

Prevention

Restoration

Integration



**Isle of Man**  
**Government**

*Reiltys Ellan Vannin*

# **Youth Justice Team**

## **Annual Report**

### **2016-2017**

## **IoM Youth Justice Team: 2016-2017 Annual Report**



### **Foreword**

#### **The Minister for Home Affairs**

As I enter my second year as Minister for Home Affairs, I remain impressed by the dedication of all our services to maintaining public safety and making a difference to the Isle of Man community. Nowhere is this more evident than in the work of the Youth Justice Team, whose commitment to improving the lives of young people remains exemplary.

The Team has had a difficult year, with staffing issues and reductions in personnel. On a recent visit to their base in Murray House, I assured them of my continued support and my intention to strengthen their service provision through a more holistic approach to resourcing. The Social Policy & Children's Committee of the Council of Ministers is committed to a policy of early help and support, very much a preventative agenda intended to help vulnerable families before they encounter difficulties in society. I see the Youth Justice Team as an integral part of this programme as it has always operated on this basis and has played a significant part in reducing crime to the level we see today.

It is my intention as Home Affairs Minister to ensure that the Youth Justice Team is "fit for the future" so that they continue to play a major role in public protection. I commend them for the results they have achieved to date and particularly in the most recent year of recording, 2016/17.



**Hon Bill Marlarkey, MHK**  
Minister for Home Affairs

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**The Youth Justice Team Staff:**

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Department of Home Affairs

*Current Post Holder*

Inspector Michelle McKillop  
Department of Home Affairs

Sergeant Kevin Quirk  
Department of Home Affairs

Dave Surgeon  
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Joanne Whittle  
Department of Health & Social Care  
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Carol Best  
Department of Health & Social Care

Kevin Newburn  
Department of Home Affairs

Sarah Proudlove  
Department of Home Affairs

Scott Wilson  
Department of Home Affairs

MAPPU Inspector  
(**M**ulti-**A**gency **P**olice **P**rotection **U**nit)

YJT Manager  
(MAPPU Sergeant)

Youth Justice Officer

Youth Justice Officer

Part time Administrator

Police Constable

Probation Officer

Careers Advisor

## **The Youth Justice Team in 2016-17**

Having taken over as the manager of the Youth Justice Team from Inspector Paul Bryan in May 2016, I have found working within the team to be extremely rewarding both personally and professionally; not least in terms of having been working with a team of people who are passionate, dedicated and driven by the work that they do in seeking to help prevent and reduce youth offending while at the same time ensuring that those who have offended are appropriately reintegrated.

However, what has been particularly challenging, and frustrating, for the Youth Justice Team over the last 12 months has been the reduction in the number of staff, through illness and retirements. This has effectively meant that all of the work undertaken by the team has been that of post offence work; namely work with those juveniles who have already committed offences. Our current lack of capability in being able to accept referrals for any pre-offending work to be undertaken has meant that very little has been able to be completed in terms of identifying and intervening in the lives of young people before they have come to significant notice of the police or other agencies in the last 12 months.

This is especially frustrating for the team when it has been evidenced that one of the keys to reducing youth offending and that of juvenile risk taking behaviour, is by understanding and nurturing the importance of children's experiences in their early years. When we collectively started to look at youth offending a few years ago, in order to see how we could best reduce the levels of youth offending, what we found was that we can't police our way out of the problem; as locking young people up is not the answer. Moreover, what we found was that life skills are important; namely the ability for children to make good informed decisions about themselves, as well as their ability to communicate, to negotiate, to compromise, and to empathise with their fellow human beings.

The best, and most appropriate, way to achieve this is therefore to invest in those early years, as to do so allows us to understand, articulate, support and meaningfully positively influence those early years, while at the same time ensuring that we appropriately maintain meaningful and positive interventions with young people post their offending.

One aspect of the Youth Justice Team's work that I have specifically asked the practitioners to look at this year has been that of our measuring the success of our outcomes – particularly in respect of the work we undertake and deliver with juvenile offenders. This in itself is an ongoing piece of work.

I feel that this is particularly important when we are currently operating with a reduced workforce capability, yet still need to be able to ensure that any work we undertake is appropriate, relevant, meaningful and above all else likely to contribute to improving a young person's quality of life.

We are therefore currently striving to ensure that the work we undertake is that which will provide the best returns in terms of successful outcomes for young people, not least in diverting them, where appropriate, from the Criminal Justice System and in helping to prevent them from reoffending.

This is even more important when we have to consider in these times of ever increasing austerity that if we are collectively spending public money, we need to ensure that we are spending it on those things that will give us the best return, and on those things that are evidenced, that work, that make a difference, and which robustly challenge the youth offending issues that we face on the Isle of Man in the twenty-first century. This is something which will likely only be achievable, and sustainable, through cohesive, collaborative and reflective multi-agency partnership working across both the public and private sectors.

It is in this vein that Detective Inspector Michelle McKillop is seeking to continue and develop this review of the Youth Justice Team's work and direction, in lieu of me now being redeployed elsewhere within the Isle of Man Constabulary. DI McKillop has extensive, recent and relevant experience of multi-agency partnership working and of achieving positive outcomes for both vulnerable adults and children. Her experiences will therefore greatly assist in helping to further shape and develop this team as it transitions through the next 12 months, and it is in this respect that I wish her and the team every success in the year ahead.

**Detective Inspector Neil Craig**

## **INTRODUCTION**

Established in 2004 the Isle of Man Youth Justice Team (YJT) was set up as a multi-disciplinary partnership between the Department of Health, Department of Social Care and the Department of Home Affairs. The aim remains to address offending behaviour and reduce the risk of reoffending by children and young people.

The YJT is a dedicated and committed team, drawing on best practice from Youth Offending Teams from around the British Isles and beyond whilst adapting to the Isle of Man's unique situation. Having no statutory or budgetary foundation the YJT relies on strong professional relationships with other Government agencies.

By 2010, as a full-time team of eleven, the YJT was in a fortunate position to draw on the diverse skills of practitioners from the Police, Social Care, Probation, a Careers Officer, Specialist Health Professional and an Administrator. Recent developments have resulted in a reduced team with a permanent staffing level of approximately five full-time equivalents, further decreased by a number of long term absences.

