

**ORIGINATOR:** Stephanie Stearman

**DECISION NO.** 20 /2022

**REASON FOR SUBMISSION:** For Decision

**SUBMITTED TO:** Police and Crime Commissioner  
Giles Orpen-Smellie

**SUBJECT:** The Phoenix Project – Pandora Project

**SUMMARY:**

In accordance with the provisions of the Anti-social Behaviour, Crime and Policing Act 2014, the Police and Crime Commissioner can commission services that:

- a) Secure, contribute to securing crime and disorder reduction in Norfolk
- b) Are intended to help victims or witnesses of or other persons affected by offences and anti-social behaviour. In applying this provision, the PCC will ensure that the services commissioned are consistent with the Norfolk Police and Crime Plan 2016-2020.

The Hidden Victim Fund was developed to support one of the seven strategic aims within the Norfolk Police and Crime Plan 2016-2020.

This strategic aim was:  
Support victims and reduce vulnerability

Through engagement with partners and their clients, it was highlighted that there were groups of 'hidden victims' where:

- crime is underreported
- there are no mainstream services or projects
- services or projects are outside the scope of existing commissioned services

Those who experienced victimisation fell within the following areas:

- Hate Crime

- Modern Slavery
- Human Trafficking
- Gangs, Guns and Knives
- Stalking and Harassment
- Child Sexual Exploitation
- Criminal Exploitation of Vulnerable Groups
- Sex Workers
- FGM/Forced Marriage/Honour Based Abuse
- Domestic Abuse/Sexual Violence in groups with protected characteristics

This Grant Round was an open call and was managed by the Norfolk & Suffolk Procurement and Contracts department through an online national procurement system.

The Pandora Project developed a Pilot Project known as the 'Phoenix project' in response to support of:

- Criminal Exploitation of Vulnerable Groups
- Sex Workers
- Human Trafficking
- Modern Slavery

During the two-year Covid-19 Pandemic, the project had to be suspended so that immediate crisis support could be put in place for victims of crime and to support those organisations that supported victims.

For these reasons the Phoenix Project's momentum was paused and the pilot's true potential was not reached. Therefore, this Decision Notice is to set out and seek decision from the PCC to commit to a 12 month extension so that the pilot can continue and build on the work and support for victims of trafficking, modern slavery, sex work and vulnerable groups that are being criminally exploited.

**RECOMMENDATION:** It is recommended that the PCC approves the 12-month extension of this grant originally awarded under the Hidden Victims Fund.

**OUTCOME/APPROVAL BY:** PCC

*The recommendations as outlined above are approved.*

**Signature**



**Date:** 14/03/2022

## DETAIL OF THE SUBMISSION

### 1. OBJECTIVE:

- 1.1 The objective of the original Hidden Victims Fund was to support those victims who were 'hidden' and where:
- crime is under reported
  - there are no mainstream services or projects
  - services or projects are outside the scope of existing commissioned services
- 1.2 The Object of this extension to the original Grant Agreement is to extend the pilot by 12 months to build on the outcomes to date, enable momentum to continue and for the pilot reach its true potential which has been hindered by the Covid-19 Pandemic.

### 2. BACKGROUND:

- 2.1 Modern slavery encompasses human trafficking (including for sexual exploitation) and slavery, servitude and forced or compulsory labour (including sexual exploitation).
- 2.2 Modern Slavery Statutory Guidance states that First Responders (including police forces, local authorities and health and social care trusts) are responsible for "identifying potential victims of modern slavery" ([Home Office, 2020: p37](#))
- 2.3 The Phoenix Project has been able to show that it is effective at identifying victims of sex trafficking and sexual exploitation.
- 2.4 Activities carried out by the Phoenix Project include:
- Scanning websites for those selling sex for potential/actual victims of modern slavery and providing support to indoor sex workers
  - Undertaking joint visits to potential/exploited sex workers
  - Providing ongoing support to victims of sexual exploitation
  - Promoting and supporting use of National Ugly Mugs
  - Supporting sex workers to access ICaSH service
- 2.5 Since the Phoenix Project's inception, the service has developed a robust approach to identify women believed to be at risk of exploitation through indoor sex work. Exploitation of sex workers falls within the definition of s.2 Human Trafficking of the Modern Slavery Act 2015. The aim of identifying those workers is to seek to safeguard them through joint working with the MAST (Multi Agency Safeguarding Team) team within the MASH (Multi Agency Safeguarding Hub).
- 2.6 The approach of the Phoenix Project's work with the MAST team has evolved through experience. The impact of the work from a victim's perspective is designed to be wide ranging with long term, positive outcomes rather than dealing with immediate safeguarding concerns during visits.
- 2.7 As a direct result of the online screening process undertaken by the Phoenix Project, which has identified and connected many online sexual services adverts indicative of exploitation, investigations into human trafficking of workers. This process is ongoing.

### **3. AREAS FOR CONSIDERATION:**

- 3.1 To continue the pilot, for a maximum of 12 months to build upon the post the initial trial period as need demonstrates demand for service.

### **4. OTHER OPTIONS CONSIDERED:**

- 4.1 Not to fund this pilot– this option has been rejected based on outcomes that have been achieved during the pilot to date.

### **5. STRATEGIC AIMS/OBJECTIVE SUPPORTED:**

- 5.1 The extension of this pilot supports several of the seven strategic aims in the Norfolk Police and Crime Plan 2016-2020 (which was extended to 2021). This also supports three of the Police and Crime Plan 2022-24 priorities (pillars):

- Support Victims
- Tackling Crime
- Safer and Stronger Communities

- 5.2 Quality Standards that will be supported are as follows:

- The Victims Code
- European Directive 2012/29/EU of the European Parliament and of the Council 25 October 2012.
- HM Government 'Ending Violence Against Women and Girls Strategy (VAWG)
- The Norfolk Sexual Violence Strategy (CCSP-currently being devised)

### **6. FINANCIAL AND OTHER RESOURCE IMPLICATIONS:**

- 6.1 The Phoenix Project budget from 1st April 2022 for a maximum of a further year only is as follows:

1 x Full time Worker, to include salary/NI/Pension, travel, training, telephone, administration charges and management charges

Total Cost: £38,420

### **7. OTHER IMPLICATIONS AND RISKS:**

- 7.1 There are no major implications or risks with this decision paper.
- 7.2 The OPCCN has assessed the eligibility of the Pandora Project and the appropriate due diligence checks have been completed

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes
<p data-bbox="204 1391 786 1424"><b>Is this report a Confidential Decision?</b></p> <div data-bbox="1066 1406 1187 1473" style="display: inline-block; border: 1px solid black; width: 76px; height: 30px; vertical-align: middle;"></div> <div data-bbox="1262 1406 1383 1473" style="display: inline-block; border: 1px solid black; width: 76px; height: 30px; vertical-align: middle; text-align: center; background-color: yellow; margin-left: 20px;"><b>NO</b></div> <p data-bbox="204 1503 1430 1536">If Yes, please state reasons below having referred to the <a href="#">PCC Decision Making Policy</a></p>	

**APPROVAL TO SUBMIT TO THE DECISION-MAKER** (this approval is required only for submissions to the PCC).

**Chief Executive**

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.



**Signature:**

**Date: 14/03/2022**

**Chief Finance Officer (Section 151 Officer)**

I certify that:

- a) there are no financial consequences as a result of this decision,  
OR
- b) the costs identified in this report can be met from existing revenue or capital budgets,  
OR
- c) the costs identified in this report can be financed from reserves  
AND
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

**Signature:**



**Date: 14/03/2022**

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*