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"NO MORE"
Ending Sex-Trafficking In Canada
Report of the National Task Force on Sex Trafficking of Women and Girls in Canada

commissioned by the Canadian Women's Foundation

Fall 2014

CANADIAN WOMEN'S FOUNDATION | TASK FORCE ON TRAFFICKING OF WOMEN AND GIRLS IN CANADA

"True equality for women and girls will not be achieved until all forms of violence, including sexual exploitation and sex trafficking, are eradicated. This will require a broad perspective and action taken in all sectors and in a wide range of policy areas.

The results will reflect a stronger nation whose political, social and economic inequalities are minimized and where human rights and the possibility for everyone to succeed to their greatest potential is achieved."

The Task Force on Trafficking of Women and Girls in Canada

This report summarizes the findings and recommendations of the Task Force on Trafficking of Women and Girls in Canada.

The Task Force was created and funded by the Canadian Women's Foundation to investigate the nature and extent of sex trafficking in Canada, and to recommend a national anti-trafficking strategy to inform the work of the Canadian Women's Foundation.

The findings and recommendations contained in this report were developed to assist the Canadian Women's Foundation in creating its own five-year national anti-trafficking strategy. It is also hoped the recommendations will inform and offer guidance to other stakeholders working in this area.

The Canadian Women's Foundation strategy to end sex trafficking is available at **www.canadianwomen.org/trafficking**

The Canadian Women's Foundation's work on sex trafficking in Canada was made possible by a generous donation from the Estate of Ann Southam, a celebrated music composer and member of the Order of Canada, to support its work with women and girls in Canada.

October, 2014

Introduction

"Ours is not the task of fixing the entire world all at once, but of stretching out to mend the part of the world that is within our reach ...it does not take everyone on Earth to bring justice and peace, only a small determined group who will not give up..."

-Clarissa Estes

When we accepted the honour of co-chairing this Task Force, we knew there was an issue, but we had no idea of the scale, the scope and the human tragedy being played out in our own communities. Girls, often as young as 13, are being lured, recruited and procured into sexual slavery by predators who profit from their endeavours, rob them of their dignity, and often wound them with lifelong scars, changing forever the trajectories of otherwise happy lives.

Poverty, violence and widespread gender inequity are the preconditions for trafficking, but not the only factors. Any one of the previously trafficked girls and women we have come to know could be our own daughter, our sister, our niece, our aunt. The diversity of those who are trafficked is sobering: any girl, anywhere, at any time.

Creating equity out of the rubble of injustice

Listening to their stories we realized this is not just about their individual tragedy, but also about our collective view of humankind. It will take a country to remedy this blight on our society. Poverty and violence are the precursors of trafficking. We came to realize that one person's poverty of property is actually our poverty of generosity. Another's poverty of well-being is really our poverty of spirit. It cannot be right, or fair, or tolerable that thousands of Canadian women and girls go missing, are unaccounted for and are so much more likely to live in poverty and be subject to the luring of predators. It's not a matter of left versus right, it's a matter of right versus wrong.

We are deeply grateful to the Canadian Women's Foundation for commissioning this important work. Creating equity out of the rubble of injustice is a massive job, an overpowering, sometimes thankless job, but when you give this organization a "why" it always finds the "how". By funding the Task Force on Trafficking of Women and Girls in Canada they have put capacity behind vision and stepped into leadership. They have provided the "how."

As a result of this work we have all come to understand that the issue is complex and multi-dimensional. There are roles for lawmakers, service providers, philanthropists, community organizations, the faith community, and Survivors, as well as the dreamers and the seekers after justice and equity who will keep the passion for eliminating sex trafficking alive and loud among us. We all share in solving this issue, and there is a role for every one of us.

Our learning's over the past 18 months have formed the foundation for this report and the Task Force's recommendations. We are grateful for the wisdom, shared through personal accounts, in-depth research and through extensive and relevant knowledge transfer from local, provincial, national and international stakeholders involved in all sectors. Your testimony illustrated just how insidious and widespread this abhorrent crime is.

We will be forever grateful to the courageous Survivors of sex trafficking who touched our lives and thus have influenced our dedication and future work in this area. Your very personal recollections of experiences forever changed us. We will not forget you, your hopes or your dreams.

We are humbled by the opportunity to have worked with 22 wise and courageous colleagues who brought insight, passion and intelligent analysis to this work. They are the embodiment of amazing grace, and we are forever grateful to them. These recommendations are theirs, and come from their lived experience and their service to trafficked women in our country.

Emotion is no substitute for action

We now know what needs to be done, and we all have a part to play. It is most important when reading this report, that we remember passion doesn't automatically translate into commitment. Emotion is no substitute for action. We will need courage and vision to fight this problem. Together they are the double helix of success.

Let us all be fearless, let us all dig deep for inspiration. Join with us, invest with the Canadian Women's Foundation to stop sex trafficking and say NO MORE.



Margot Franssen, OC
Task Force Co-Chair

Sheila O'Brien, CM
Task Force Co-Chair

The members of the Task Force on Trafficking of Women and Girls in Canada

Margot Franssen, Co-Chair
Canadian Women's Foundation Board
Toronto, ON

Sheila O'Brien, Co-Chair
Canadian Women's Foundation Board
Calgary, AB

Elder Mae Louise Campbell
Grandmother Moon Lodge
Winnipeg, MB

Christina Harrison Baird
Canadian Council for Refugees (CCR)
PACT-Ottawa
Ottawa, ON

Erin Corston
Executive Director
Ontario Native Women's Association
Formerly with Native Women's Association of Canada
Thunder Bay, ON

Isabelle Bigué
Human Trafficking Counsellor
CAVAC de Montréal (Crime Victims' Assistance Center of Montreal)
Montreal, QC

Jim Zucchero
Constable, Vice Unit
Peel Region Police
Brampton, ON

Kathleen (Kate) Quinn
Executive Director
Centre to End All Sexual Exploitation (CEASE)
Edmonton, AB

Kelly Cameron
Coordinator of Student Mobilization
International Justice Mission Canada
London, ON

Kim Pate, CM
Executive Director
Canadian Association of Elizabeth Fry Societies
Ottawa, ON

Lanna Many Grey Horses
Manager, Women's and Children's Services
The Bloom Group
Vancouver, BC

Laurie MacKenzie
Resource Helper
Services for Sexually Exploited Youth
Winnipeg, MB

Manjit K. Chand
Program Manager
Basics for Health
Vancouver, BC

Dr. Marie Delorme
CEO
The Imagination Group of Companies
Calgary, AB

Mary Mowbray
Senior Vice President, Retail Group
Colliers International
Toronto, ON

Micheline Lavoie
Director
Serious and Organized Crime Division - Public Safety Canada
Federal National Action Plan to Combat Trafficking in Persons
Ottawa, ON

Nicole Barrett
Director of the Joint International Justice and Human Rights Clinic Osgoode Hall and University of British Columbia Law Schools and
Director of Global Justice Associates
Vancouver, BC

Pytor Hodgson
Principle, Three Things Inc.
Kingston, ON

Rosalind Currie
Director
Office to Combat Trafficking in Persons,
Ministry of Justice
Vancouver, BC

Sherry Jackson-Smith
African Nova-Scotian Community Member
Halifax, NS

Shirley Cuillierrier
Superintendent
Director General
Partnerships and External Relations
RCMP Federal Policing
Ottawa, ON

Taunya Goguen
Manager, International
Federal Policing Strategic Policy
RCMP National Headquarters
Formally with Federal National Action Plan to
Combat Trafficking in Persons
Ottawa, ON

Timea E Nagy
Founder/ Program Director
Walk With Me Canada Victim Services
Hamilton, ON

Wendy Scheirich
Acting Manager Sexual Exploitation Unit (retired)
Manitoba Department of Family Services and Labour
Lac du Bonnet, MB

The Task Force was assisted by:

Deborah Sinclair MSW, RSW,
Therapist, Speaker Consultant
Toronto, ON, deborah@dasinclair.com

The Task Force would like to thank the Canadian Women's Foundation Board of Director's and staff for their support. In particular we would like to acknowledge the outstanding work of Diane Redsky, Project Director and Barbara Gosse, Senior Director, Research, Policy and Innovation.

See Appendix A to learn more about Task Force members

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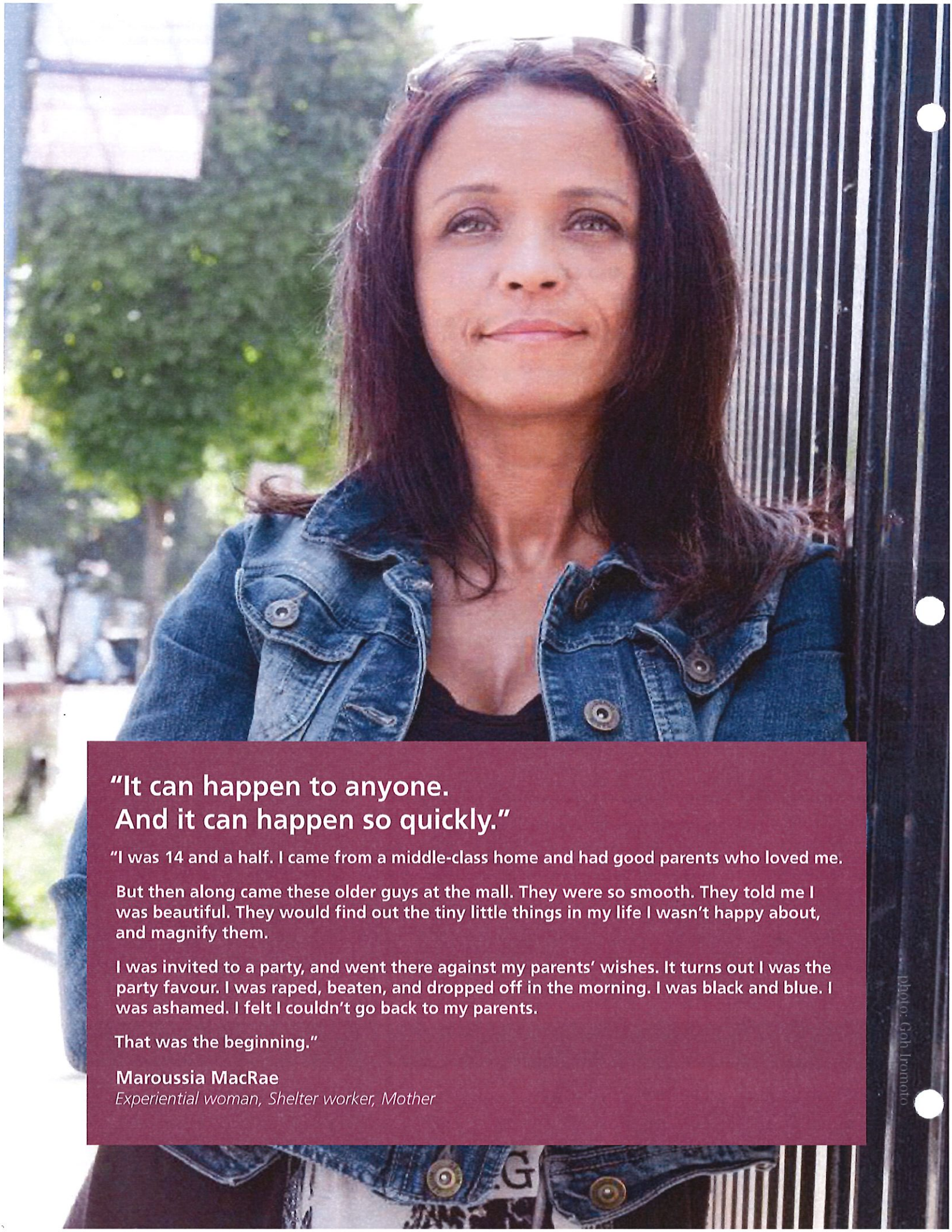
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PLEASE NOTE: Some of the content in this report may be disturbing or upsetting.



"It can happen to anyone. And it can happen so quickly."

"I was 14 and a half. I came from a middle-class home and had good parents who loved me.

But then along came these older guys at the mall. They were so smooth. They told me I was beautiful. They would find out the tiny little things in my life I wasn't happy about, and magnify them.

I was invited to a party, and went there against my parents' wishes. It turns out I was the party favour. I was raped, beaten, and dropped off in the morning. I was black and blue. I was ashamed. I felt I couldn't go back to my parents.