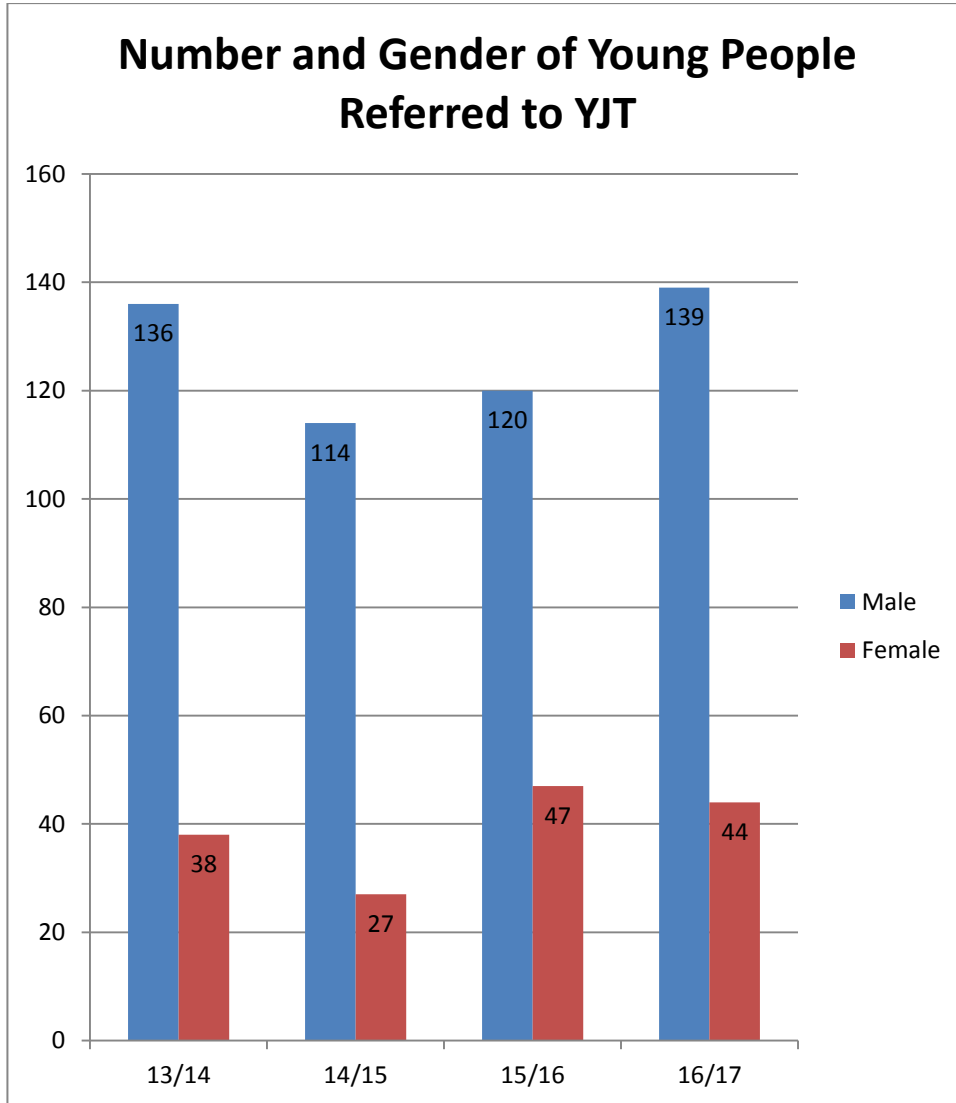
The YJT is currently comprised of one Police Officer, three Youth Justice Officers, a dual role Probation Officer and half-time administrator. The Multi Agency Public Protection Unit provides an Inspector and Sergeant to the Team. The Sergeant is the designated YJT Manager. The support and commitment of the Police to the YJT is undisputed but the complex responsibilities of the police officers complicate their daily activity within YJT and limit their ability to provide day to day management.

The philosophy of the YJT is: Prevention, Restoration and Integration, however the recent downsizing of the team has meant that there has been less focus on Prevention which can play a vital role in reducing the risk of children and young people becoming involved in the criminal justice system. An important aim of the YJT is to tackle crime and reoffending using early and effective interventions, ensuring that the children and young people responsible for crime face meaningful consequences, therefore helping to retain or restore bonds within mainstream society. Current staffing levels have required a much more focused approach, with a restriction on education and a refusal of referrals relating to prevention and voluntary involvement with individuals. This is however in keeping with the DHSC model which places Youth Justice high on the 'continuum of need' for intervention. Early intervention is now provided by the CWAN (Children With Additional Needs) Team within the DHSC.

The YJT cooperates with other professional groups and initiates strategies to support and encourage children and young people at risk of offending or re-offending. The YJT also collaborates with numerous Government departments, Government contractors and Third Sector organisations, working to complement the Government's desired outcomes for children. There has also been a clear strategy to develop a closer working relationship with the Courts, which has elicited positive feedback from both Court clerks and the Judiciary.

## FORMAL REFERRALS TO THE YOUTH JUSTICE TEAM

In 2016/2017 the Youth Justice team dealt with a total of 493 referrals involving 183 individuals. This is an increase of referrals on previous years with a number of individuals referred for multiple offences. The gender breakdown remains similar to previous years as illustrated in the chart below.

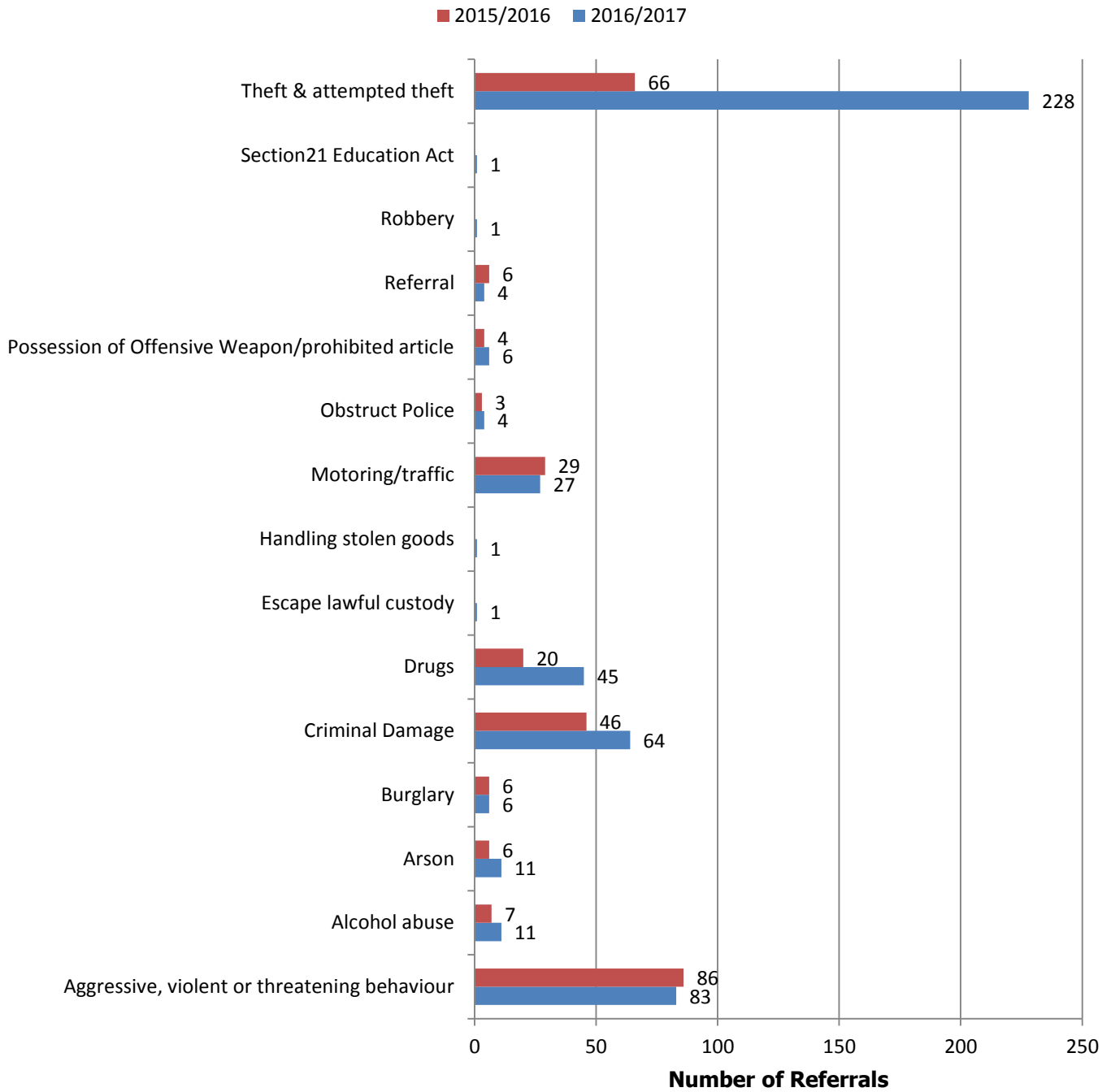


During the reporting period there were only four referrals from agencies other than the Police, three of which did not fall within the YJT remit and were referred back.

The chart below outlines the types of referrals dealt with by YJT during 2016/2017 comparative with 2015/2016. The high incidence of theft is reflective of a series of minor offences over a period of time perpetrated by five individuals.

