

CITY OF
WOLVERHAMPTON
C O U N C I L

Response to Request for Information

Reference FOI 111533
Date 6 November 2015

Crime Reduction Strategy 2011-2014

Request:

Could you please provide a copy of the Crime reduction, community safety and drugs strategy 2011-2014?

Crime Reduction, Community Safety and Drugs Strategy 2011-2014 (v1.5)

Safer Wolverhampton Partnership
www.saferwton.org.uk



Staffordshire and
West Midlands
Probation Trust



West Midlands
Police Authority



Wolverhampton City
Primary Care Trust



WEST MIDLANDS FIRE SERVICE

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Acknowledgements

SWP would like to thank all partners for contributing and assisting with the formation of this strategy

Foreword

Safer Wolverhampton Partnership (SWP) is the statutory Community Safety Partnership (CSP) for the City. Its remit is to assess crime and community safety needs across the City, agree priorities which reflect the needs identified and develop and implement plans to ensure crime is reduced and community safety improved. A number of statutory partners are represented on SWP, including the City Council, Police, Fire Service, Probation, Primary Care Trust and the Police Authority. However, input from a broad range of non-statutory partners, third sector partners and elected members underpins our approach across the City for addressing both crime and the fear of crime; our commitment from partners to deliver jointly on this agenda remains strong.

As with many other bodies, SWP has had to revise the way it both identifies and responds to its priorities in light of austerity measures introduced by Central Government. Therefore our partnership efforts, and the ability to steer the use of their mainstream resources across the city has become increasingly necessary if we are to maintain and improve performance against previous years and address



Simon Warren

the concerns that are important to residents.

In response to these challenges, SWP has adopted a smaller number of strategic priorities; delivery is focussed on demonstrating measurable outcomes within communities and improving the methods through which communities can feed in their concerns and receive feedback on progress. Opportunities will also be developed for those residents who wish to play a more active role in helping to make their neighbourhoods safer.

A newly developed overarching City Strategy will drive the business of inward investment forward, creating new employment opportunities and equip residents with the skills needed to compete in the marketplace. SWP has a significant contribution to make here in driving down levels of crime, responding swiftly to local community safety priorities, providing early targeted intervention, breaking the cycle of offending behaviour and improving our engagement with residents. I am confident that through these measures we can instil confidence within our communities and beyond, that Wolverhampton is a safe place to live, work and visit.

Simon Warren - Chair of SWP and Chief Executive, Wolverhampton City Council

Executive Summary

This strategy sets out Safer Wolverhampton Partnership's (SWP) vision to making the city of Wolverhampton a safer place to live and work in. A number of partners come together, under the auspices of SWP, every 3 years to renew the aims and goals of the Partnership and work collectively to deliver a range of interventions to enhance the services provided to promote community safety and crime reduction.

SWP is the statutory Community Safety Partnership (CSP) for the City. Its remit is to assess crime and community safety needs across the City, agree priorities which reflect the needs identified and develop and implement plans to ensure crime is reduced and community safety improved. A number of statutory partners are represented on SWP, including the City Council, Police, Fire Service, Probation, Primary Care Trust and the Police Authority, however, input from a broad range of non-statutory partners, third sector partners and elected members underpins our approach across the City for addressing both crime and the fear of crime and our commitment from partners to deliver jointly on this agenda remains strong.

New government thinking and the associated spending cuts require a radical change in both individual organisational structures and partnership arrangements. Part of this change has already seen the demise of many established regional structures and their associated performance reporting regimes. In addition, there is a requirement for CSPs to work more closely together on regional issues, and the formation of elected Police and Crime Commissioners, which will be in place from November 2012 operating at Force level, will strengthen the need for this approach.

As with many other bodies, SWP has had to revise the way it both identifies and responds to its priorities in light of austerity measures introduced by central government. Importantly, this has meant that our partnership efforts, and the ability to steer the use of partner mainstream resources across the city has become increasingly necessary if we are to maintain and improve performance against previous years and address the concerns that residents say are important to them.

Over the last three years Wolverhampton has seen notable reductions in crime. Key crime types, namely serious acquisitive crime, most serious violence, serious sexual offences and vehicle offences have all decreased over the last three years. Overall crime, during the past three years, has reduced by over 13%. However the partnership has not become complacent and continually strives to drive down crime even further.