That was the beginning."

Maroussia MacRae
Experiential woman, Shelter worker, Mother

photo: Goh Iromoto

1 Towards an end to sex trafficking

Sex trafficking is a serious threat to women's equality and the basic right of every woman and girl to live free of violence. It is also a violation of international and Canadian law.

Article 3 of the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Woman and Children, of the UN Convention Against Transnational Organized Crime (often known as the Palermo Protocol) defines human trafficking. The definition includes three elements:

- **The act** (recruiting, transporting, transferring, harbouring or receiving).
- **The means** (threat, use of force, coercion, abduction, fraud, deception, abuse of power or position of vulnerability, giving or receiving payments or benefits to achieve consent of a person having control over another person).
- **The purpose**, including the exploitation of the prostitution of others or other forms of sexual exploitation.

The Palermo Protocol entered into force in 2003. It has been ratified by 177 countries, including Canada.

What sex trafficking does and does not mean[1]

You don't need to cross borders to be trafficked

Most people associate trafficking with travel across national borders. In fact, the evidence suggests over 90% of Canada's trafficking victims come from within Canada's borders.[2]

The defining factor in trafficking is not travel. It is coercion and control.

The sexual exploitation of children is always ILLEGAL

Recruiting anyone under 18 years of age for the purposes of exploitation is illegal , even if no other coercion or deception is involved. No one can consent to their own exploitation.

A victim's consent is irrelevant

The UN protocol recognizes that consent has no meaning, even for adults, if you are the victim of threats, deception, the abuse of power, or any of the other means described in the protocol.

Not everyone working in the sex industry has been trafficked

Many people believe the buying and selling of sex is always exploitive. But there is an important distinction between a woman who had been trafficked and one who has not.

Trafficking always requires coercion by a third party. For example, a woman in the sex industry might give her earnings to someone else. But it is only trafficking if she was coerced to do so by threats, deception, abuse of power, or any of the other means set out in the protocol.

Sex trafficking is inextricably tied to the sex industry

Although there are distinctions between those who are trafficked into the sex industry and those who are not, their lives intersect. Both are engaged in the purchase and sale of sex acts. Both are generally advertised in the same places to meet the same demand for sexual services.

This means that legislation, regulations and services designed for trafficked or non-trafficked women in the sex industry inevitably affect both.

Sex trafficking is not the only form of trafficking

Our Task Force has chosen to focus on trafficking of women and girls for the purpose of sexual exploitation. However, it is not the only form of trafficking. In North America both men and women are trafficked into domestic labour, farm work and the service industry.

Men and boys are trafficked too

The majority of sex trafficking victims in Canada are women and girls, and that is the focus of the Task Force's work. We know, however, that Canadian men and boys are also trafficked and sexually exploited, and experience harms as great as women and girls.

1 According to the UN's Palermo Protocol. There are some differences between international law and Canada's Criminal Code, as we discuss in Chapter 5.
2 RCMP, Human Trafficking National Co-ordination Centre, "Statistics: Human Trafficking in Canada," Fact Sheet, March 2014.

The UN definition[3] of trafficking

Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Woman and Children, Article 3:

(a)The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, abduction, of fraud, or deception, of the abuse of power or a position of vulnerability or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation.

Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery, servitude or the removal of organs.

(b)The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used.

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article.

(d) "Child" shall mean any person under 18 years of age.

All signatories to the Protocol are required to establish comprehensive policies and programs to protect victims and to prevent and combat trafficking in persons.

3 United Nations, *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Woman and Children, of the UN Convention Against Transnational Organized Crime* (2000), Article 3.

The work of the Task Force

In 2011, the Canadian Women's Foundation began to receive requests for grants to help trafficked women and girls. To learn more about this emerging issue, senior staff visited organizations that serve women and girls across Canada and attended conferences pertinent to sex trafficking in the US and Canada.

The staff's findings led the Canadian Women's Foundation to create a *National Task Force on Trafficking of Women and Girls in Canada* in January 2013. This 24-member Task Force brought together Canadians who had contributed to the trafficking field, but may not have worked together before: experiential women; service providers; law enforcement; victim services; national organizations representing Indigenous women, migrants and women in the justice system; policy-makers, researchers and donors.

The Task Force was mandated to investigate the nature and extent of sex trafficking and recommend a national anti-trafficking strategy to the Canadian Women's Foundation's Board of Directors. This strategy would address service needs and gaps, public awareness and prevention strategies, legal and law enforcement issues, sector capacity building and training, government policy and funding, and philanthropic strategies.

Over the following 18 months, the Task Force gathered for eight two-day meetings, with additional phone meetings and research between meetings. During these meetings we heard from over 20 Canadian and international experts, practitioners and advocates, undertook and reviewed environmental scans as well as other research prepared by Canadian Women's Foundation staff. For example:

- We commissioned three research papers:
  - *An Assessment of Sex Trafficking in Canada*, by Nicole Barrett, J.D., M.I.A., B.A., Director of the Joint International Justice and Human Rights Clinic, Osgoode Hall and University of British Columbia Law Schools and Director of Global Justice Associates.
  - *Sexual Exploitation and Trafficking of Aboriginal Women and Girls: Literature Review* by the Native Women's Association of Canada.
  - *Laws to Combat Sex Trafficking: An overview of international, national, provincial and municipal laws and their enforcement* by Nicole Barrett and Dr. Margaret Shaw, Crime and Policy Consulting.
- Met with 160 experiential women and over 260 organizations in Vancouver and Surrey, Calgary, Edmonton, Regina, Saskatoon, Winnipeg, Thunder Bay, Toronto and the Greater Toronto Area, Montreal, Halifax, and North Preston.
- Conducted an on-line survey of agencies serving trafficked and sexually exploited women and girls – the first of its kind in Canada. The survey tool was reviewed by four independent researchers before it was sent to 1700 agencies. A total of 534 organizations responded.
- Brought together 46 of Canada's leading providers of services for trafficked women and girls to a Service Provider Roundtable. The findings were compiled in the report, *"We are at a critical moment."*
- Convened 20 women who had been trafficked into and within Canada to a National Experiential Women's Roundtable. The findings were compiled in the report, *"We need to find our voices and say, NO MORE."*

This report summarizes the Task Force's findings

Our research led the Task Force to a shared conviction that sex trafficking is a serious threat to women's equality – one that must be addressed by the Canadian Women's Foundation and all Canadians.

In the following pages, we present the case for ending sex trafficking of women and girls in Canada and our recommendations for action. This case is based on our understanding of the state of sex trafficking in Canada, informed by our research, the advice of those working in the field, and in particular, by the voices of women who have been sex-trafficked and sexually exploited.

Their message to us was, "We must find our voices and say NO MORE." We could not agree more.

A word about terminology

The Task Force put considerable thought into the terms used throughout this report, for example:

Experiential women and girls

In general, we have used the term "experiential" to describe women and girls who are or have been trafficked or sexually exploited.

There are some times, however, when other terms are more appropriate. For example, the term "victim" is used in the criminal justice system to clarify who is the injured party, and who is accorded the rights given to any victim of a crime. Some women describe themselves as survivors to recognize the abuse they have overcome and their resilience in rebuilding their lives. Others call themselves warriors to demonstrate their commitment to fighting back. All of these terms are represented in this report.

Women in the sex industry

This report is about trafficked women and girls. However, we want to also acknowledge the women who see their participation in the sex industry as a matter of choice.

Women who have been trafficked have told us that sex is not a job, and that we should never use the term "sex work" or "sex workers"- the term that some women prefer. We have therefore chosen to use what we believe to be a neutral term: "women in the sex industry." In general, we have avoided the terms "prostitute," "prostituted," and "prostitution," except for discussions related to prostitution law or specific legal cases.

Traffickers

Traffickers can be individuals, gangs or organized crime groups involved in any of the activities set out in the UN definition of trafficking. They may describe themselves, or be described by others, as pimps, managers or boyfriends.

Demand and buyers

The demand is comprised of the people, overwhelmingly men, who buy sex from women and girls. In this report, we refer to these people as "buyers" – a neutral term that acknowledges the wide cross-section of men who purchase sex. Buyers are also commonly referred to as johns, clients or sex consumers.

However, we also recognize that buying sex can be a violent, humiliating or criminal activity. The correct term for those who purchase sex from children is "sex offender." Those who degrade or abuse women are predators or perpetrators. Those who commit other crimes against trafficked women may be batterers, assailants or murderers.

Indigenous women and girls

We have used the term "Indigenous" to include First Nations, Métis, Inuit and Non-status Indians as defined in the Canadian Constitution.

Migrant women and girls

We use the term "migrant" to refer to women and girls who are outside their country of origin, and particularly those who are on the move or have temporary status or no status in the country where they live.



"Except for a twist of fate, it could have been me."

"It was 1968, and my best friend Carol and I had concocted a plan.

We were going to wait until we got our Grade 8 report cards and then hitchhike from Winnipeg to Vancouver. In our 13-almost-14 year old minds we figured if we showed employers our honours-level marks – we were really good students – we'd get jobs for sure.

A few days before we were supposed to leave, I called Carol and said, "I can't go." So Carol hitchhiked on her own to Vancouver.

She sent three letters telling me she had met someone, and was working for her keep. I didn't know the word for trafficking then, but that's what it was.

And then I got a call. Carol was found in a back alley in Gastown, dead from a heroin overdose.

I often think of Carol. She was so wickedly smart. Such lost potential."

Dr. Marie Delorme
CEO of the Imagination Group of Companies
Board member, The RCMP Foundation
Advisor to two Universities
Named one of Canada's Top 100 Most Powerful Women (2013)
Task Force Member

photo: Christina Gapic

2 Why sex trafficking **must end**

The Task Force has concluded that that true equality for women and girls will not be achieved until all forms of violence, including sexual exploitation and sex trafficking, are eradicated.

Here's why.

A crime against women and girls

Although boys as well as girls are exploited, the overwhelming majority of sex-trafficked and sexually exploited persons are girls and young women. Most of the people who benefit from their exploitation are men.

Worldwide, 98% of sex trafficking victims are women and girls. In Canada, a 2013 RCMP study reports the victims of **all** domestic sex trafficking cases prosecuted in Canada between 2007 and 2013 have been female. The majority of traffickers have been male. Although the number of females charged with trafficking offences has increased in recent years, most work with at least one male.[4]

4 RCMP, Human Trafficking National Co-ordination Centre, *Domestic Human Trafficking for Sexual Exploitation in Canada, 2014, 11 - 13.*

A fundamental human rights violation

The UN defines sex trafficking as a form of discrimination against women.

The UN Convention for the Elimination of All Forms of Discrimination Against Women (1979) requires signatories to "take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women."[5] Canada ratified this treaty in December 1981.

The human rights violations are obvious. Women are trafficked ***because*** they are female. Girls are targeted ***because*** they are young. Trafficking is a crime of coercion where one party exerts control over another, and ordinary freedoms – control over one's own body, freedom from violence, freedom to choose one's own work – are denied.

"Hugely profitable, but fundamentally evil"

Until they are arrested, traffickers can rob girls and women of thousands of dollars in earnings.

According to the International Labour Organization, forced sexual exploitation accounts for $99 Billion (US) in profits world-wide, twice the amount generated by other forced labour exploitation in all other industries combined. The Director-General of the ILO called for the eradication of "this hugely profitable, but fundamentally evil source of shame once and for all."[6]

The RCMP estimates traffickers in Canada can receive an average annual financial gain of $280,000 for every woman or girl they have trafficked.[7] Trafficked women and girls are often forced to perform sex acts 365 days per year and are required to hand over all or most of the money to their traffickers.

5 United Nations, Article 6, *Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979).*
6 Jacqueline Nelson, "Modern-day slavery generates billions: UN report," *Globe and Mail*, May 20, 2014. http://www.theglobeandmail.com/report-on-business/international-business/modern-day-slavery-generates-billions-according-to-new-report/article18768332/#dashboard/follows/
7 CISC, "Organized Crime and Domestic Trafficking in Persons," Strategic Intelligence Brief, August 2008, 5. *http://www.cisc.gc.ca/products_services/domestic_trafficking_persons/document/sib_web_en.pdf*.