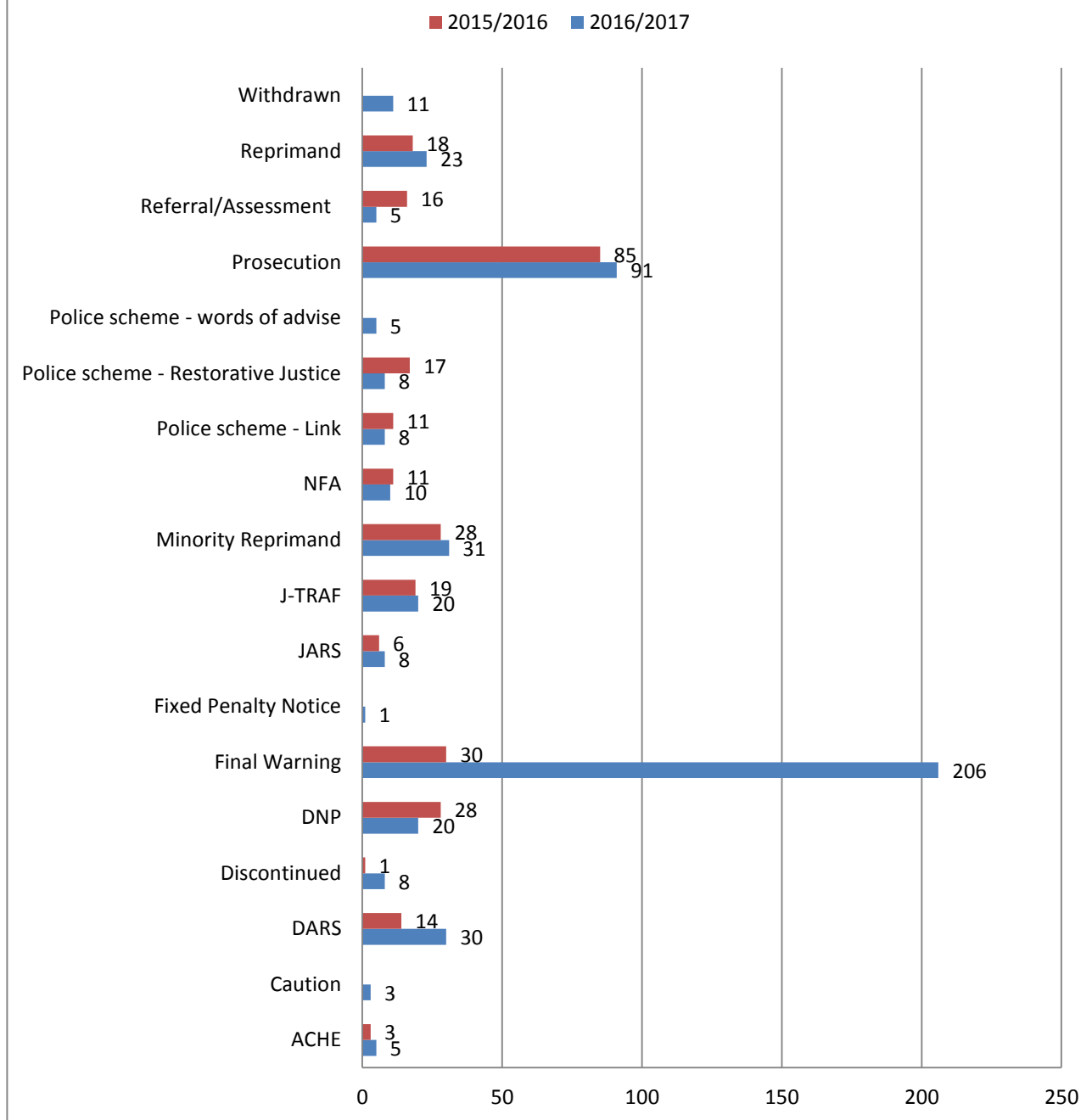


## Type of Referrals 2016/17 comparative to 2015/16



The variety of outcomes as a result of referrals is evidenced below. A number of referrals may have been dealt with by means of one Final Warning or prosecution of an individual.

## Referral Outcomes 2016/17 comparative to 2015/16



- DNP - Detected No Proceedings
- J-TRAF - Juvenile traffic (Scheme)
- JARS - Juvenile Alcohol Referral Scheme
- DARS - Drugs Arrest Referral Scheme
- NFA - No Further Action
- ACHE - Assaults Can Hurt Everyone (Scheme)

## Link Progressive Framework

### EARLY INTERVENTION

'LINK' is a progressive framework for interaction and engagement with children and young people who have been identified by the police as being on the periphery of criminal, anti-social and drink-related behaviour. LINK, which is administered by the Youth Justice Team, diverts children and young people away from the criminal justice system.

The LINK framework involves parents by informing them of situations their children encounter, allowing the parents to take ownership and address the issues identified. LINK includes referrals to Manx Sport and Recreation offering options for the young people identified to obtain personalised physical activity. Restorative Justice is also introduced into LINK bringing young people face to face with the issues they are causing.

Where alcohol is identified as a contributory factor in the child or young person coming into contact with the Police, they are given education through the Juvenile Alcohol Referral Scheme ('JARS' - detailed later in the report). This education is carried out on a one to one basis, the sessions being interactive involving the young people and their experiences. The parents of the young people are also able to have an input.

The Youth Justice Team also offers tobacco intervention, referring the individual to the School Nurses who can assist those young people who wish to give up smoking.

### Link Progressive Framework

The approach is to escalate the intervention through a series of phases:-

**Phase 1** Letter sent to parent/guardian. If alcohol is involved: JARS referral;

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**Phase 2** Second letter hand delivered, face to face contact established between neighbourhood police officers and parents/guardians; Referral letter completed for MSR assessment.

