there are very considerable regional variations. So it all does, to an extent, seem to depend on where, in Wales, you are living as to whether it is going to be a really good result for the individual or something less than that.

And I just wondered whether one of the things that needs to be thought about by the Inquiry is whether we should say something about funding models, because if this is dependent, for instance, on youth justice grant decisions, then you are almost inevitably going to get those regional variations. Whereas, presumably, if this was money that came direct from the centre and it being worked out what is proportional and fair for each area, depending on the differences between the areas, then, one would hope there would be a greater chance that there would be an equitable split of resources, so that you would get similar provisions between the areas for those who present risks.

Is that a fair observation, or not?

MRS BONHAM-GRIFFITHS: Fair observation.

MS WILLIAMS: Very fair.

SIR ADRIAN FULFORD: I don't want to make life difficult for you, but then, is that something that you would welcome?

ALL: Yes.

SIR ADRIAN FULFORD: I'm afraid, that might get you into trouble.

MRS BONHAM-GRIFFITHS: Hope not.

SIR ADRIAN FULFORD: No. Because, I mean, what you were saying about the -- there was a particular -- yes, the two violence reduction units sound extremely interesting, although early days, but with those, it's all going to depend on how close you are to where those units are functioning?

MRS BONHAM-GRIFFITHS: And where the agreement for funding for particular projects actually happens. So -- and obviously they are limited in terms of the amount of resource that they receive, so they can only provide particular projects to particular areas with the restrictions that they have. So, it is about, I suppose, how fairness and equity spreads across Wales in terms of prevention partnerships and indeed, prevention funding for the future. Yes.

SIR ADRIAN FULFORD: Yes. There is a really difficult tension with this, isn't there, because one can see why there would be a desire to devolve some of this down locally, on the basis that local areas will know best and that they are in the best position to decide how this spend the money. So that's looking at it through one lens. But then, if you look at it through another

lens, you want to eradicate a sort of postcode lottery of whether it is good or bad, simply depending on where you live. But I have to say, that's very helpful.

If the violence reduction units are a success, is the plan that they would be rolled out more generally in Wales, or is it just uncertain at the moment?

MRS BONHAM-GRIFFITHS: My understanding was that it was the plan for them to be further rolled out. However, I think that's still very much in the air -- up in the air. I haven't actually heard any recent information about those units being rolled out as yet.

SIR ADRIAN FULFORD: Right.

It has been extremely interesting, very, very useful. Thank you both very much indeed for your assistance to the Inquiry. I'm very grateful.

MRS BONHAM-GRIFFITHS: Thank you.

MS WILLIAMS: Thank you.

MS WOODS: Sir, we are not sitting on Monday or Tuesday of next week and therefore, the intention is to return at 10 am on 4 November.

SIR ADRIAN FULFORD: Right, and during that week, is it just Wednesday and Thursday?

MS WOODS: That is correct. So we are sitting on 4 November and 5 November and our first witness, on the Wednesday, will be from DHSE, Ms Powell.

SIR ADRIAN FULFORD: Thank you all very much indeed. We will sit again at 10.00 am on Wednesday.

(3.00 pm)

(The Inquiry adjourned until 10.00 am on Wednesday, 4th November 2026)

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