An extreme form of violence

Trafficking is part of a continuum of violence that includes child abuse, domestic violence, sexual assault, and rape.[8]

Trafficking typically begins with a betrayal of trust. Through our cross-Canada tour, we met women who had been lured by false promises: a runaway who was offered what she thought was a safe home; girls promised jobs as models or domestic workers; and most often, girls who thought their trafficker was their boyfriend. In some cases, girls were flattered and given gifts with promises they were the "one and only" girlfriend.

For most, it was only after the relationship developed that the control began. During our consultations we heard about all of these methods of control:

- **Preying upon the need for approval**, attachment or love.
- **Seizing official documents** such as passports and birth certificates, and replacing them with fake ID that made victims hard to trace.
- **Isolation** - forbidding contact with friends or family, monitoring phone and internet use, confinement or moving victims from hotel to hotel, or city to city.
- **Denial of basic necessities**, such as food, money or clothing.
- **Debt bondage** – telling women they owe the trafficker money for their trip to Canada or for the gifts or drugs purchased for them during the "courtship" phase of the relationship. Traffickers may also impose fines on victims when they disobey.
- **Humiliation** – being berated, belittled, called names, stripped naked in front of others, being forced to eat dog food.
- **Branding with tattoos**, often on the neck, as a sign of ownership.
- **Cultivating a dependency on drugs or alcohol,** so that victims will perform sex for drugs.
- **Technological control**, such as requiring victims to carry mobile phones that permit GPS tracking at all times.
- **Psychological manipulation**, promising things will change, that the trafficker truly loves them or that the girl is the "wife" among all the other girls under the trafficker's control.
- **Threatening** to tell families about the victim's involvement in commercial sex, or to publish compromising photos online.
- **Drawing victims into other criminal acts**, such as transporting drugs, and then threatening to turn them in.
- **Threats of violence** against women and their families, brandishing knives or guns, threatening to kill pets or set fire to the family home.
- **Actual violence**, including cigarette burns, beatings, being forced into ice water, rape with curling irons or bottles, rape and often multiple rapes. According to the RCMP, in 75 per cent of cases, traffickers were charged with offences related to assault and sexual assault.[9]

8 See for example, the definition of violence against women in *the UN Declaration on the Elimination of Violence Against Women*, 20 December 1993. http://www.un.org/documents/ga/res/48/a48r104.htm

9 RCMP, *Domestic Human Trafficking*, 22.

"They beat me so badly. They used sticks in side of me, and put a hot curling iron, hot peppers and broken glass in my vagina. I was in pain. I was bleeding."[10]

"I was beaten and held in a hotel for 14 weeks.... *The traffickers lit my parents' house on fire and my mom almost died."*

A lasting harm

Consider the traumas associated with sex trafficking: the betrayal of trust, typically by a family member or someone considered an intimate partner; the extreme psychological abuse; the repeated physical and sexual abuse, often from multiple perpetrators; the excessive work and denial of basic necessities; and the stigma and shame many trafficked women and girls experience.

Then consider that most trafficked women and girls experience these harms before their 18th birthday – the years when their brain is under development and their sense of identity is still being formed.

It is no wonder that sex trafficking is positioned at the extreme end of the trauma continuum,[11] resulting in anxiety, panic disorder, major depression, substance abuse, eating disorders or a pervasive mistrust of others. Some trafficked women and girls experience Post-Traumatic Stress Disorder (PTSD), with flashbacks, nightmares, difficulty controlling emotions, sudden outbursts of anger, self-mutilation, difficulty concentrating, dissociations, increased risk-taking and physical health problems.[12]

These effects can last years, and in some cases decades, after the exploitation ends, making it hard to go back to school, find and keep a job, settle into a home, or marry or raise a family.

"They always talked about killing me *-- killing me, my sister or my dog. They were talking about killing me, and how my parents would have to search for their missing daughter."*

"It was the $50,000 exit fee that stopped me from leaving."

10 All unattributed quotes in this report are from experiential women unless otherwise noted.
11 Heather J. Clawson et al, "Treating the Hidden Wounds: Trauma Treatment and Mental Health Recovery for Victims of Human Trafficking," prepared for the Office of the Assistant Secretary for Planning and Evaluation (ASPE), U.S. Department of Health and Human Services, March, 2008, 1.
12 Clawson, "Treating the Hidden Wounds," 2.

"It's one of the hardest things on the recovery journey – realizing this is going to be a journey for the rest of my life. I have surrendered to the fact that I will constantly have triggers, I will have better days, . . . but it's not going to end."

"It's difficult to settle down.
I have moved 51 times in 10 years."

The price of pain and loss

No amount of money can compensate someone for the isolation, violence and psychological damage that result from trafficking. However, court rulings and research into the costs of adolescents in the sex industry suggest the scale of the costs. In fact, the research may underestimate them.

Estimated cost of pain and suffering:

$552,964

per trafficked woman or girl[13]

Estimated value of lost earnings and personal costs

$205,739

per trafficked girl[14]

"It's hard to have a healthy sexual relationship.... *I am trying to learn how to be whole again – to connect my body with my brain and my soul."*

13 Nicole Barrett, *An Assessment of Sex Trafficking in Canada*, commissioned by the Task Force on Trafficking of Women and Girls in Canada, 2013, 49. The calculation is based on a UK court award to four sex trafficking victims for $130,000 - $200,000 CAD for pain and suffering during the two months they were trafficked, adjusted to reflect the average two years Canadian women are trafficked. Barrett's report provides details on the calculation.

14 Barrett, Assessment, 45. The calculation is based on a 2006 study of the lost earnings and other personal costs for Canadian adolescents in the sex industry.

A cost to the entire community

The deepest harms caused by trafficking are borne by trafficked women and girls, and those closest to them. But there is a public cost as well.

These costs include:

- **Emergency room** visits to respond to assaults, rape and other injuries. (At the Hamilton agency Walk With Me, 70% of 200 victims used hospital services at least once during their trafficking experience.) Cost per emergency room visit: **$212 - $820**. Per ambulance trip: **$690 - $785**. Per day in hospital: **$720 - $1,115.**[15]
- **Long-term medical care.** In studies on the sex industry, nearly ¼ of women reported not using condoms regularly or at all. Other studies show condom use is even lower among trafficked women. The average lifetime treatment cost for an individual with HIV/AIDS: $181,129. For Hepatitis C: **$29,526.**[16]
- **Victim support services** to address immediate concerns. Walk with Me's cost for short term supports: **$2,500/person.**[17]
- **Long-term mental health supports** to address the effects of trauma. A 2008 study found sex trafficking survivors scored in the 98th, 97th and 95th percentile of the general population for depression, anxiety and hostility respectively.[18] **Total cost: unknown.**
- **Legal costs:** Sex trafficking costs require long investigations that can involve many networked individuals or organized crime groups, and including international co-operation and translation to prosecute international trafficking cases. Because victims are often reluctant to testify, witness management costs are high. **Cost: unknown**.
- **Social assistance costs**: Service providers suggest some trafficked girls and women become effectively incapable of re-entering the labour market after their experiences and must rely on social assistance for the remainder of their lives. **Cost: unknown.**
- **Intergenerational costs:** Lost income and foregone education can mean lost income and opportunities to the children of trafficked women. Even more significant is the inter-generational transmission of abuse. Neglect of witnessing intimate partner violence can lead to long-lasting effects on child mental health, drug and alcohol problems, risky sexual behaviour, obesity and criminal behavior from childhood to adulthood. **Cost: unknown.**

Finding the true costs of sex trafficking in Canada

To our knowledge, no one has analyzed the cost of sex trafficking in Canada or the benefits of preventing even one woman or girl from being trafficked. We anticipate that the costs will be much higher than those extrapolated from domestic violence and prostitution studies.

We do, however, have a template to calculate these costs. We look forward to the opportunity to uncover the true cost of trafficking in Canada.

15 Mental Health Commission of Canada et al, *Turning the Key: Assessing Housing and Related Supports for Persons Living with Mental Health Problems and Illness*, 2013, 84.
16 L. DeRiviere, "An Examination of the Fiscal Impact from Youth Involvement in the Sex Trade: The Case for Evaluating Priorities in Prevention" (2005) 31:2 *Canadian Public Policy*, 181, cited in Barrett, *Assessment*, 42. 2003 dollars have been adjusted for inflation.
17 Barrett, *Assessment*, 51.
18 C. Zimmerman et al, *The health risks and consequences of trafficking in women and adolescents. Findings from a European study* (2003), cited in Barrett, *Assessment*, 42.

REQUIRED COST CATEGORIES FOR A FULL ASSESSMENT OF THE COST OF ONE SEX TRAFFICKING VICTIM

SEX TRAFFICKING DIRECT COSTS	SEX TRAFFICKING INDIRECT COSTS
VICTIM COSTS (Borne by victim)	
• Pain and suffering (intangible) • Transport costs (particularly in international cases) Leaving/exit fees • Legal services (immigration, guardianship, reunification, civil suits) • Dental services • Fraction of medical/therapist fees (co-pays)*	• Lost earnings, due to: - lost educational opportunity - lost experience - lost years of labour - reduced capacity to function - foregone marriage opportunities
THIRD-PARTY COSTS (Borne by society)	
• **Medical costs:*** • Emergency room visits • Acute hospitalization • Physician visits • STI treatment • Addiction services • Therapist/s • **Justice system costs:** • *Investigation costs* - complex victim management - possible international cooperation - possible translation • *Prosecution costs* - complex victim management - possible international cooperation - possible translation - possible immigration services (e.g., temporary residence permit costs) • *Corrections costs* - incarceration - monitoring - probation • *Legal aid* - Enforcement of civil protection orders against traffickers • **Additional burden on:** - Shelters - Transition homes - Long-term public housing - Job training programs	• Social support (welfare) • Additional burden on child protection systems - group homes - foster homes - institutional care • Lost taxes (due to lost earnings) • Intergenerational costs

* This chart assumes a national healthcare system. In countries without such a system, these third-party medical costs would be borne by the victim. Individual co-pays may also apply in certain nationalized health care systems.

A growing problem

The nature of trafficking is changing, bringing with it new challenges for law enforcement and higher risks for girls and women. Here are some of the trends we are seeing.

Girls are first trafficked at a younger age

Many service providers are reporting the average age of recruitment is 13 – 14 years old. At least four cases brought before the Canadian courts as of 2011 involved under-aged victims, and a current BC prosecution involves ten under-aged victims.[19] It is thought traffickers seek younger victims because they are easier to manipulate and control, and because of the high demand for sex with young girls.

Traffickers have become more subtle

As one trafficked woman explained, "I wouldn't say there are pimps anymore. Now they're all boyfriends."[20]

[20]As of January 2011, the majority of Canadian sex trafficking cases either before the courts or already completed involved trafficker-boyfriends.[21] This is a significant shift for Canadian courts that had previously looked for an adversarial relationship to prove the victim was indeed a victim.

Trafficking is less visible

The rise of the Internet has made it possible for traffickers to, as one mother put it, "enter my daughter's bedroom through her computer screen."

According to the RCMP's 2010 human trafficking threat assessment, "technological advances allowed individuals or criminal networks involved in sex trafficking to recruit and advertise victims, particularly underage girls, remotely and discreetly via the Internet."[22]

New and ever-evolving on-line and mobile technology has also made trafficking less visible to the public. Whereas young girls on the street might have prompted public outcry, these girls are now indoors, away from the eyes of police and others who might help them.

Trafficking is becoming more profitable for more people

As advertising for sexual services moves online, traffickers are able to reach an increasingly wider market. For example backpage.com, the current market leader in sex advertising, received 3,994,261 unique visitors in March 2013.[23]

This reach can mean increased profits for traffickers. It certainly means increased profits for backpage.com. Its March 2013 revenue for ads selling sex was up 43.8% from December 2012, with a record profit of $4.41 M for the month.[24] (Backpage.com's president reports the company identifies 400 posts *each month* that may involve minors. The Attorney's General in 48 states have written a joint letter calling on parent company Village Voice Media to shut down the site's adult services section.)[25]

19 See cases of Emerson (2009), Lennox (2008), Nakpangi (2008), Tynes and Lafferty (2010) and Moazami (2013), the latter involving ten under-age victims.
20 Quoted in Farley et al, Garden of Truth: The Prostitution and Trafficking of Native Women in Minnesota, 2011, cited in Barrett, 13
21 See the cases of Leonard-St. Vil (2008), Lennox (2008), Nakpangi (2008), Urizar (2010), Tynes and Lafferty (2010), Vilutis (2009) and Ng (2008)
22 RCMP, Human Trafficking in Canada, 2010, 3
23 Aimgroup.com, "Monthly revenue from online prostitution ads crosses $5 million," 22 April, 2013, cited in Barrett, Assessment, 35.
24 Aimgroup.com, "Backpage rebound leads to record month for prostitution ad revenue," 28 February 2013, cited in Barrett, Assessment, 36.
25 "Attorneys General to Backpage.com: prove you're fighting human trafficking," Washington State Office of the Attorney General, http://www.atg.wa.gov/pressrelease.aspx?id=28896#.U46J_XJdW8A

A shared conviction

At our concluding meeting, the Task Force stood together and affirmed the following statement. It represents the sum of what we have learned together, and our path towards ending sex trafficking in Canada.