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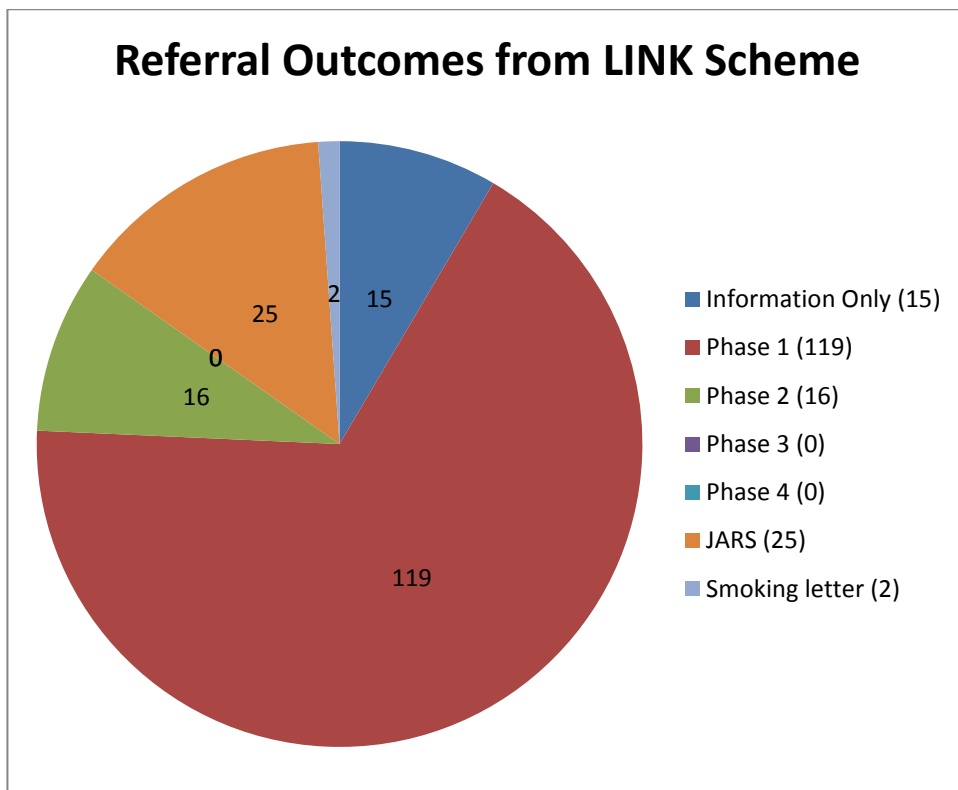
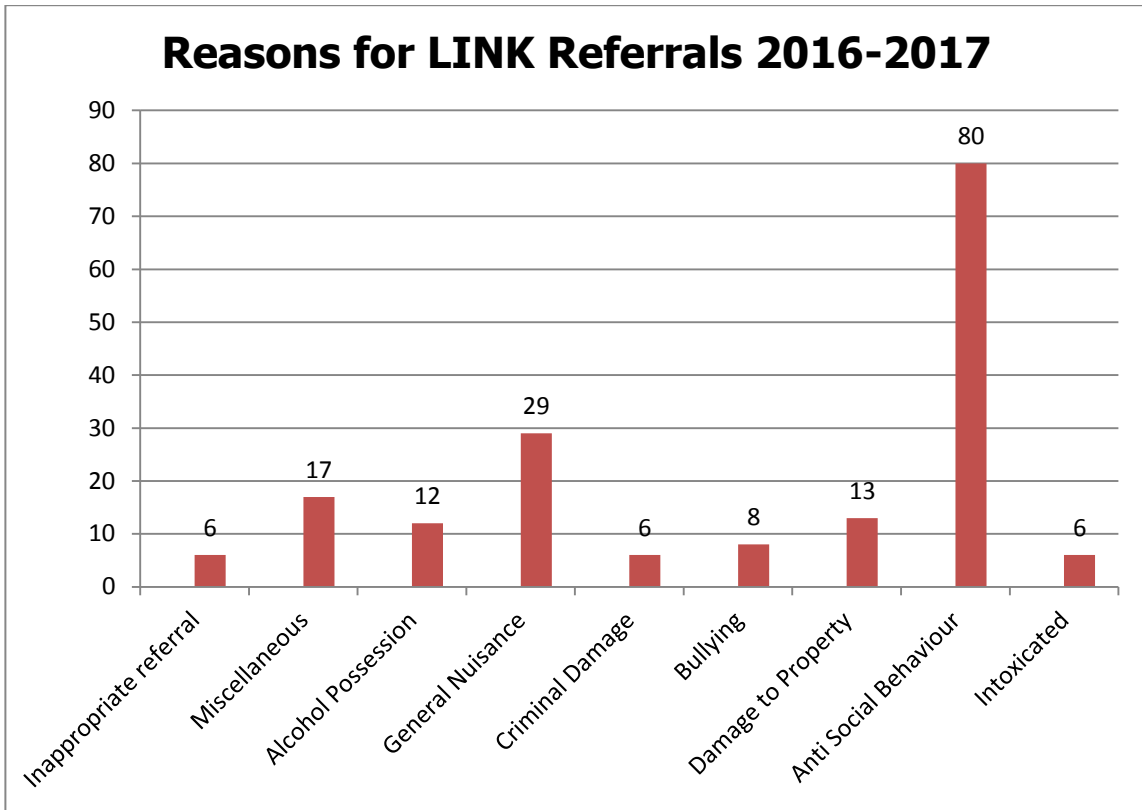
**Phase 3** Restorative Meeting

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**Phase 4** Acceptable Behaviour Contract issued and explanation of Anti-Social Behaviour Order (ASBO)

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**Phase 5** Anti-Social Behaviour Order



## LOOKED AFTER CHILDREN

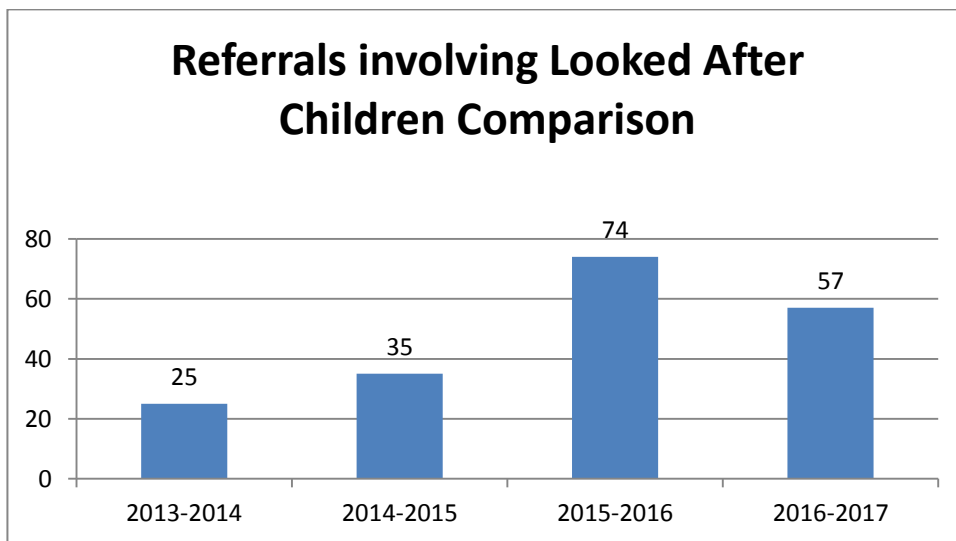
The YJT has for a long period of time advocated that a large number of looked after children arrests and subsequent referrals are linked to the concept of *'criminalisation via institutionalisation'*.

Many looked after children have become engaged with the criminal justice system via conflict with care staff and minor damage to care establishment property. Many of the offences disclosed are focussed upon staff assaults, primarily of a minor nature, and damage to property.

The Youth Justice Team very rarely receive referrals from the parent(s) of children or young people not in care; it is normally the case that parents resolve such matters within the family without recourse to the criminal justice system. The Youth Justice Team has therefore continued to support the concept of Corporate Parenting.

The main intention is to reduce the amount of referrals generated through minor damage and inappropriate behaviour within care establishments by looked after children. This aims to reduce "criminalisation via institutionalisation".

The 57 referrals relate to 15 individuals. One individual referred on 14 occasions, one on 10 occasions, one on 7 and one on 6.



The over-representation of Looked After Children in the Criminal Justice System continues to be an issue and the YJT are mindful of the findings of the Independent Review chaired by Lord Laming. The report 'In Care, Out of Trouble' contains a number of recommendations which the YJT would urge the Steering Group to consider. In the meantime the YJT remains committed to preventing the unnecessary criminalisation of Looked After Children.

## MINORITY REPRIMANDS AND FINAL WARNINGS

Minority reprimands were developed to reduce the numbers of first time entrants into the criminal justice system and prevent children and young people obtaining unnecessary formal cautions that could impact on subsequent employment and educational aspirations. This approach recognises that children and young people often act childishly and cause problems that they don't always interpret as criminal in orientation or intent.

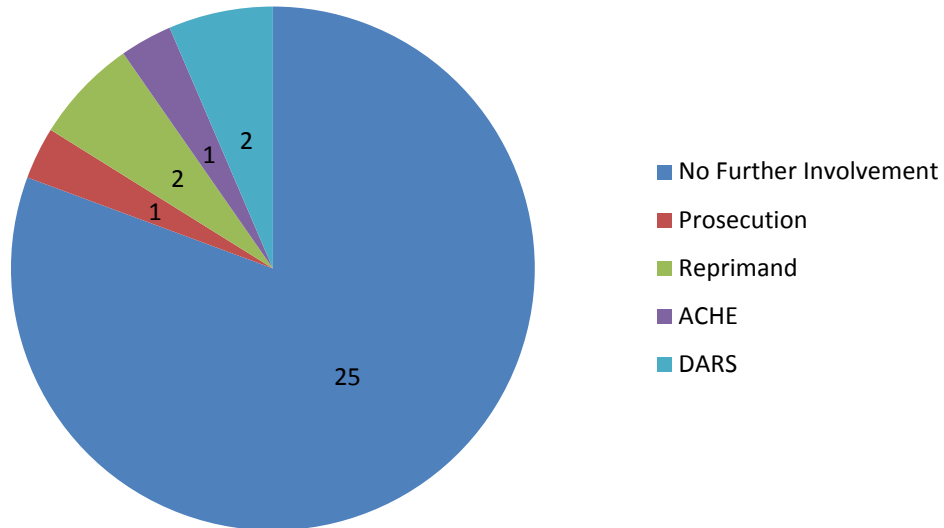
The programme is based around the following broad principles:

- A minor offence has been committed.
- The child/young person is of previous good character.
- There has been low impact on any victim.
- There is a restorative element i.e. an apology in person or via letter, compensation or reparation.
- A Minority Reprimand is a contract signed up to by the child/young person with the proviso of no subsequent offending within the 6 month period from date of issue, resulting in there being no necessity for official recording of the matter other than on YJT databases.
- Any breach of the criteria is dealt with via escalation to other disposals.