The Safer Partnership has adopted an analytical approach to determining which priorities will achieve the greatest impact on tackling crime and community safety concerns within Wolverhampton, by virtue of their nature these Strategic priorities agreed upon will show an improvement in other crime, assuming a correlation between different crime types.

The priorities which were determined as Strategic priorities are:

- Reducing Reoffending
- Substance Misuse
- Gangs/Youth Violence
- Communication & Community Engagement

Reducing Reoffending

It is estimated that around half of all crime is committed by individuals with previous convictions. A high number of offences is committed by a very small group of individuals, who have been labelled, since 2004, as Prolific and Other Priority Offenders (PPOs). Integrated Offender Management (IOM) is the principal model adopted across the West Midlands for tackling repeat offenders (including high risk offenders). Wolverhampton has implemented this model locally, which has proved to be extremely successful; we have also successfully used the Multi Agency Public Protection Arrangements (MAPPA) process to manage violent criminals' behaviour. As a Partnership we aim to develop this model and build on successes, furthermore we have identified a gap around the lack of support available to offenders receiving a sentence of less than 12 months. We aim to plug this gap through implementing provision for this cohort and enhancing exit pathways to break the re-offending cycle.

Substance Misuse

In light of the Government's national strategy, '*Reducing demand, restricting supply, building recovery: supporting people to live a drug-free life – 2010*' which advocates joint planning and delivery around alcohol and drug services, Wolverhampton is considering the future integration of provision and the revised treatment pathways needed for recovery focussed delivery.

Work is already underway to provide substance misusers a unified initial assessment regardless of whether it is an alcohol or drug addiction. This will provide end users with a more client focussed service and will ensure consistency and engagement of service users. Services for young people are also continually improving which have included some dedicate resource to engage with young people involved in substance misuse.

New alcohol treatment services have recently been secured which will provide a one stop shop for alcohol treatment services. Once implemented the new interventions and services aims to address the preventable harms caused by alcohol, increase life expectancy and reduce health inequalities. Wolverhampton will continue to build on the current working practices and will aim to provide clients with a recovery focussed and seamless service across various agencies.

Gangs/Youth Violence

Wolverhampton has historically had problems with gang culture. This has led to a range of responses from agencies and communities with the aim to highlight the scale and nature of the problems and respond to concerns raised.

The recent formation of a Guns and Gangs Framework builds on this early work and is a joint action plan between partners to tackle not only the problem of armed criminality as it exists, but also the underlying issues that create the conditions and environment for young people to become involved with gangs and gang-associated behaviour and to be enticed into acts of extremist behaviour.

The Partnership will work to address this issue through a prevention and rehabilitation approach. For those young people at risk of gang involvement or enticement into extremist behaviour, early intervention, as part of the prevention

strand, will aim to deter young people from succumbing to negative peer influence. For those already part of the gang culture and entrenched gang members the rehabilitation strand will provide positive exit pathways supporting gang nominal's to choose an alternative positive way of life. SWP will work with statutory and third sector organisations to commission activity and implement delivery.

Communication & Community Engagement

Communities are at the heart of our delivery as is raising confidence levels of residents that crime is being addressed across the city. In order to effectively communicate delivery plans to communities, respond swiftly to identified community concerns and tackle the fear of crime within neighbourhoods, we aim to implement a variety of resident engagement methods, making full use of our neighbourhood infrastructure.

There is also a commitment to the implementation of a coordinated communications plan across partners to ensure that within neighbourhoods and within the City Centre and town centres, residents receive regular information about the successes of delivery to help build confidence that issues are being addressed effectively. A greater emphasis will be made towards making better use of the technology available to us.

Whilst a greater focus is adopted to tackle these Strategic priorities, provision will also be made to deliver against other key issues featured within the strategic assessment for example anti social behaviour, serious acquisitive crime, hate crime.

A Delivery Plan has been developed to reflect strategic priorities for the City which will be reviewed annually to keep abreast of changing needs and approaches to service provision. A performance framework will measure progress against strategic objectives, with an emphasis on demonstrating the impact of delivery within communities and communicating the progress made; Equality and diversity will be a key feature at the core of delivery.