"Trafficking, fueled by the demand for sex services by men of every race, income and social standing, poses some of the most serious present-day threats to women's and girl's equality and the basic human right of every women and girl to live free of gender based violence.

True equality for women and girls will not be achieved until all forms of violence, including sexual exploitation and sex trafficking are eradicated. This will require a broad perspective and action taken in all sectors and in a wide range of policy areas.

The results will reflect a stronger nation whose political, social and economic inequalities are minimized and where human rights and the possibility for everyone to succeed to their greatest potential is achieved."



photo: Christina Gapic

"What has really changed?"

"We have over 400 years of history in Nova Scotia.

If you take things back a few generations, and think of racialized communities -- whether they were Aboriginal or African – you'll remember that the opportunities for black women in those days were very limited.

Today, I look at black women from our communities involved in the sex industry. I look at the limited employment opportunities, compounded by racialized stigma. And I look at how many African Nova Scotians are still isolated – economically and socially -- on the outskirts of cities.

And it makes me angry. I have to ask, "What has really changed?"

When I was asked to join the Task Force, my sons said, 'Mom, you gotta do something.' That's why I'm here – in the hope of raising awareness and making some effective change."

Sherry Jackson-Smith
Task Force Member
Member of the African Nova Scotian Community, Halifax

3 The greatest risk factor: **being a girl**

Anyone can be trafficked. But the evidence overwhelmingly suggests the biggest risk factors for sex trafficking are being female, and being young.

During our cross-Canada tour, members of the Task Force met 160 women and girls who had been trafficked. Many had been first trafficked as a young teenager, typically at age 13 or 14. Some reported coming from middle-class homes with parents who cared for them. Others had been living in group homes or were already on the street when they were first trafficked.

To deepen our understanding of the risk, the Task Force commissioned two literature reviews, including one focused on Indigenous women. We also received survey responses from 534 agencies across Canada, and heard from 46 service providers participating in our Service Provider roundtable.

We learned that not all trafficked girls come from unstable homes, troubled pasts or are entrenched in high-risk lifestyles. According to the RCMP, an increasing number come from reasonably stable homes and are in school or have jobs.[26] But we also learned there are reasons some women and girls are more vulnerable than others – and that vulnerability was not of their own making.

Here is a summary of the Task Force's findings.

26 RCMP, Project Safekeeping: Domestic Human Trafficking for Sexual Exploitation in Canada, 2013, 14.

The evidence of the literature review

The five factors most often mentioned in the research were:

- **Being female.**[27]
- **Being poor.**
- **A history of violence and/or neglect.**
- **A history of child sexual abuse.**
- **A low level of education.**

Other factors mentioned in the literature include:
a lack of local employment opportunities;
a desire for a better life, but facing limited economic opportunities;
being a migrant or new immigrant and/or having low levels of social support;
not having a masculine parental figure;[28]
being Indigenous;[29]
being homeless;
living in provincial care, group homes, or foster care;
a history of running away (frequently correlated to histories of violence or neglect);
substance abuse or mental health issues;
a history of arrests, detections or other involvement with the criminal justice system;
and gang association.

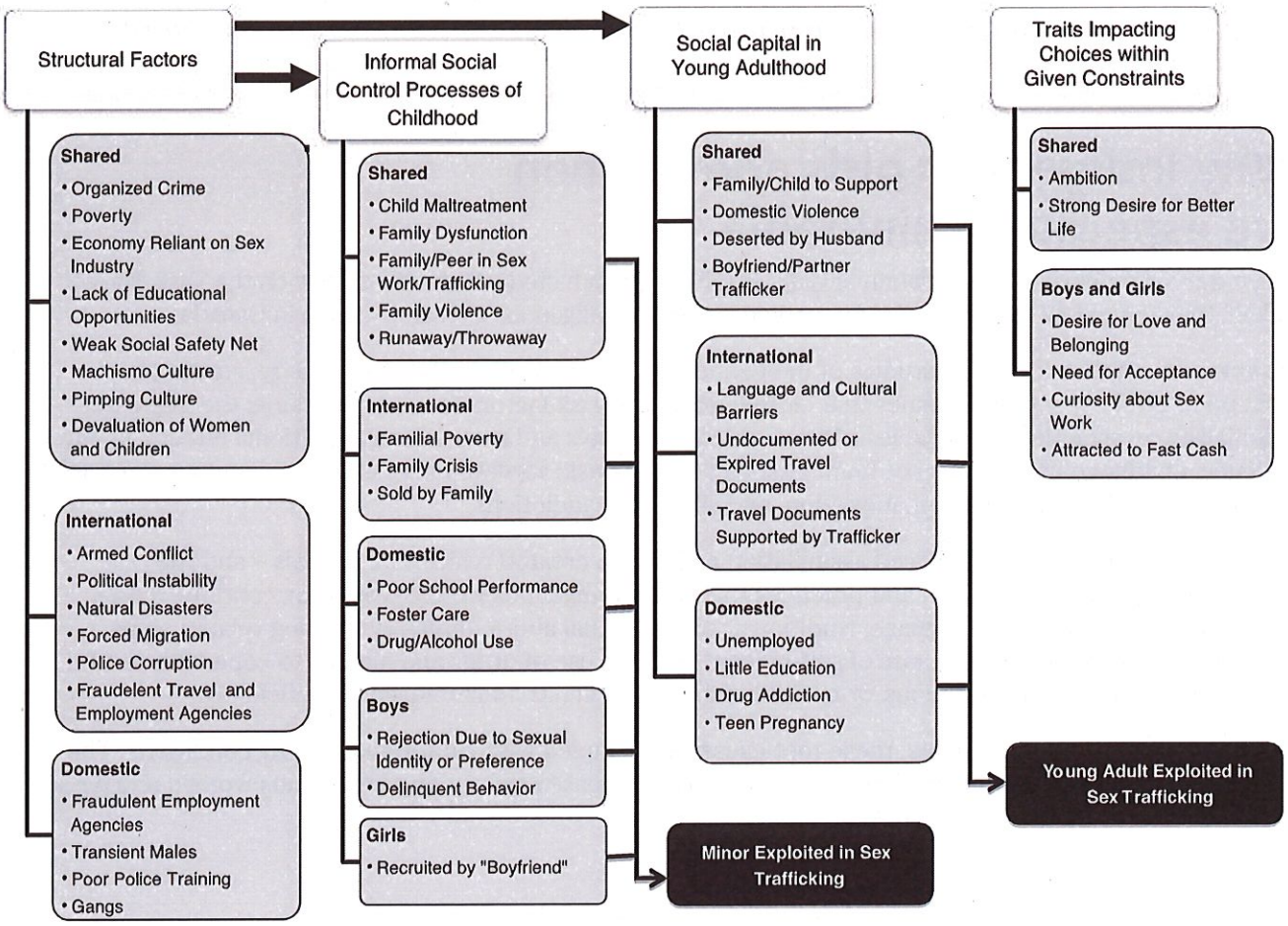
27 Globally an estimated 98% of sex trafficking victims are women and girls and 2% are men and boys. ("21 million people are now victims of forced labour, ILO says," International Labour Organization, 1 June 2012, http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_181961/lang--it/index.htm . Data released by CIC showed that from 2006 to 2008, women made up 74% of all suspected foreign trafficking travel into Canada. See B. Perrin, *Invisible Chains*, 2010, 44, cited in Barrett, *Assessment*, 15.

28 This factor is not widely discussed in the literature and could be included in the general category of "childhood neglect," but was specifically mentioned by people consulted by the Task Force.

29 See e.g. S. Ricci, L. Kurtzman, M-A Roy, La traite des femmes a des fins d'exploitation sexuelle: entre le deni et l'invisibilite (UQAM, Institut de recherches et d'etudes feminists: 2012), 5; B. Perrin, Invisible Chains, 99; N. Barrett, An Exploration of Promising Practices, International Centre for Criminal Law Reform, 2010, 42-25; J. Oxman-Martinez, M. Lacroix and J. Hanley, Victims of trafficking in Persons: Perspectives from the Canadian Community Sector (Ottawa: Department of Justice, Research and Statistics Division, August 2005), 33; A. Sethi, "Domestic Sex Trafficking of Aboriginal Girls in Canada: Issues and Implications," (2007) 3:3 First Peoples Child and Family Rev. 57; A. Sikka, Trafficking of Aboriginal Women and Girls in Canada, (Ottawa: Institute on Governance, Aboriginal Policy Research Series, May 2009). Numerous informants confirm this conclusion.

A US researcher's summary (below) could provide a useful framework to understand the range of risk factors leading to exploitation. We note this framework does not name sexual abuse as a specific risk factor. It may be considered an extreme form of "child maltreatment."[30]

Risk Factors for Vulnerability to Sex Trafficking



30 Table reproduced from J. Reid, "Exploratory review of route-specific, gendered, and age-graded dynamics of exploitation: Applying life course theory to victimization in sex trafficking in North America," Aggression and Violent Behavior. 2012 Jun; 17(3): 257–71

"I have really good parents who are still together. I had a family with good morals and I always knew I was loved and that I belonged.

It can happen to anyone from any kind of family."

***"I was a runaway** from a very dysfunctional family with an abusive, alcoholic, violent father. I saw him rape my mother on many occasions."*

Why Indigenous girls and women are especially vulnerable

When the Native Women's Association of Canada (NWAC) conducted a literature review on the Task Force's behalf, they found few recent studies focused on trafficked Indigenous girls and women in Canada.

However, when they looked at studies of Indigenous women or youth in the sex industry, starting in 1982 up to 2011, they found themes that closely match the risk factors for sex trafficking: the impact of colonialism on societies, the legacies of the residential schools and their inter-generational effects, family violence, childhood abuse, poverty, homelessness, lack of basic survival necessities, race and gender-based discrimination, lack of education, migration, and substance addictions.

The Government of Canada's forced assimilation policy that created residential schools – and the discriminatory systems, policies and practices that many Indigenous people would say continue today - has led to a loss of culture, language, traditional values, sexual abuse, difficulty forming relationships, lack of parenting and life skills, loss of self-respect, and the use of drugs and alcohol to cope with painful memories. Over 40% of Indigenous women in prison have been to Indian Residential Schools.

In some Indigenous communities, these root causes are coupled with rural/remote living conditions. The result is a complex environment that contributes to an increased risk among Indigenous women and girls in being sexually exploited and trafficked.[31]

"I was recruited out of child welfare.
I had been adopted and things were not going well so I was put into 'care.' I was sexually abused at the age of eight. I am native and no one liked natives where I lived in Thunder Bay, so I hid my identity. I was 11 years old when this happened and I was first exploited at age 12."

"You hear so often that girls at risk come from the projects or broken homes...

Lots of kids are from affluent areas.
They're just forgotten."

31 Native Women's Association of Canada, *Sexual Exploitation and Trafficking of Aboriginal Women and Girls*, commissioned by the Task Force on Trafficking of Women and Girls in Canada, November, 2013.

Root causes in real life

NWAC conducted its own small survey of experiential Indigenous women. The results vividly illustrate the impact of these root causes:

- 50% of those surveyed were first recruited between the ages of 9 – 14. One was younger than 9 years old when she was recruited.
- 87.5% had already been sexually abused, raped or molested before they were trafficked.
- 100% said they were expected to do everything the men wanted.
- 87.5% had to do things they were not comfortable doing.
- 71% reported being forced to have sex with doctors, 60% with judges, 80% with police, and 40% with social workers.
- 75% were not allowed to keep any of their earnings.
- 85.7% said they tried to resist and leave their situation. If they were caught trying to leave, 71.4% were beaten; 57% were locked up; 71.4% faced increased debt; and 43% were drugged or withheld food and water.
- 71.4% did not abuse drugs, alcohol and other substances before being trafficked. But 71.4% did abuse substances while being trafficked.[32]

"It is Aboriginal girls and women who are specifically targeted in this country to be trafficked, *in such huge numbers that it does not compare to other populations..."*

"The average age of girls being trafficked are between the ages of 7 – 12 years old."