### Minority Reprimands Issued in comparison to previous years

	Minority Reprimands Issued	Re-referrals following issue	Breach of Minority Reprimands within specified period (%)
<b>2010-11</b>	31	4	12.9
<b>2011-12</b>	53	4	7.5
<b>2012-13</b>	21	4	19
<b>2013-14</b>	20	3	15
<b>2014-15</b>	17	4	23.5
<b>2015-16</b>	28	4	14.3
<b>2016-17</b>	31	6	19.4

## Minority Reprimands Issued with Subsequent Re-referrals and Outcomes 2016-2017



### AN OVERVIEW OF THE FINAL WARNING PROCESS IN 16/17

In the year 2016/17 the Isle of Man Youth Justice Team delivered Final Warnings to over 30 young people. This is a process implemented with a young person who admits that they have broken the law and where they are willing to work with the support of a Youth Justice Officer who will encourage them to take responsibility for their criminal actions and to try to prevent them from committing further offences.

In general terms this process involves a limited number of meetings between the Youth Justice Officer and the young person to investigate the circumstances for the offence and take steps with the aim of preventing re-offending by;

- Ensuring the young person fully understands the consequences of their offending behaviours.
- Allow the young person to understand the range of victims of their offences and to reflect upon the impact of their actions upon those victims.
- Address the factors that might encourage a young person to re-offend

The young people who have engaged with the IOM Youth Justice Team in the past year have done so as a result of a range of offending behaviours including but not limited to assaults, fire-setting, criminal damage, public order offences, theft and the possession of illegal substances.

The nature of the interventions has varied greatly depending on the young person and the offence but in all cases an initial assessment tool is used to determine a holistic view of the young person to prevent further offending. There is no rigid structure or 'go-to' toolkit for the majority of offences. Rather, the Youth Justice Officer will strive to create a made-to-measure solution and where it is necessary and indeed possible the Youth Justice Team will derive further support from other agencies in order to address issues related to offending behaviours but where the Youth Justice team itself does not have empowerment to act. This includes access to IOM Child & Adolescent Mental Health Service (CAMHS), IOM

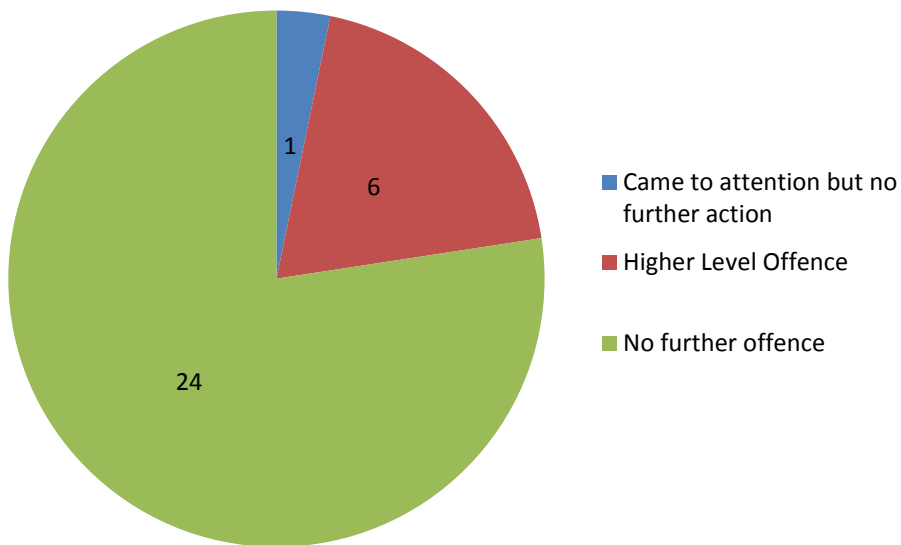
Drug & Alcohol Team (DAT), Motiv8, the Department of Education and individual schools, the Education Support Centre (ESC) and the Isle of Man Fire and Rescue Service.

In the past year we have worked cross-functionally with a number of others in order to deliver tailored work sessions. In particular we have successfully delivered joint work sessions with the Isle of Man Fire and Rescue Service to over 10 individuals involved in a range of fire-setting incidents. In some cases this has allowed the youths to meet with the fire officers who attended the scenes of their offences. This is a powerful method for young offenders to explore victim awareness and consequential thinking in a first-hand scenario.

2016/17 has been a time of increasing challenge and dwindling resource within the Youth Justice Team which has had a detrimental impact upon our ability to conduct meaningful preventative work on a wider scale. 'Nice to do' pro-active and preventative elements of the Youth Justice Officer role have had to be 'parked' for what is turning into the medium to longer term. This includes a programme of school visits to try and educate and inform young people of the consequences of anti-social and criminal behaviours.

However, even with the reduced resources, we have seen success with the greater proportion of young people not committing further offences and taking positive learnings from their interaction. We have also incorporated a number of one-off work sessions to back up Minority Reprimands issued by the Isle of Man Constabulary where it has been felt that such further intervention would convey the level of seriousness attached to offending behaviours. The Youth Justice Officers in the IOM Youth Justice Team remain highly committed to the young people with whom they work and strive to create meaningful interventions directly and indirectly to assist in the pathway to offence free futures.

### Final Warnings Issued with Subsequent Re-Offending 2016-2017



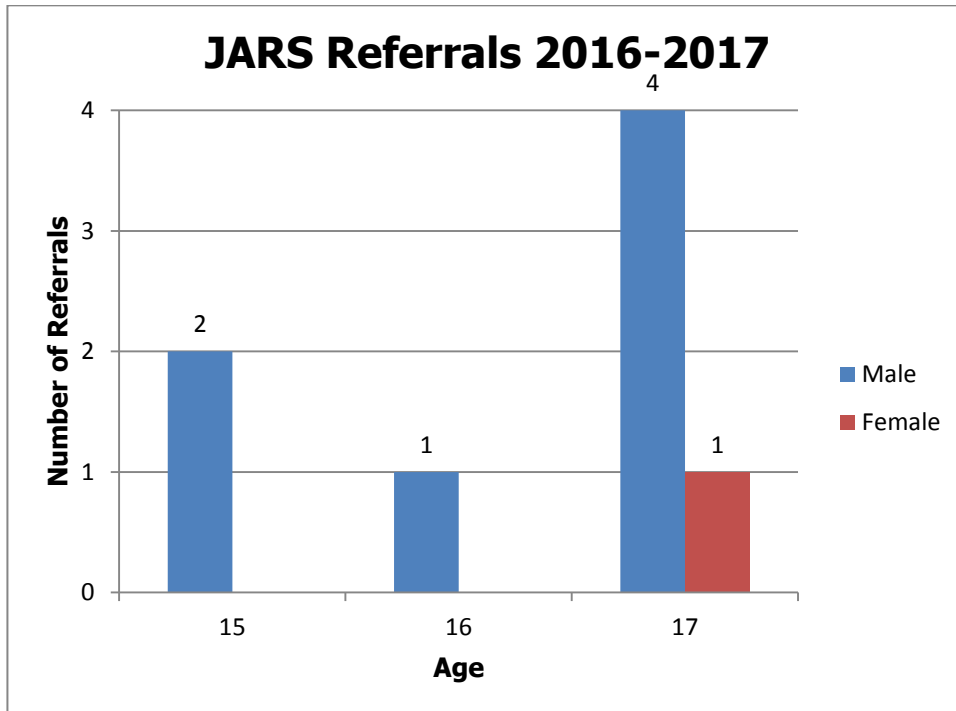
**Note:** Some individuals given final warnings as an outcome for their offending had multiple offences committed over a short period of time grouped into one final warning disposal covering several offences.