Although these priorities, being complex and difficult to unravel, present quite a challenge for the Partnership, they are evidently pressing and require action if the city is to reduce crime further and improve community safety. Working with our range of partners SWP is confident that the next 3 years of delivery will be successful as the previous 3 years and will meet, if not exceed, our expected outcomes.

Introduction & Context

National drivers

New government thinking and the associated spending cuts require a radical change in both individual organisational structures and partnership arrangements. With a shrinking public sector, Government are now advocating a greater role for third sector organisations and business in service delivery; and alternative methods of financing service delivery will need to be identified.

Part of this change has already seen the demise of many established regional structures and their associated performance reporting regimes. In addition, there is a requirement for CSPs to work more closely together on regional issues, and the formation of elected Police and Crime Commissioners, which will be in place from November 2012 and operating at Force level, will strengthen the need for this approach.

Coupled with this is a drive for localism; whereby locally identified priorities should determine local delivery. There is also an increased expectation that residents could play a more active role in tackling the issues within their communities. Although Government has insisted that there will be no centrally imposed priorities to drive future local delivery, there are indications that there will still be a requirement to ensure some degree of synergy with central government priorities.

Wolverhampton Priorities

Over the last three years Wolverhampton has seen notable reductions in reported crime. Key crime types, namely serious acquisitive crime, most serious violence, serious sexual offences and vehicle offences have all decreased over the last three years. Overall crime, during the past three years, has reduced by over 13%. However the Partnership has not become complacent and continually strives to drive down crime further.

The Safer Partnership has accepted that within the context of a significantly changed national and local policy climate and the increased financial constraints and structural change across a range of partners, an unprecedented cultural shift is needed to tackle priorities effectively, ensuring delivery is outcome focussed a greater emphasis must be placed on reshaping mainstream delivery and targeting root cause, rather than symptomatic consequences of crime.

An analytical approach to determining which priorities will achieve the greatest impact on tackling crime and community safety concerns within Wolverhampton has been adopted; by virtue of their nature, the Strategic priorities agreed upon will show an improvement in other crimes, assuming a correlation between different crime types. Criteria were established, and a weighting system agreed, to identify Strategic priorities which would make the greatest contribution towards City priorities:

- Reducing Reoffending
- Substance Misuse
- Gangs/Youth Violence
- Communication & Community Engagement

Whilst a greater focus is adopted to tackle these high level priorities, provision will also be made to deliver against the key issues featured within the strategic assessment.

The work delivered as part of this strategy will provide a significant contribution towards the City's vision of *Prosperity for all* as outlined within the overarching City Strategy. The City Strategy, spearheaded by the Wolverhampton Partnership, the City's Local Strategic Partnership (LSP), has identified three key areas which aim to create opportunities that encourages enterprise, empowers people and re-invigorates the city. Although the work outlined within this document will impact on all three key areas of the City Strategy there is particular synergy with the third priority of re-invigorating the city. Within this area of work the issues of addressing crime and perceptions of crime in the city centre and across the city have been outlined. SWP forms one of the pillars of the LSP and is a key delivery arm for the City Strategy. Similarly this strategy links in with a number of other partner strategies and priorities, and compliments the work of other partners. For example, The Housing Support & Social Inclusion Strategy 2010-2015 underpins the achievement of the Strategic Priorities outlined in the Strategy by providing strategic direction for the housing support and social inclusion elements of their implementation. The Guns and Gangs strategy emphasises the Gangs and Youth Violence agenda and provides strategic direction in combatting this area of concern. Similarly other directly linked key strategies include the Council's Corporate Plan, Preventing Violent Extremism Strategy, Children and Young People Plan, Policing Plan and West Midlands Fire Service Plan.

Delivery

A number of service areas are already working to align services, and a streamlining of planning and delivery structures from strategic to neighbourhood level, will ensure decisions can be made quickly in response to analysis and identified community need. City-wide operational tasking will drive cross partner delivery, whilst PACT (Partners and Communities Together) meetings will continue, and new engagement methods with communities introduced.

A Delivery Plan has been developed to reflect strategic priorities for the City which will be reviewed annually to keep abreast of changing needs and approaches to service provision. A performance framework will measure progress against strategic objectives, with an emphasis on demonstrating the impact of delivery within communities.