—Jo-Ann Daniels,
Interim Executive Director for the Métis Settlements General Council in Edmonton[33]

32 Teresa Edwards, Native Women's Association of Canada, "Sexual Exploitation and Trafficking of Aboriginal Women and Girls", presentation to the Task Force on Trafficking of Women and Girls in Canada, May 30, 2013
33 Cited in Edwards, "Sexual Exploitation."

The evidence from service providers

To learn more about the Canadian situation, we drew upon the Canadian Women's Foundation's organizational network to conduct our own survey of service agencies working in the field.

The Task Force survey revealed the need for consistent and systematic data collection. Many organizations did not keep demographic information about their clients. Others used varying interpretations of terms such as "trafficking" and "sexual exploitation." Until we have a consistent Canada-wide data collection system, however, their estimates may offer the best available snapshot of the sex trafficking in Canada.

Of the 534 organizations that responded, 266 reported they provided service and supports to trafficked and sexually exploited women and girls. These 266 organizations were found in every province and territory except Nunavut, with the majority located in Ontario (24%), BC (21%), Quebec (15%), Alberta (12%) and Manitoba (9%). They served large cities, small cities, towns and rural areas, including northern communities and those focused on resource development.

When these organizations were asked about the women and girls they had served in 2012, they collectively identified:

- 1,929 trafficked women.
- 943 trafficked girls.
- 4,708 girls and 14,457 women who were sexually exploited --exchanging sex or sexual acts for drugs, food, shelter, protection and other necessities of life, primarily through street level survival sex.

The organizations reported most girls had been first trafficked at age 14, and the majority of trafficked and sexually exploited women were aged 18 – 25 years.

When asked details about the trafficked or sexually exploited women and girls they served, the organizations estimated:

- 51% of trafficked girls were or had been involved with the child welfare system.
- 50% of trafficked girls and 51% of trafficked women were Indigenous.
- 17% of girls and 42% of trafficked women were women of colour.[34]

To build on the results of this survey, we asked the 46 participants at the Service Providers Roundtable to name the three greatest points of vulnerability for women and girls trafficked in Canada. Their responses largely corroborated the findings of the literature review, and added new information that, to our knowledge, has not been reflected in previous research.

34 Responses are not mutually exclusive and definitions may vary among organizations.

A high risk environment

Some participants focused on the **environment** that makes girls and women vulnerable. The top five factors mentioned:

Weaknesses in the child welfare system.

COMMUNITY TRAUMA
– the result of colonization, residential schools and the continued isolation of Indigenous communities.

THE HYPER-SEXUALIZATION OF GIRLS and the glamourization of the sex trade.

A lack of jurisdictional and service co-ordination.

Service providers who are not able to identify or respond to signs of trafficking.

A high risk childhood

Others cited the **experiences** that made women and girls vulnerable to trafficking. Here are the most common responses.



The high risk moments

Others focused on the **moments in a girl's life** that made her particularly vulnerable. These included the following critical moments, many of them "firsts:"

Entering a group home, or **LEAVING CARE.**

Entering the teen years – the developmental stage where girls seek out love and identity.

Starting to use Facebook, Instagram and other social media.

Entering into a first ***intimate relationship.***

A FINANCIAL CRISIS, and no employment opportunities.

Running away from home, or being kicked out, with **nowhere to go.**

Unsupervised after-school hours. Travelling home at night alone.

Dropping out or being expelled from school.

Coming to the city from a rural Indigenous community.

Coming to Canada with the promise of a job in the "adult" industry.

Wanting to exit an exploitive relationship, but no supports or options in sight.

Who are the traffickers?

According to the RCMP, traffickers share one thing in common: they want to make money. Victims are forced to hand over $500 - $1000 per day (and sometimes as much as $2,000 per day), 365 days per year,[35] with the trafficker keeping most of this money.

The RCMP has collected data on traffickers associated with known cases. Although this data is incomplete – there are no cases involving Indigenous victims, for example – it is our best source of information on Canadian traffickers.

Most traffickers are men, although women and girls are increasingly working with men to recruit, groom or co-ordinate services offered by the victim.

Most traffickers are young -- between the ages of 19 – 32 years, although boys as young as 16 and girls as young as 15 have been charged with trafficking-related offences. These minors have typically been used by adult traffickers to recruit underage girls.

Traffickers are typically Canadian citizens and can be of any race or ethnic background. Many have a history of criminal activity, with offences involving weapons, threats, theft, drug trafficking and possession, sexual assault and assault. Many have also been involved in prostitution related activities.

About half of traffickers are associated with street gangs, although the profits usually go to the trafficker, not the gang. To date, no criminal organization charges have been laid in a case of domestic trafficking for sexual exploitation.[36] **Many have been abused themselves.** A small Chicago study of 25 pimps suggest some traffickers may have backgrounds similar to trafficked girls and women:

88% of pimps/madams suffered physical and sexual assault in childhood and watched their mothers' be assaulted by fathers, stepfathers and boyfriends.

In 76% of these cases, the average age of onset of abuse was 9.5 years.

All madams (6) and 56% of pimps were previously prostituted.[37]

Who are the buyers?

Most studies show men who buy sex represent a cross section of Canadian men: mostly Caucasian, mostly married or in common-law relationships, educated, employed, and middle-class.[38] To our knowledge there is no such thing as a specific demand for trafficked women and girls. The demand is for sex. Some studies, however, have suggested that sex buyers were more likely than non-buyers to seek out the vulnerable, the racially or ethnically "other," or the young.[39] Another study suggests sex buyers were more likely to:

- Commit crimes, from misdemeanors to assaults, rapes and crimes with weapons.[40]
- Consider prostituted women as intrinsically different from other women and girls, either because of an ethical or moral deficiency or a heightened sex drive.
- Hold more patriarchal views of women, and perceive an entitlement of power and control.[41]

35 RCMP, *Domestic Human Trafficking for Sexual Exploitation in Canada*, October 2013, 10.
36 RCMP, *Domestic Human Trafficking*, 11 – 12.
37 Cited in Barrett, *Assessment*, 29.
38 See, for example, C. Atchison, *Report of the Preliminary Findings for Johns' Voice: A Study of Adult Canadian Sex Buyers, unpublished*, 2010, 91,95; M. Shivley et al, *A National Overview of Prostitution and Sex Trafficking Demand*
39 B. Anderson and J. Davidson, *Trafficking – a demand led problem?, Save the Children*, 2002, 38 – 45.
40 M. Farley et al, *Comparing Sex Buyers with Men Who Don't Buy Sex*, 2011, 34 – 36.
41 Farley et al, Comparing Sex Buyers, 24 – 25.

How big an issue is this?

Bigger than we know.

On our cross-Canada site visits we encountered 160 women and girls who identified themselves as trafficked. When we talked to service providers, they reported serving a total 2,872 trafficked girls and women in one year. When we sought out official numbers, however, we could not find a definitive count, or even an attempt to count, trafficked women and girls in Canada.

Sex trafficking is recorded only when it comes in contact with law enforcement or federal agencies. Yet even here, it can be difficult to interpret official reports:

- According to the RCMP, there were 132 cases of domestic human trafficking for the purposes of sexual exploitation between 2007 and April 2013.[42]
- According to Public Safety Canada in 2012 there were 25 convictions (41 victims) under trafficking offences in the Criminal Code, excluding numerous convictions for trafficking-related conduct under other criminal offences. Approximately 56 cases before the courts involving at least 85 accused and 136 victims.[43]
- According to Statistics Canada, from 2009 – 2011 Canadian police services and courts reported 93 incidents of trafficking, with 84 accused and 121 victims.[44]
- According to Citizenship and Immigration Canada, 14 Temporary Residency Permits (TRPs) were issued to victims of sex trafficking between 2006 – 2011. In 2011 alone, 53 TRPs were issued, although the number for sex trafficking is unknown.[45]

What's stopping us from knowing?

All government sources acknowledge the limitations of their count to cases that were known and prosecuted. Many obstacles have impeded their efforts:

- Varying definitions of sex trafficking in the UN Palermo Protocol, the Canadian Criminal Code, and the Immigration and Refugee Protection Act.
- Fragmented data collection, with varying definitions of "victim" and differing approaches to counting those who self-identify as victims, decline service, or are merely suspected of being a victim.
- Victims defined as criminals. For example, a woman might have been arrested for violating Canada's prostitution laws without enquiry into the circumstances of her prostitution.
- Reluctance of victims to come forward through fear of reprisals, arrest or deportation, mistrust of authorities or the help they might be offered, post-traumatic stress or other mental health issues, or a trauma bond with the trafficker.
- Reactive police investigations that depend on a complaint to proceed.

We need a better approach

We acknowledge the complexities in collecting reliable incidence data. But we also know that authoritative, multi-year data is essential to inform solutions and measure results.

Our recommendations to work towards a solid foundation for the fight against sex trafficking are in Chapter 9.

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42 RCMP Human Trafficking National Co-ordination Centre, *Domestic Human Trafficking for Sexual Exploitation in Canada*, October 2013, 8.
43 Public Safety Canada, *National Action Plan to Combat Human Trafficking*, 2012, 8.
44 Statistics Canada, *Canadian Centre for Justice Statistics, Incident-based Uniform Crime Reporting Survey (UCR)*. Data includes both sex and labour trafficking cases.
45 Public Safety Canada, *National Action Plan*, 14. CIC cannot yet confirm its 2012 TRP count. Information provided by CIC to N. Barrett.



photo: Christina Gapic

"We just kept expanding our circle"

"It was when we saw girls and women on our street corners that our community woke up…

We were fortunate to have local leaders who had a broad social justice understanding. We invited law students to talk to us, and learned the issues were bigger than the law. We asked outreach workers why a 12-year-old girl might be on our streets. We asked, "How could we promote safety for all children, not just our own?"

Women who had been exploited began to join the group. We started to get calls from parents from the suburbs saying, "Our daughters are on your streets. Can we join your group?" We were getting calls from wives asking, "Is my husband part of the problem?" We've even had calls from men who say, "I need help to know why I'm doing this."

Kate Quinn
Executive Director, Centre for Ending All Sexual Exploitation
Task Force Member

4 An integrated strategy to end sex trafficking in Canada

When Canada ratified the UN's Palermo Protocol in 2002,[46] it agreed to an integrated approach to combating trafficking and helping those who had been exploited.

As a country, we agreed to adopt legislation making trafficking a criminal act[47] and to consider measures to provide:

- Housing.
- Counselling and legal information in a language trafficking victims can understand.
- Medical, psychological and material assistance.
- Employment, educational and training opportunities.
- Physical safety for victims.
- Compensation to victims for damage suffered.[48]

Canada also agreed to establish "comprehensive policies, programmes and other measures" to prevent and combat trafficking and prevent re-victimization. The Palermo Protocol calls for research, information and mass media campaigns, measures to alleviate "poverty, underdevelopment and lack of equal opportunity" and "discourage the demand that fosters all forms of exploitation of persons, especially women and girls, which leads to trafficking."[49]

46 United Nations Office on Drugs and Crime, *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Woman Children*, supplementing the United Nations Convention against Transnational Organized Crime, Chapter XVIII: Penal Matters, status at September 26, 2008. https://www.unodc.org/unodc/en/treaties/CTOC/countrylist-traffickingprotocol.html .
47 United Nations, *Protocol to Prevent, Suppress and Punish Trafficking in Persons*, Article 5
48 United Nations, *Protocol to Prevent, Suppress and Punish Trafficking in Persons*, Article 6.
49 United Nations, *Protocol to Prevent, Suppress and Punish Trafficking in Persons*, Article 9.

Much has been done. Much is still needed.

Since ratifying the Palermo Protocol, Canada has criminalized trafficking in both the *Immigration and Refugee Protection Act* in 2002 and the *Criminal Code* in 2005. The Federal Government has created a National Action Plan to Combat Human Trafficking, the RCMP has established a Human Trafficking National Co-ordination Centre, and some provinces and municipalities have developed their own anti-trafficking strategies.