## REFERRALS RESULTING IN DIVERSION SCHEMES

### Juvenile Alcohol Referral Scheme (JARS)

'JARS' is a scheme aimed at providing a non-punitive approach to alcohol related offending, for first time offences involving alcohol. It provides an educational approach where the young person either attends an evening session in company with their parent/guardian, which is run by the Alcohol Advisory Service/Motiv8 in conjunction with a police officer from the Youth Justice Team, or they attend a one to one session conducted by a member of the Youth Justice Team or Motiv8.



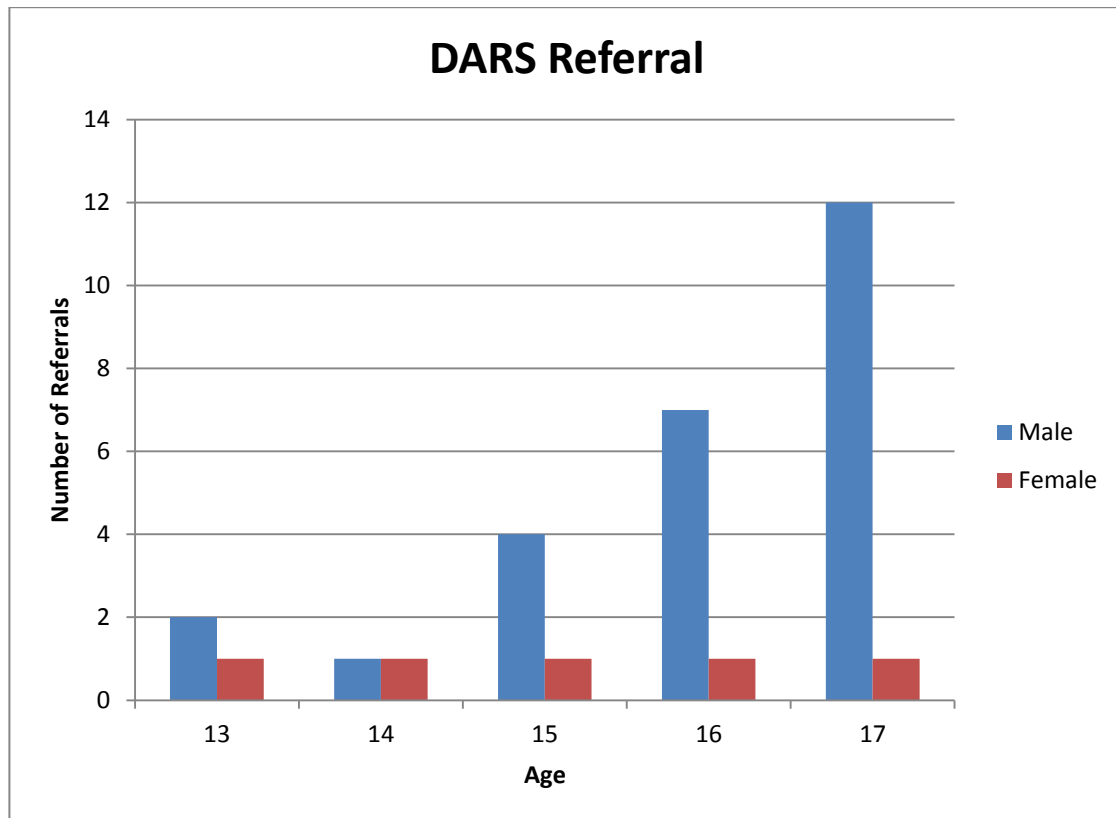
### Type of Offences resulting in a JARS Outcome 2016-2017

During the period 2016-2017 all JARS outcomes were related to the offence of Drunk and Disorderly.

### Drug Arrest Referral Scheme (DARS)

'DARS' is similar in format to JARS, aimed at providing a non-punitive approach to drug related offending, for first time drug related offences. It provides an educational approach where the young person attends a session in company with their parent/guardian.

During this reporting period there has been an increase in referrals related to possession of drugs to 30, from last year's total of 13. Two individuals accounted for a total of 4 referrals with 2 referrals each within a short period of time.



### **Type of Offences resulting in a DARS Outcome 2016-2017**

During the period 2016-2017 all DARS outcomes were related to the offence of possession of Class A or B Drugs.

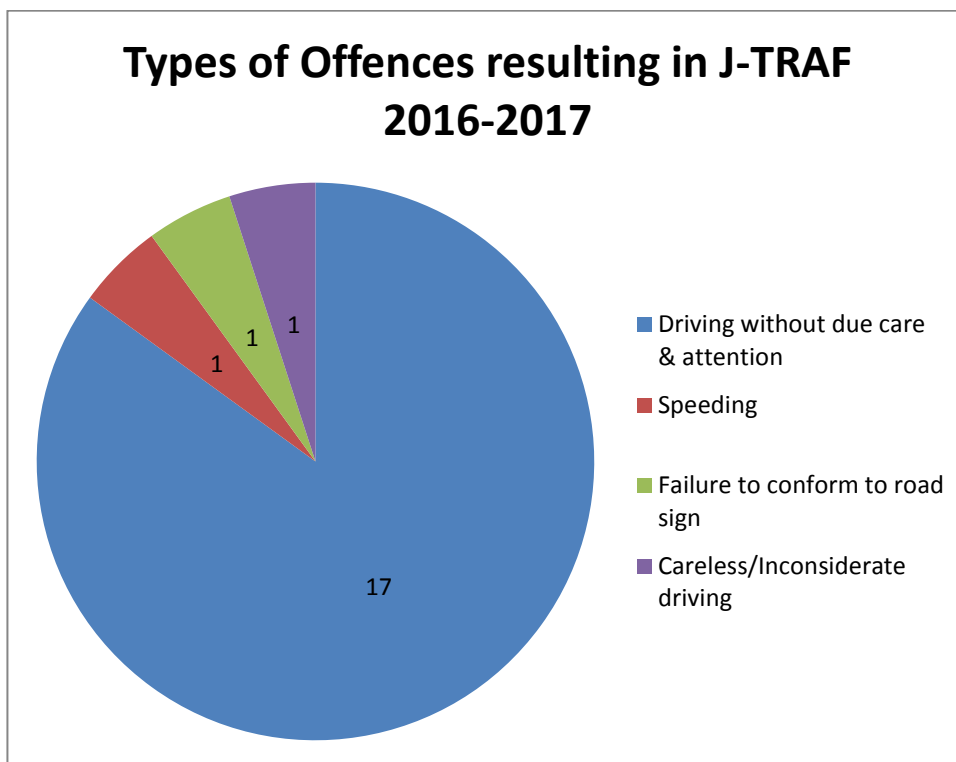
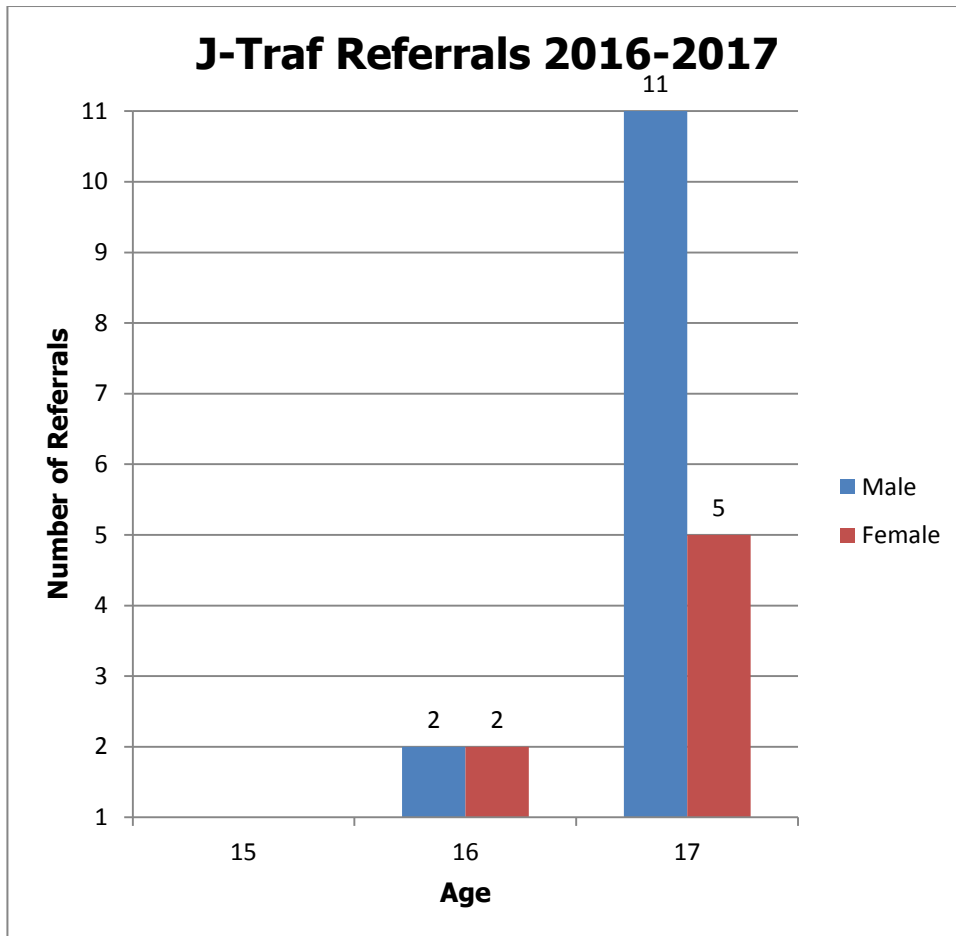
### **Juvenile Traffic Referral Scheme (J-TRAF)**