Delivery will be performance managed via the structures highlighted on page 16. SWP board will ensure outcomes are achieved with operational support and implementation from the Partnership Business Support Group (PBSG). Performance reports will provide a reflection of functionality and will enable annual delivery plans to be formulated according to the current status quo.

Delivery will rely on mainstream resources and the need for a change in the way of working across a range of partners to ensure processes are streamlined and collaborated to provide an outcome focussed service.

In line with The Equality act 2010 this strategy promotes equality and diversity;

The Equalities Act replaced previous anti-discrimination laws with a single act to make the law simpler and to remove inconsistencies. The Partnership when reviewing its delivery plans will continually promote equality and diversity, and strives to safeguard vulnerable adults and children through the various work streams.

Strategic Priority 1

Reducing re-offending

It is estimated that around half of all crime is committed by individuals with previous convictions. A high number of offences are committed by a very small group of individuals, who have been labelled, since 2004, as Prolific and Other Priority Offenders (PPOs). Staffordshire and West Midlands Probation Trust can currently demonstrate the lowest adult reoffending rates in the country. Wolverhampton, being part of this trust, has seen its own reoffending rates reduce gradually over the past three years to a position where they are amongst the best.

Integrated Offender Management (IOM) is the principal model adopted across the West Midlands for tackling repeat offenders (including high risk offenders). Wolverhampton has implemented this model locally, which has proved to be extremely successful, with the development of a co-located multi-agency team and a programme of support pathways to break the reoffending cycle across all crime types. Additionally, we have also successfully used the Multi Agency Public Protection Arrangements (MAPPA) process to manage violent criminals' behaviour.

IOM is the strategic umbrella or overarching framework that brings together agencies across Wolverhampton to prioritise intervention with offenders who cause the most crime in the City. IOM recognises that different agencies are involved in the lives of offenders at different points, and aims to maximise this involvement so that the range of interventions from different partners compliment each other.

This programme has been used to great effect to manage prolific offenders recently released from prison subject to supervision conditions. The framework helps them to become clear of substance misuse, to support them back into work and help them lead meaningful family lives. Those that accept the support are much less likely to re-offend. Those who decline support and do not keep their supervision conditions find themselves returned to prison.

Wolverhampton Youth Offending Team (YOT) has a long record of reducing reoffending rates. Changes in national policing policy and the successful reduction in crime rates all impact on the current reduction rates which are still favourably comparable with similar areas. The YOT has happily embraced the IOM model which is based on principles that have been part of the YOT since its inception. The YOT works with local crime reduction partners to identify those young people who present the greatest risk to communities and themselves and this 'Deter' cohort receives very particular monitoring and support. There is a very successfully Intensive Surveillance and Support Scheme in the YOT which manages the highest risk young people.

Way forward - Key Outcomes:

1. Reduction in re-offending
2. Increase of offenders moving into stable employment
3. Increase of offenders moving into stable accommodation
4. Short term prisoners accessing support services in line with support pathways

Strategic Priority 2

Substance Misuse

In light of the Government's national strategy, *'Reducing demand, restricting supply, building recovery: supporting people to live a drug-free life – 2010'* which advocates joint planning and delivery around alcohol and drug services, Wolverhampton is considering the future integration of provision and the revised treatment pathways needed for recovery focussed delivery.

Nationally, the Drugs Intervention Programme (DIP) scheme is a successful component for delivering against a range of cross government targets and indicators concerned with re-offending and drug misuse. It offers a solution for drug misusing offenders to get help through treatment and support. In Wolverhampton, we continue to engage DIP clients who are among the hardest-to-reach and most problematic drug misusers; significant work is underway locally to improve DIP outcomes with a performance improvement plan in place and support from all key agencies. Drug services aimed at young people are also continually improving, which has included the use of newly refurbished premises enabling improved delivery for young clients, and a dedicated staffing resource to target young people already engaged in substance misusing behaviour.

The City's 2011 Alcohol Strategy aims to reduce alcohol harm through a cross-partner coordinated approach to delivery. New developments, from implementation of new licensing legislation to the introduction of an alcohol arrest referral scheme offering early treatment will reduce alcohol related crime in the City and work with businesses to improve the night time economy, with practice building on the success of The City's Keep It Safe campaign which was awarded Green Flag Status.