In this chapter we look at the work that has already been done, and the elements of a truly integrated strategy to end sex trafficking in Canada.

Canada's National Action Plan

In June 2012 the Federal Government announced its National Action Plan to Combat Human Trafficking. The plan is coordinated by Public Safety Canada and a Task Force of 18 federal departments and agencies. The Federal Government allocated $25 M over four years to support the plan.

The National Action Plan is based on the Palermo Protocol's "four Ps:" Prevention, Protection, Prosecution and Partnerships. It supports awareness-raising and research; victim assistance and training for service providers; training for criminal justice officials; enhanced law enforcement co-ordination; data collection and knowledge exchange; and domestic and international partnerships.

The plan has made law enforcement and international trafficking its first priority. In 2012/2013, $5.375 M of a $7.3M budget was allocated to the RCMP and Canadian Border Service Agency for enforcement, regional co-ordination and officer training. An additional $1.2 M was dedicated to the Department of Foreign Affairs and International Trade for the Global Peace and Security Fund. Up to $500,000 has been allocated to the Department of Justice in 2013/14 for enhanced Victim Services.[50]

The plan has also supported and promoted initiatives such as the BC Government's training for front-line staff (see page 86), the PACT-Ottawa TruckStop campaign (see page 113), the RCMP's "I'm Not For Sale" toolkit, and an awareness campaign in partnership with the National Association of Friendship Centres.[51]

50 Public Safety Canada, "National Action Plan to Combat Human Trafficking," http://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/ntnl-ctn-pln-cmbt/index-eng.aspx .
51 Public Safety Canada, "National Action Plan to Combat Human Trafficking – 2012/2013 Annual Report on Progress," http://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/2013-ntnl-ctn-pln-cmbt-hmn/index-eng.aspx#a12 .

The RCMP Human Trafficking National Co-ordination Centre (HTNCC)

Since 2006, the RCMP has been a focal point for law enforcement efforts to combat human trafficking. Its priorities are developing tools, protocols and guidelines to facilitate investigations, co-ordinating national awareness and training, identifying opportunities for co-ordination, developing and maintaining international partnerships and co-ordinating and disseminating intelligence.[52]

The RCMP issued its first Human Trafficking Threat Assessment in 2010.[53] Since then, it has produced the "I'm Not for Sale" public awareness campaign, including videos, posters and toolkits for the public, law enforcement and youth, along with an online training course for law enforcement through the Canadian Police Knowledge Network. In October, 2013 the RCMP published ***Domestic Human Trafficking for Sexual Exploitation***[54]– Canada's first comprehensive analysis of domestic sex trafficking cases – and launched its newsletter, ***Fast Facts.*** The RCMP also has regional co-ordinators in Quebec and Nova Scotia to co-ordinate local public awareness efforts.

Other federal initiatives

Public Safety Canada and the RCMP have taken the lead in Canada's anti-trafficking efforts. However, other federal initiatives have also combated sex trafficking:

- In 2013, Status of Women Canada funded community action plans in Edmonton, Ottawa and York Region, piloting the Local Safety Audit *Guide to Prevent Trafficking in Persons and Related Exploitation.*[55] In 2009, Public Safety Canada's Contribution Program to Combat Child Sexual Exploitation and Human Trafficking was designed to fund public awareness, research, and training. The program has supported the national tip line, Cybertip.ca. Although this tip line's focus is online child abuse images, it also receives calls reporting sex trafficking.

The missing pieces

Canada's national initiatives have taken important first steps to end sex trafficking. We do have a criminal code definition of trafficking, as the Palermo Protocol requires, and an increasingly educated and coordinated enforcement system.

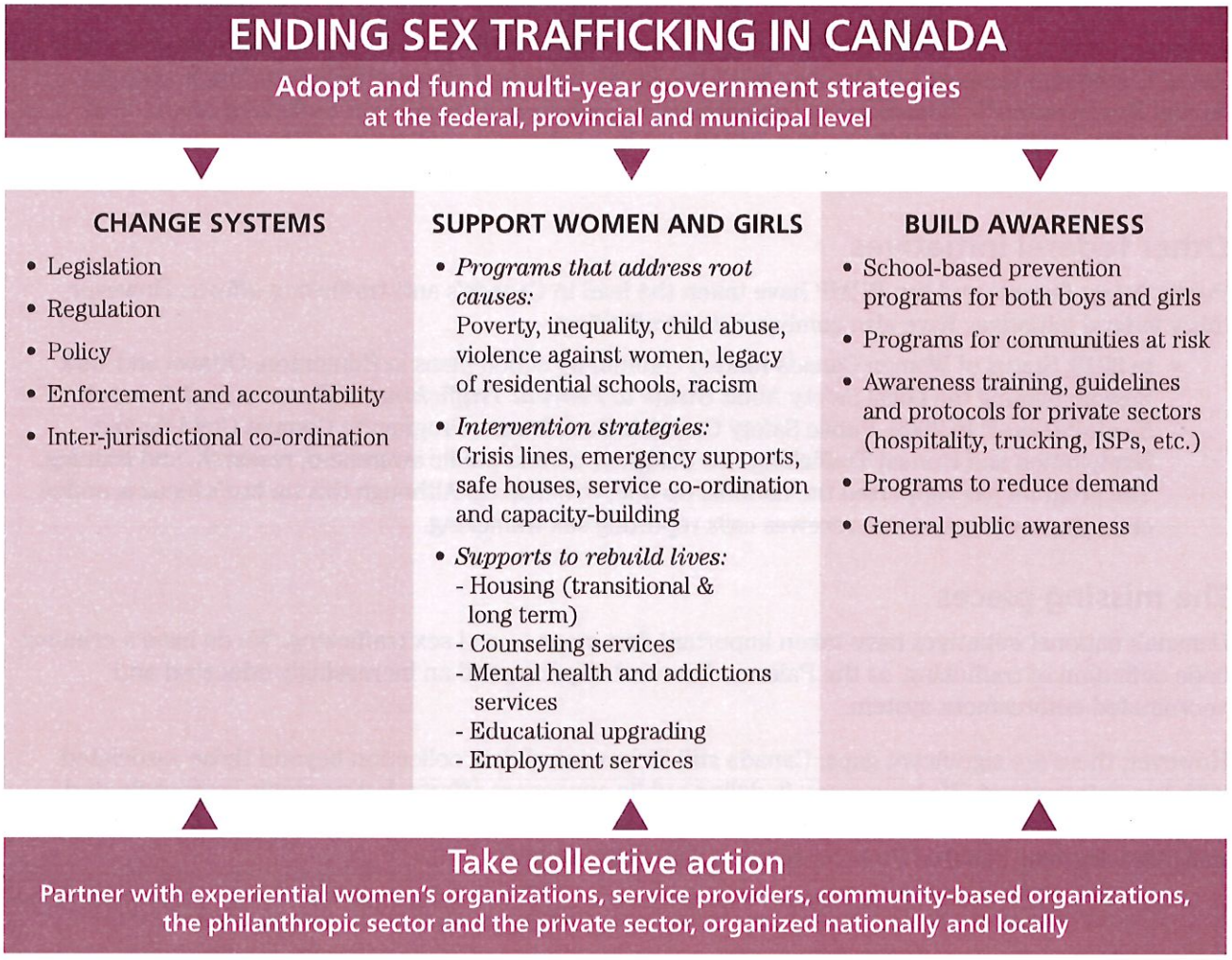
However, there are significant gaps. Canada still lacks central data collection beyond those associated with law enforcement. We have many fledgling public awareness efforts, but no single co-coordinated effort to prevent trafficking. Most important, we do not have the housing, counseling, health, employment and other services Palermo Protocol requires Canada to provide.

52 RCMP, "Human Trafficking National Co-ordination Centre," http://www.rcmp-grc.gc.ca/ht-tp/index-eng.htm
53 RCMP, *Human Trafficking in Canada: A Threat Assessment*, 2010 http://www.rcmp-grc.gc.ca/pubs/ht-tp/htta-tpem-eng.htm
54 RCMP, *Domestic Human Trafficking for Sexual Exploitation in Canada*, 2013
http://www.rcmp-grc.gc.ca/ht-tp/publications/2013/proj-safekeeping-eng.htm
55 Status of Women Canada, "Engaging communities to end violence against women and girls,"
http://www.swc-cfc.gc.ca/fun-fin/cfp-adp/2012-2/t4-eng.html

The elements of a comprehensive strategy

What are the elements of a comprehensive strategy? We've taken our inspiration from Manitoba, and imagined what a comprehensive strategy would look like for Canada, for every province, and in every municipality and region.

It would have these elements:



The signs of hope

This integrated approach is within reach. Other national governments have led the way with comprehensive strategies to end sex trafficking. Some Canadian provinces and municipalities have stepped forward, using the powers and resources under their jurisdiction to prevent and respond to trafficking. Here is a look at some examples in Canada and abroad.

Sweden: Advancing gender equality

The Swedish Action Plan Against Prostitution and Human Trafficking for Sexual Purposes was adopted in 2008.[56] The five part plan calls for greater protection and support for those exposed to violence; greater emphasis on preventive work; higher standards and greater efficiency in the judicial system; increased national and international co-operation and improved knowledge.

Some of the activities carried out under the plan are similar to those Canada has undertaken: greater co-operation on trafficking investigations; training for police, judiciary and immigration officials; intensified regional national and international co-ordination.

However, there are two important differences between the two countries. First, Canada's plan originated as a response to all forms of human trafficking; Sweden's plan originated as a response to all forms of gender inequality. Second, Sweden's plan is a national priority within a country with a long history of public investment; Canada's plan is a little-known element in a country with an austerity agenda.

The result is different structures, legislation, and funding. Sweden's plan is overseen - not by a justice or public safety department -- but by a Ministry of Integration and Gender Equality. The Government appoints an independent National Rapporteur for human trafficking to collect data and monitor progress.

In 2008, the Swedish Government enacted new laws to reduce demand for purchased sex (described in greater detail on page 70), and new rules making it easier to confiscate the proceeds of crime. It funded training for staff working in health care, social services, youth clinics and sheltered housing, with additional funds for rehabilitation for trafficking victims and increased substance abuse and addiction care services. It also funded assistance for municipally-delivered services for trafficked and other women leaving the sex industry, including counseling, shelters, education and job training.[57] When the Swedish government launched its plan, it committed SEK 213 Million over 3 years, or $34.8 Million CAD.[58] However, this investment is only one part of the Swedish Government's gender equality policy. That policy includes:

- Over $144M CAD invested between 2007 – 2010 to educate against violence against women.
- $17.6M CAD to promote gender equality in schools, $20M for local and regional gender equality initiatives and $4.48M for grants to promote women's organizations.
- A strategy for gender equality in the labour market, including a three year program to boost women's entrepreneurship.
- Tax policies, including a gender equality bonus to encourage parents to share parental leaves as evenly as possible and tax deductions for household-related services.[59]
- Sweden's plan is not easily transplanted to Canada. Nor is it perfect. Some might find Sweden's temporary residency policies more restrictive than Canada's, and its powers to collect personal data more invasive. Nonetheless, it demonstrates an alternate way to think about sex trafficking, and the scale of investment Sweden believes is needed to make a real impact.



56 Government of Sweden, Ministry of Integration and Gender Equality, "Action Plan Against Prostitution and Human Trafficking for Sexual Purposes, Info Sheet," http://www.government.se/content/1/c6/11/06/29/f are simcd261a4.pdf

57 Pat Mayhew and Elaine Mossman, Exiting Prostitution: Models of Best Practice, prepared for the New Zealand Ministry of Justice, October 2007, http://chezstella.org/docs/ExitingProstitution.pdf

58 Based on June 2008 exchange rates. In 2008, Sweden's population was 9.1 Million people, less than 1/3 Canada's population of 33.2 Million.

59 Government Offices of Sweden, Fact Sheet, Ministry of Integration and Gender Equality, August 2009, http://www.government.se/content/1/c6/13/07/15/8a48ffb6.pdf

60 Based on annual per capita expenditures set out in Manitoba's Tracia's Trust ($10 M/year), Sweden's Action Plan ($34.8 Million CAD over 3 years) and Canada's Action Plan ($25M over 4 years).