J-TRAF is an initiative designed to allow young drivers to access additional driving education for their first driving offence. The aim of the scheme is to prevent further offending and reduce the prospect of young drivers being involved in incidents on the road as the young people gain knowledge and skills.

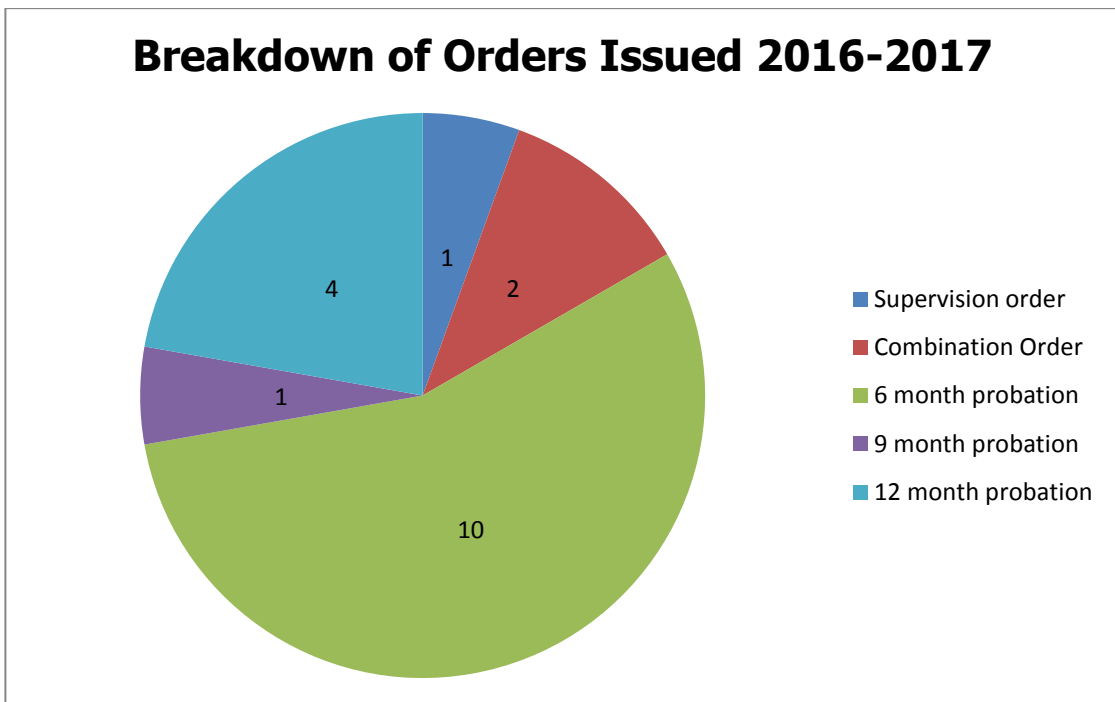
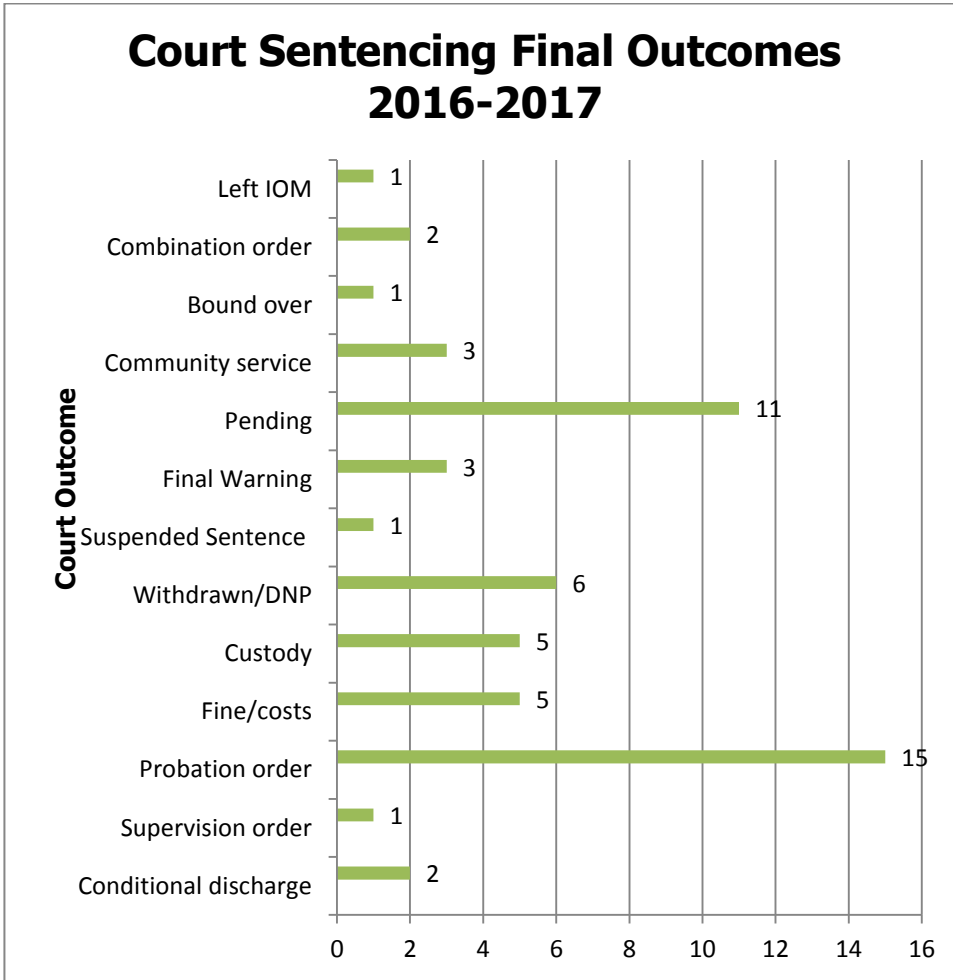
The young person agrees to attend two driving lessons, or in the case of J-TRAF+ for more serious offences, four driving lessons with a qualified driving instructor of their choice, paid for by themselves. These lessons concentrate on the possible deficiencies in their driving skills highlighted by the offence, with a brief report to the YJT being prepared by the instructor, confirming completion. The lessons are organised by the young person.