The Primary Care Trust (PCT) is currently in the process of tendering for new and improved alcohol treatment services in Wolverhampton. The commissioning and implementation of new interventions and services aims to address the preventable harms caused by alcohol, increase life expectancy and reduce health inequalities.

As well as improving pathways to exit substance misuse and providing a recovery focused service, SWP is committed to tackling the hidden harm to families when dealing with parental substance misuse and is adopting a whole family approach to delivery.

Work with offenders is also instrumental when dealing with substance misuse and crime reduction. A number of offender related programmes will be implemented to tackle offenders dependant on alcohol and drugs.

Way forward - Key outcomes:

1. Prevent substance misuse through earlier identification and effective interventions.
2. Improve the long term health outcomes for substance misusers.
3. Managing convicted offenders to tackle their substance misuse needs

Strategic Priority 3

Gangs and Youth Violence

Wolverhampton has historically had problems with gang culture. This has led to a range of responses from agencies and communities with the aim to highlight the scale and nature of the problems and respond to concerns raised.

The recent formation of a Guns and Gangs Framework builds on this early work and is a joint action plan between partners to tackle not only the problem of armed criminality as it exists, but also the underlying issues that create the conditions and environment for young people to become involved with gangs and gang-associated behaviour and to be enticed into acts of extremist behaviour.

Pursuant of the delivery plan highlighted in the framework a breadth of positive activity has been delivered, which has included early intervention work with schools across the City, training of front line staff who have contact with young people and targeted work with those young people who are at risk of negative peer influence e.g. for whom gang culture is becoming a way of life or for those who are encouraged to adopt and act upon extremist ideology. Wolverhampton YOT, for example, identifies and works with all young people who have used a weapon such as a knife to commit crime, through a bespoke programme that addresses all aspects of the risks involved.

West Midlands Police (WMP), recognising this as a priority, is adopting a stronger corporate approach across the West Midlands Force area which will offer high level strategic support for local delivery. This is proving very effective in relation to offences recorded for both gun crime and knife crime which have both seen significant reductions.

Additionally, Wolverhampton's Voluntary and Community Sector partners have recently been supported in accessing Home Office funding to deliver targeted interventions for 'at risk' young people. These projects work with young people at an early stage attempting to interrupt the route leading to gang involvement before young people become entrenched gang members. Projects have targeted 'hotspot' locations, which have notoriously been prevalent for gang activity, and have also focused on specific gangs which have been identified through the Partnerships on-going work to profile gangs and gang activity across the city.

Through discussions and research, key gaps identified included the need to centre energies on targeted early intervention for young people, support for victims, witnesses, young women and girls; additionally there is a need to provide programmes for effective rehabilitation. Colleagues within the Council's Youth Service have recently worked with partners to formulate the Targeted Youth Strategy which will positively impact on this priority, where appropriate synergies between this priority and the Targeted Youth Strategy will be drawn particularly within the objective that addresses crime prevention. Similarly, our approach will tie into existing local 'Prevent' structures, set up to tackle violent extremism.

There is an on-going commitment from SWP to directly seek views of communities to inform the Partnership if delivery is to make an impact at community level.

Way Forward - Key outcomes:

1. Reduce incidents of gang violence and harm
2. Improve gang and youth violence interventions
3. Improve education and employment outcomes for those at risk
4. Fewer knife incidents
5. Fewer firearms incidents
6. Reduce serious youth violence (Victims aged 10-19 years)
7. Improve community confidence

Strategic Priority 4

Communications and Community Engagement

Communities are at the heart of our delivery, as is raising confidence levels of residents that crime is being addressed across the city. In order to effectively communicate delivery plans to communities, respond swiftly to identified community concerns and tackle the fear of crime within neighbourhoods, we aim to implement a variety of resident engagement methods, making full use of our neighbourhood infrastructure.

Community engagement has been at the core of community safety delivery for a numbers of years. Local Neighbourhood Partnerships (LNPs) have provided a vehicle to engage with residents on a regular and consistent basis through consultation and public meetings such as PACT (Partners & Communities Together). Albeit the City has faced drastic austerity measures, the City Council have continued their investment in LNPs and retained the full compliment of Neighbourhood Wardens.

With a significant percentage of residents agreeing that the police and Council are dealing with anti-social behaviour and crimes that matter, this is testament that residents are continually engaged and satisfied with service delivery. The *'Feeling the Difference'* survey carried out by the police also captured that a significant proportion of the population felt the police are providing a good service.