Manitoba's Tracia's Trust: A strategy to end sexual exploitation

In 2008, an inquest into the death of 14 year old Tracia Owen led to a list of recommendations, starting with a summit of community stakeholders. The result of that two-day summit was *Front Line Voices: Manitobans Working Together to End Child Sexual Exploitation* – the foundation for Manitoba's Tracia's Trust.

Tracia's Trust is phase two of Manitoba's Sexual Exploitation Strategy. Phase 1, launched in 2002, focused on children exploited through prostitution. Tracia's Trust builds on this work, investing $10 Million per year in services for children, youth and adults.

Tracia's Trust is co-coordinated by Manitoba's Sexual Exploitation Unit, Child Protection Branch, Family Services. The unit provides expert advice on program and policy issues, and coordinates training on sexual exploitation and sex trafficking.

Eleven regional teams of local stakeholders co-ordinate services, plan and initiate new programs, and provide local public awareness and training. Tracia's Trust initiatives include:

Legislation and Law Enforcement:

- The Child Sexual Exploitation and Human Trafficking Act (2012) created a new protection order requiring exploiters to stay away from victims, and allowed victims to sue for money.
- Child welfare and police joined forces in 2009 to form StreetReach Winnipeg and StreetReach North. StreetReach teams identify, locate and assist runaway youth – those seen as most at risk of exploitation – and identify traffickers.
- Also in 2009: 1) Manitoba introduced mandatory reporting of child pornography; 2) the RCMP and Winnipeg Police formally established a task force for missing and murdered women; and 3) strengthened prostitution diversion and prostitution offender programs were offered to exploited women and men with prostitution-related charges.

Services:

- A partnership between Red River College and Ndinawe offering a certificate program in child and youth care for experiential women.
- Safe houses, transitional and second stage houses for at risk youth, homeless youth, trans youth or sexually exploited youth.
- At Our Relatives' Place foster care for sexually exploited children and youth, adapting Indigenous practices where grandparents, aunties and uncles step into the role of caregivers.
- Therapeutic services for women and transgendered people transitioning from the sex industry.
- A rural healing lodge for sexually exploited girls and trans children and youth.
- After school peer mentorship programs for Aboriginal youth transitioning from rural and northern communities to go to school in Winnipeg.
- Training programs for staff in the child and family services systems and other child and youth services.
- Street outreach programs.

Public awareness:

- Prevention programs offered by the Canadian Centre for Child Protection, including Commit to Kids for organizations that work with children, and Kids in the Know and Teatree Tells safety training for Kindergarten to Grade 9.
- Stop Sex With Kids public awareness campaign.
- Stop Child Exploitation Awareness Week.

BC's Office to Combat Trafficking in Persons: A provincial response to all forms of trafficking

Whereas the catalyst for Manitoba's sexual exploitation strategy came from within the province, BC's strategy was prompted by international pressure when the US State Department singled out Vancouver as a trafficking transit and destination point.

BC's Office to Combat Trafficking in Persons (OCTIP) was founded in 2007 as an office of the Ministry of Justice. It was founded to work with other provincial ministries, federal departments, municipalities, law enforcement and community organizations to prevent all types of human trafficking and co-ordinate services.

In 2012 OCTIP undertook public consultations to develop its 2013 – 2016 Action Plan. The plan has five priorities: awareness raising; training and education; supporting community-led responses; service co-ordination; research, policy and legislation. The plan is rooted in a human rights approach, focusing on the sexual exploitation of youth, vulnerable foreign workers and Aboriginal communities.

Some important initiatives:

- Free online training for front-line service workers. Human Trafficking: Canada is not immune is available Canada-wide in English and French with the support of the federal funding.
- Support for school-based awareness programs, particularly in partnership with Children of the Street (profiled on page 107). The plan also calls for the development of a computer-based game to teach youth about trafficking, and promoting awareness through the BC Teachers' Federation.
- Train the Trainer programs to build the capacity of Aboriginal and rural communities.
- Grants for trafficking and sexual exploitation awareness and prevention projects. In 2011- 2012, OCTIP awarded $568,455 in grants.
- A phone line for trafficked persons, and pocket cards in 12 languages with information about the help line.
- Assistance and referrals in individual trafficking cases. OCTIP also monitors investigations and prosecutions.
- The Staying Current newsletter and online resources.

City of Toronto: Action within a municipal framework

In December 2013, Toronto City Council approved a series of initiatives to address human trafficking.[61] The initiatives were spearheaded by the City's Human Trafficking Working Group, led by the Social Development, Finance & Administration and Municipal Licensing & Standards (MLS) Divisions. Twenty-one City agencies, boards, commissions and divisions, along with community-based organizations developed recommendations to protect Toronto residents and communities and improve city services.

The City agreed to:

- Review licensing by-laws for businesses known to be destinations for trafficking to establish health, safety and crime prevention measures and policies.
- Train MLS front-line and management staff to recognize trafficking indicators and refer suspected cases to the appropriate service.
- Train police to recognize trafficking indicators. Police will also review policies and procedures for all types of trafficking investigations and seek out a benchmarking tool to monitor all forms of trafficking.
- Request other Toronto services – school boards, libraries, board of health, transit and housing – train front-line staff to recognize trafficking indicators, and establish referral protocols.
- Request the Ontario Press Council and Newspapers Canada to develop anti-trafficking guidelines and practices related to advertising, and particularly suspected exploitation of minors.

The detailed plan identified a number of small but important ways the City could assist trafficking victims: training for fire inspectors who enter homes; amending the Child Care Fee Subsidy Manual to include services to families living in trafficked situations; equipping shelter, employment and social service staff to serve persons suffering from trauma, waive ID requirements, help trafficked persons obtain documentation.

These initiatives build on a number of other City initiatives: by-law amendments related to "adult entertainment" establishments; a review of holistic and body rub regulations; a housing initiative for women who have been trafficked or sexually exploited; polices on "Quality Jobs, Living Wages and Fair Wages," and an Integrated Service System Approach to Vulnerability.

Since these initiatives were approved, Toronto approved a new safe house for trafficked girls (see page 89) and convicted its first sex trafficker.

61 City of Toronto Staff Report, Initiatives to Address Human Trafficking, November 21, 2013. http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-63985.pdf

Lessons for a comprehensive strategy

These examples suggest a number of lessons that could inform strategies to end sex trafficking in every province and municipality.

Every level of government has the power to act.

Sweden used its legislative and funding powers. Manitoba used its child welfare laws. Toronto harnessed its front-line service staff. Every jurisdiction can leverage resources within its control to help end sex trafficking

Co-ordinate within. Co-ordinate without.

Every strategy profiled here enlisted the support of a wide range of government ministries, divisions and departments, including some "unlikely suspects." Every strategy called upon partnerships with community-based services, local leaders and stakeholders.

You get what you pay for.

At a time of fiscal restraint, the first priority is to find ways to make the best use of existing resources. However, we also need to acknowledge that services, public awareness campaigns and training all cost money.

Manitoba's robust array of services is a direct result of the investments its government has made. Bringing quality services to other parts of the country will require additional funding in those regions. However, the return on these investments will be reduced social costs – all the expenditures listed on page 23 - and better lives for girls and women who have been, or at risk of being, trafficked.

Absent allies

The strategies profiled in this report all drew upon input from stakeholders. It is not clear, however, that the full potential of these stakeholders has been tapped.

Experiential women were only rarely listed among the stakeholders. Yet their experience is crucial to ensuring relevant strategies really help trafficked women and girls.

We also noted that private sector partners played a small role in these strategies – Internet Service Providers in Manitoba, newspapers in Toronto, truckers in south-east Ontario and the hotel industry in Alberta and Saskatchewan. But we believe the full potential of this sector had barely been tapped.

We discuss their role, and the role of other civil society allies, in more detail in the following chapters.



"They begin to truly realize what trafficking is"

"Our Vice Unit in Montreal would build such a strong relationship with the girls during the criminal proceedings against their trafficker that at the end of the trial, girls would ask, "How can we help other victims?"

That was the beginning of Les Survivantes. These women help train police and other groups about human trafficking. At the training sessions, the police officers speak first about the legal and investigation aspects, and then CAVAC has a part on services and consequences.

But when the survivors share, you can see the police officers being moved. It's a really powerful experience; they begin to truly realize what trafficking is."

Isabelle Bigué
Counsellor
CAVAC de Montréal (Crime Victims' Assistance Center of Montreal)
Task Force Member

photo: Christina Gapic

5 Changing systems

Canada's *Criminal Code* outlines tough penalties for human trafficking and the sexual exploitation of any girl under 18. The *Immigration and Refugee Protection Act* does the same for anyone bringing people into Canada by means of abduction, fraud, deception, threats, force or coercion. Every province has a child welfare system designed to protect at-risk youth. Municipalities have by-laws to regulate massage parlours and escort agencies.

And yet, girls and women continue to be trafficked in Canada while their traffickers go free.

Over the past year, the Task Force has consulted with police, prosecutors, victim services and legal experts to learn how Canada's legal and regulatory framework protects or fails to protect women and girls. We commissioned research on the laws in Canada, and the legal framework in other jurisdictions. We also talked to municipal by-law officers and policy-makers, child welfare organizations, and experiential women.

Through our work, three principles have emerged that underpin all our recommendations:

- Any reforms must advance the equality of women and men, especially the equality rights of Indigenous, racialized, migrant and low-income women and girls who are disproportionally affected by sex trafficking.
- Our laws and policies must recognize the harms sustained by trafficked women and girls. Law enforcement must have the resources to make trafficking investigations a priority. Those who sexually exploit women, and especially children, must be held accountable for their actions.
- The law is not enough. Real change comes with strong, confident girls; women who have real economic security; and a broad public consensus that any form of sexual exploitation is just plain wrong.

This chapter summarizes our findings. We start with the Criminal Code and reforms to help make these laws work for women and girls. We then focus on five systemic issues that affect sex trafficking in Canada:

- Protections for migrant women.
- Using technology to combat trafficking.
- Protections for children and youth under Provincial child protection systems.
- Municipal by-laws that regulate common venues for sex trafficking.
- Prostitution laws to advance women's equity.

Our recommendations on systemic change are in Chapter 9.

A chart summarizing the international, federal, provincial and municipal laws and by-laws affecting sex trafficking is in Appendix B.

Laws to stop trafficking in its tracks

Trafficking is a serious crime. Canada's *Criminal Code* outlaws all forms of human trafficking, including sex trafficking.[62] In a section of the Code devoted to such serious crimes as kidnapping, hostage taking and abduction, Section 279.01 says:

> (1) Every person who recruits, transports, transfers, receives, holds, conceals or harbours a person, or exercises control, direction or influence over the movements of a person, for the purposes of exploiting them or facilitating their exploitation, is guilty of an indictable offence and liable.

Section 279.04 clarifies that a person exploits another person if:

> (1) . . . "they cause them to provide, or offer to provide, labour or a service by engaging in conduct that, in all the circumstances, could reasonably be expected to cause the other person to believe that their safety or the safety of a person known to them would be threatened if they failed to provide, or offer to provide, the labour or service.
>
> (2) In determining whether an accused exploits another person under subsection (1), the Court may consider among other factors, whether the accused:
>
> (a) Used or threatened to use force or another form of coercion.
>
> (b) Used deception.
>
> (c) Abused a position of trust, power or authority.

The Code also clarifies that:

- Consent is irrelevant in determining whether a violation has occurred [279.01 (2)].
- Knowingly receiving a material or financial benefit from trafficking is an offence.
- Canadians can be charged with trafficking offences committed in other countries, even if their activities could be legal under local laws.
- The punishment for trafficking: up to 14 years unless there are aggravating circumstances.[63] If a victim is under 18, the mandatory minimum sentence is 5 years, with a sentence of life imprisonment possible for traffickers who kidnap, commit an aggravated assault or sexual assault or case the victim's death.

62 This report describes Canadian law at the time of writing in June, 2014. Changes associated with the passage of Bill C-36, the Protection of Communities and Exploited Persons Act are noted in the footnotes.

63 Bill C-36 proposed a mandatory minimum sentence of four years for all human trafficking offences.

Making the laws work for trafficking victims

Canada has strong laws with tough penalties. Yet prosecutions have been few. Although counts vary, the RCMP's most recent report shows that, as of May 2014, 71 trafficking-specific cases had ended in convictions, with 124 individuals convicted of trafficking or trafficking related offences. Another 93 trafficking-specific cases are before the courts.[64]

Why so few convictions? During our consultations we heard three inter-related explanations.