A Roads Policing Unit officer also contacts the young person and conducts an input with them around the offence they committed and road safety as a whole.

The majority of offences recorded during the period involved driving without due care and attention, which includes misjudging distance, clearance, & speed and excessive speed having regard to road conditions.



**Work in the Courts**



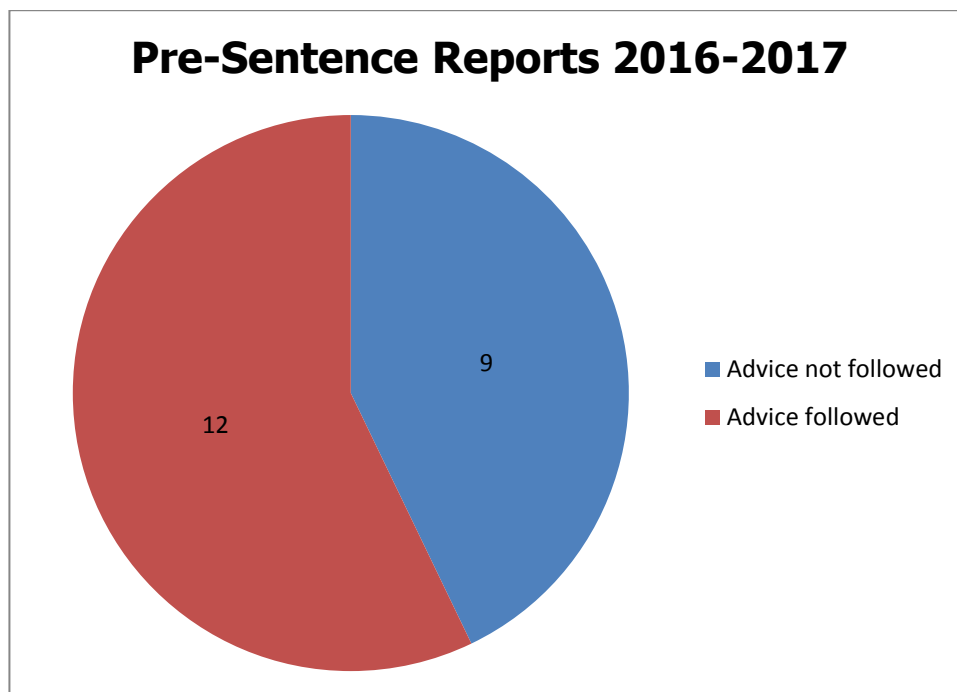
## Pre-Sentence Reports

Pre-Sentencing Reports (PSR) are requested by Courts on "findings of guilt", to assist in the sentencing of juveniles.

Pre-sentence reports are not necessarily requested for every juvenile, but are more likely to be requested when offences are more serious in nature or the young person has previous convictions. These reports provide insight into the young person's life history and the factors which influence their offending behaviours and are expected to contain a recommendation for sentencing. In making a recommendation, for any form of formal supervision of a young person in the community, the PSR will highlight areas of work to be undertaken with the young person.

The information contained is sourced from the young person, their parents and agencies which have had involvement with the young person. An assessment is carried out which identifies the focus for work with the child or young person to reduce their risk of re-offending.

## Pre-Sentence Reports 2016-2017



## **APPENDIX:**

# **Qualitative Examples**

The following case studies provide examples of the range of situations and circumstances encountered by the Youth Justice Team on a daily basis.

**Example 1.**

As a Youth Justice Officer on the Isle of Man I work with a range of young people who have, for a wide variety of reasons, come to the attention to the Isle of Man Constabulary. In each case the details of their offending behaviour is passed to the Youth Justice Team. Wherever possible, as long as the threshold for prosecution has not been met, we will work with these young people to complete specific interventions or Final Warnings. Where the offence is deemed so serious as to have passed the threshold for prosecution I then alongside my colleagues supervise young people for the length of their community based Court Orders.

At the end of 2016 I was asked to case-manage a Probation Order for a young man who has come from a chaotic family background and who is known to have involvement with the Isle of Man drug culture, to use alcohol which leads to violent outbursts and to have a poor relationship with the Isle of Man constabulary which has added to his offending behaviours. This Probation Order was not the first occasion that this young man had appeared before the Courts; he has a poor history of engagement which has previously led to breach proceedings. At one stage it was a very real possibility that this young man would spend a period of time in custody.

Coming to this young person as a new face gave both him and I the opportunity to draw a line in the sand and for me to try to assisting him in breaking the mould of previous behaviours and to attempt to stop or at the very least reduce the 'revolving door' of interaction with the Constabulary and Courts. I was able to recognise that this young man has multiple and complex needs but that he struggled with the amount of professionals with whom he was required to be involved; that he was finding too much support as frustrating as no support. In initial meetings there was a clear suspicion from the young man towards me, I was an unknown quantity, another nousey do-gooder. He treated meetings merely as an opportunity to bitch and 'carry-on' and to try and test boundaries by swearing and telling tall tales.

In this case, persistence was key; I made weekly appointments for him, sending letters and text reminders, making calls and agreeing off site meetings. After a few weeks I started to see a response. I would get phone calls if he was running late or unwell. Through our meetings I was able to convey that whilst I would listen to gripes and moans I was also here to ensure that he focused upon and understood the concerns around his offences and that my approach was not to dwell on what has gone before in his life that I cannot change but to support his hopes for the future. Conveying to him that I genuinely want to see him live a healthy and fulfilling life and to assist him in seeing his potential and overcome his self-imposed obstacles to reaching that potential.

A year on and this young man has not re-offended. This is a massive measure of success from a lifestyle He has taken his year 11 exams with reasonable results and is now seeking part time employment. He still has a long way to go in terms of time on his order and there are still 'am-dram' days but in the main I am able to reflect that the intervention of the Youth Justice team is being taken now by the young man as a positive influence in his life.

Joanne Whittle,  
Youth Justice Officer

**Example 2.**

The Final Warning process is a short intervention with a young person who has come to the attention of the Isle of Man Constabulary but where their offending behaviour has not exceeded the threshold for prosecution. In a significant majority of cases this period of intervention is the only time that a young person will come to attention.

One such young person in the past year was Helen\*. She is young teenager with some emotional health issues and who during a period where she stopped taking her medication, committed an offence of Criminal Damage when she found a can of spray paint and in her words 'went a bit mad with it'. Helen was with a group of friends and it transpired that they dared each other to spray the paint on the ground and in doing so also got paint on a parked car.

In work sessions with me, Helen worked to think about her crime and was able to express regret for the harm she caused and a desire to make amends. Helen was honest in her reflection when she displayed a concern that she could get into trouble again qualifying the statement with the comment 'think I'll do something stupid and not realise it is illegal'.

At the start of the FW process, Helen did in a small way, identify herself as a criminal; this is not however in the way that some young people do as a 'big-up' part of their personality. Rather, she believed that she was seen by others as being a criminal and that this is viewed poorly. She did not in any way speak of this in a positive way. Working through Consequential Thinking, Helen had a view about getting into further trouble; that she would worry about it (what she was doing, being caught, what would happen as a result), that it would impact her school studies (that I will not be able to concentrate at school so I'll fail my exams) and that people and my family will not want to know me. She could also address an offence free future where she will not become known to the police and others as being a criminal will not get a bad reputation and will not mess her life up.

To conclude her Final Warning process Helen wrote a letter of apology to the owner of the car explaining the events as they occurred, saying sorry and also advising the car owner of the changes she was striving to make in her life including her engagement with the Youth Justice Team.

She has not reoffended.

Joanne Whittle,  
Youth Justice Officer

*\*Name has been changed*