SWP intends to build on this history by continuing to encourage service delivery engagement with communities via PACT meetings, consultations and revised methods to ensure regular feedback on progress and achievements. A coordinated communications plan will be implemented across partners to ensure that communities receive regular updates about delivery successes to help build confidence that issues are being addressed effectively; better use of technology available to us through use of social media and systems such as 'bluetooth'.

Ways Forward - Key outcomes

1. Effective channels of communication for communities via PACT meetings
2. Effective resident involvement in identifying crime and community safety priorities
3. Communicate performance and achievements to residents
4. Residents feel crime is being tackled in the City
5. People feel confident to report crime
6. Residents know how to contact key service deliverers

Priorities outlined cannot be addressed working in isolation, the strategic priorities along with other work streams SWP is driving forward are commonly interconnected and need to be synergised to maximise effectiveness. For example work to address domestic violence has direct impact on reducing reoffending, addressing problems around alcohol misuse has implications on reducing violence, tackling troubled neighbourhoods impacts positively on public reassurance. With this in mind delivery will be wholesome across priorities and key dependencies will be considered when focusing on a particular problem.

SWP EXECUTIVE BOARD

City Council
Corporate Plan



City Strategy

Partnership Business Support Group

Strategic Priorities						
Reducing Reoffending	Substance Misuse	Gangs & Youth Violence	Communications & Community Engagement	Domestic & Sexual Violence	Hate Crime	Locations (Including ASB)
Offender Management Group, ODOC, YOT Management Board, MAPPA	Alcohol Steering Group Systems Thinking Safeguarding, Joint Commissioning Group	Guns and Gangs Steering group, YOT Management Board	City tasking, LNP/PACT meetings	DV Forum, MARAC, Safeguarding	Hate Crime Sub Group, Community Cohesion group	City tasking, Local tasking, PACT, LNP forums, Channel
Probation, Police, Primary Care Trust, Youth Offending Team, Housing	Probation, Police, Primary Care Trust, YOT, YMCA, Aquarius, Regulatory services, Community Safety	Probation, Police, YOT, Equalities, Youth Services, Third sector orgs, Community Safety	Police, Community Safety, Local Neighbourhood Partnerships, Primary Care Trust, Third sector orgs, housing providers	Probation, Police, Primary Care Trust, Community Safety, Wolverhampton Domestic Violence Forum, Third sector orgs,	Police, Wolverhampton Homes, Community Safety, Wolverhampton Network Consortium, Third sector orgs,	Police, Local Neighbourhood Partnerships, housing providers, Community Safety, Anti Social Behaviour Unit, Centro

Link to other key strategies: Council's Corporate Plan, City Strategy, Reducing Re-offending Strategy, Adults and Young People treatment plans, Guns & Gangs Framework, Targeted Youth Support Strategy, Violence Against Women & Girls Strategy, Preventing Violent Extremism, Children and Young People Plan, Policing Plan and West Midlands Fire Service Plan.

- Priority
- Delivery Group(s)
- Key partners to delivery

Glossary of terms

ASB	Anti Social Behaviour
ASBO's	Anti Social Behaviour Orders
ASBU	Anti Social Behaviour Unit
CSP	Community Safety Partnership
DIP	Drugs Intervention Programme
DUST	Drug Use Screening Tool
DV	Domestic Violence
IOM	Integrated Offender Management
KPI's	Key Performance Indicators
LNP	Local Neighbourhood Partnerships
LSP	Local Strategic Partnership
MAPPA	Multi Agency Public Protection Arrangements
MARAC	Multi-Agency Risk Assessment meetings
ODOC	One Day One Conversation (Part of Offender Management structures)
OFSTED	Office For Standards in Education
PACT	Partners & Communities Together
PCT	Primary Care Trust
PBSG	Partnership Business Support Group
PPOs	Prolific and Other Priority Offenders (PPOs)
RAG	Red, Amber and Green
SUIT	Service User Involvement Team
SV	Sexual Violence
SWP	Safer Wolverhampton Partnership
WDVF	Wolverhampton the Domestic Violence Forum
WMP	West Midlands Police
YMCA	Young Men's Christian Association
YOT	Youth Offending Team

Contact

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