Women don't come forward. Some may not recognize themselves as victims of a crime. Those trafficked by family members may see it as a natural extension of the abuse they have received all their lives. Those trafficked through seduction and deception may believe their trafficker is their boyfriend, even though the coercion is obvious to outsiders.

Others may still be under the trafficker's control. They may have an ongoing addiction. They may have criminal records, often for crimes compelled by the trafficker. Or they may not want their families to find out they have been involved in the sex industry.

Cases are difficult to prosecute. The Criminal Code's definition of exploitation depends on a victim showing she *believed, or a reasonable person would believe,* her safety or the safety of others was threatened.

That means cases almost always hinge upon the victim's testimony. However it is not easy for victims who are young, frightened, ambivalent, addicted or suffering the results of trauma to perform well in court. They may give muddled testimonies, contradict prior statements, or not show up at all. Faced with the prospect of unreliable witness – particularly in a relatively new area of law where they may have little experience, or may fear setting a bad precedent -- many prosecutors have shied away from prosecuting. This is particularly true in provinces were prosecutors are directed to approve charges where there is a "substantial likelihood of conviction."[65]

The legal process is demanding for both victims and prosecutors. A case can take over two years to prosecute. During that time police and Crown Attorneys need to stay in touch with victims to ensure they are safe and prepared to testify when their trial begins. Many police and prosecutors told us of the hundreds of hours needed to support a victim, and in some cases multiple victims, to prosecute a single case. They find themselves not only assembling evidence for the case, but also acting as social worker and trauma counselor – roles they may be ill-equipped to perform.

Victims, on the other hand, will be struggling to rebuild their lives. They may want to return to their home province, form new relationships and move on. For them, facing their trafficker and recounting their story once again can be a re-traumatizing experience.

Testifying against your "boyfriend"

The case of R vs. Nakpangi, Canada's first trafficking case, shows the challenges of prosecuting even the most self-evident cases.[66] Nakpangi sold two girls for sex: an 18-year-old coerced through violence and threats of violence, and a 14-year-old with Fetal Alcohol Syndrome who had grown up in various group homes.

After 2 ½ years of sexual exploitation, the older girl escaped, reported the crimes and helped police locate the younger girl. Nakpangi was sentenced to three years for trafficking the 18-year-old. But police did not lay trafficking charges for the 14-year-old, even though she handed Nakpangi over $60,000 earned selling sex in Mississauga's motel rooms. Why not? Because she insisted she was in love with her trafficker and had acted on her own accord. The recourse was to charge him with the lesser crime of living off the avails of prostitution.

64 RCMP Human Trafficking National Co-ordination Centre, *Fast Facts*, May 2014.
65 See, for example, BC Government, Ministry of Justice, "Data Definitions," http://www.ag.gov.bc.ca.
66 R v Nakpangi, [2008] OJ No 6022.

Giving victims a reason to come forward

Sex trafficking prosecutions will always be challenging. It is this very fact that makes sex trafficking a more attractive crime than, say drug or gun trafficking. However, there are reforms that might give trafficked women and girls a reason to come forward, and could help reduce the trauma associated with doing so.

> *"When a youth is raped and beaten at a 50-year old man's house, police look at the girl and say, 'Why were you dressed like that?' They should be asking, 'Why does a 50-year old man have a 14-year old at his house?'"*

Reduce the dependence on victim testimony

The UN's trafficking protocol does not depend on the victim's belief in her safety to define trafficking. Nor does it require judge or jurors to imagine what is a "reasonable" belief for a 13 year old with a history of abuse. We see no reason for Canada's laws to do so either.

Instead, we would like changes to the *Criminal Code* to focus on the trafficker's actions, not the victim's beliefs, history, behavior or ability to perform well in court. In particular, we would like to see:

- Amendments to Section 279.04 to remove the "safety clause".
- Amendments to Section 279.01 to clarify other factors that are irrelevant to a victim's consent, including 1) evidence of a victim's sexual history, 2) connection by blood or marriage to the defendant or other trafficker, 3) age of consent and 4) legal age of marriage.
- Amendments to either the definition of human trafficking (Section 279.01) or exploitation (Section 279.04) to include common human trafficking techniques, such as debt bondage, fraud or feigned affection, deception, financial harm, extortion and blackmail.

These changes would require law enforcement officers to have the resources and training to collect corroborating evidence, such as business records, receipts, email and text exchanges and eyewitness testimony. On the other hand, it could greatly diminish the resources required to support victims in the lead-up to the trial.

> *"A woman could have just been raped by a john and there she is: in the cell being re-victimized in the way she is put in the cell or the way she is searched. . . . They need to be asked questions like, 'Can I help you?'"*

Support victims throughout the legal process

We would like courts across Canada to adopt practices to support victims through the long and often traumatic court procedure. In Canada, advocates for victims of violence against women have paved the way, with mandatory training for police and justice services in most jurisdictions. We would like to ensure sex trafficking is part of the curriculum. We also want to ensure policies and protocols recognize the similarities between domestic violence and sex trafficking, where the psychological bonds between victims and perpetrators add many layers of complexity to prosecutions.

We can also learn from the many police forces that are already supporting trafficking victims: assigning officers to work with victims from the beginning to the end of the legal process; collaborating with local agencies; drawing upon testimony from trauma experts to bolster a victim's credibility; and permitting witnesses to testify via video from a separate room, away from the gaze of their trafficker and his friends.

> ***"We need to get rid of criminal records and get pardons so we can work."***

Recover assets from traffickers

International law requires Canada to take action to recover trafficking-related assets and create adequate powers to seize assets.[67] Canada has a national law on the proceeds of crime, focused particularly on international money laundering. These laws allow the Financial Transactions and Reports Analysis Centre of Canada (FINTRAC) to help detect, prevent and deter activities that are frequently used by traffickers. However, less than 5% of FINTRAC's criminal casework has been on human trafficking.

We see the potential for FINTRAC to help law enforcement "follow the money," overcome provincial jurisdictional challenges related to privacy, and help law enforcement and judges determine where trafficking has occurred.

Compensate victims for their losses

Money can't compensate for the harm done to a trafficked woman or girl, but it can help her build a stable and independent life and protect her from being re-trafficked. It can also give her a reason to come forward.

In Canada, responsibility for victims is divided between the federal government, provinces and territories. The Federal Government's Victims' Fund supports provincial and territorial programming, rather than individual crime victims. However, all Canadian provinces except Newfoundland and the Territories have some form of compensation programs for victims of violent or personal crimes.

Some provinces have begun to establish their own judicial actions to compensate sex trafficking victims. Manitoba has civil law provision that allows trafficking victims to sue a trafficker in tort for money damages (see page 62). Alberta has offered financial compensation or social assistance to trafficking victims. BC has given sex trafficking victims the right to health care. And Quebec provides compensation to victims of numerous sexual offences, although not specifically sex trafficking victims.

Some European countries have also moved to strengthen the remedies available to trafficking victims, with administrative actions funded by a collective victim's fund, or judicial actions funded by the seizure of a trafficker's assets.

Regardless of the form, the essential elements of any compensation system are simplicity and accessibility. Victims must be able to claim the full range of their losses: unpaid earnings, fees and fines, medical costs, legal fees, opportunities lost, and pain and suffering. For civil actions, there should be a generous statute of limitations to recognize the time victims may need to regain psychological stability before proceeding with a case.

67 United Nations Convention against Transnational Organized Crime, GA Res 55/25, 55th Session, Supp No 49, UN DOC A/Res/55/25 (2000) arts 12 – 14, Human Trafficking Protocol, art. 6/6.

Recognize when victims have been compelled to commit crimes

When women and girls are coerced into the sex industry, they are often coerced into committing crimes such as prostitution-related offences or drug trafficking.

We need to treat trafficked women and girls as victims of crime and victims of human rights violations. A recent directive from the European Union requires its member states to "take the necessary measures to ensure that competent national authorities are entitled not to prosecute or impose penalties on victims of sex trafficking for their involvement in criminal activities which they have been compelled to commit as a direct consequence of [their trafficking situation.][68] We would like Canada's law enforcement to embrace a similar approach.

Trafficked women who have *already* been charged and convicted under old prostitution laws or for other non-violent crimes need a streamlined way to clear their records. Until these convictions are cleared, trafficked women:

- Cannot qualify for compensation through civil forfeitures.
- Cannot volunteer in any organization working with children, youth, seniors or other vulnerable people.
- May be unable to work or be licensed to practice in certain fields.
- May have trouble renting an apartment, travelling or getting insurance.

As experiential women told us, it is hard enough to rebuild one's life after being trafficked. Doing so with a criminal record is almost impossible.

Increase police capacity to provide victim-centered services

Many of the reforms discussed in this section rely on an effective and well-equipped law enforcement system.

To ensure all police services have the capacity to identify, investigate and prosecute sex trafficking cases, we would like to see provincial Police Services Acts identify sex trafficking as a core police activity. The standards would include principles for police operations, standards and protocols for investigation sex trafficking cases and supporting victims. We would also recommend each province set mandatory training standards for all officers to ensure they are able to effectively identify and protect sex trafficking victims.

We have also witnessed the potential for collaboration among law enforcement agencies. Until recently, the RCMP posted regional human trafficking co-ordinators in each region, and heard local police services speak to the value of their services. Today, there are only two regional co-ordinators – one in Atlantic Canada and one in Quebec. We would like to see the return of regional co-ordination.

We have also seen strong inter-jurisdictional collaborations. For example, the Ontario Provincial Police have co-coordinated quarterly vice unit meetings to share learnings and innovative solutions to the complex problems associated with sex trafficking. Vice unit officers around the Greater Toronto Area also meet informally, building relationships that simplify inter-jurisdictional investigations.

68 EC, Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA [2011] OJ, L101/1 at art 8; see also Council of Europe, GRETA, Council of Europe Convention on Action against Trafficking in Human Beings, CETS No 197, (2005)(entered into force on 1 February 2008) art 26 (non-punishment for victim's involvement in compelled unlawful activities.)

"When I get a call from police, I ask,
'what brand of cigarettes does she smoke?' The pack I bring her could be

the first time she has gotten something she wants without being beaten."

Timea Nagy, Walk With Me

Peel Region Police Service: A Collaborative Approach

The biggest challenge facing trafficking prosecutions is finding victims willing to testify against their trafficker.

To build their trust, Peel Regional Police works closely with the Crown Attorney, Peel Victim/Witness Assistance Program (VWAP) and local agency Walk With Me to support victims throughout the legal process. Here are their keys to success:

- **Building relationships**. After the Pickton homicides, Peel police began to monitor 26 of the most vulnerable women in the local street-level sex industry - ready to start a search if one of these women is not heard from for 30 days. Police have also identified over 70 exploited youth through backpage.com. The result: women and girls know the police are there to support them, not arrest them.
- **Knowing what to look for**. All officers receive training from experiential women, so they can recognize trafficking when they respond to other calls. Vice Unit officers are trained to collect all corroborating details in a single interview, so they can bring credible testimony to court without re-victimizing victims with unnecessary interviews.
- **A Crown Attorney committed to prosecuting,** supported by the Victim/Witness Assistance Program. VWAP will work with victims from the very beginning, explaining the court process, helping them prepare to testify, and most important, staying in touch during the up to two year wait for a trial.
- **Doing whatever it takes.** Walk With Me can provide services beyond the scope of most victim assistance programs. They can show up at 3 am when the police call, stay at the hospital when a victim falls sick after making her statement, or driving a girl to her parent's home in Montreal.
- **A strong, consistent team.** Police, the Crown Attorney and victim services all try to assign officers who can stay with the case from beginning to end, and stay in touch with each other.

"We don't judge. *I never pretend to understand what their life has been like. But there are things I can do to help their life be different."*

Katie Tonetti, VWAP

"It's a challenge to get corroborating documentation. *Girls have been moved so often. They don't say, 'I was at the Comfort Inn at 123 Main Street'. They only know, 'I was at a hotel with a blue roof somewhere outside Toronto.'*

Jim Zucchero, Peel Regional Police

Protecting migrant women and girls

Section 118(1) of the *Immigration and Refugee Protection Act* (IRPA) prohibits knowingly organizing "the coming into Canada of one or more persons by means of abduction, fraud, deception or use of threat or force or coercion."

Penalties include fines of up to $1 Million or life imprisonment. Aggravating factors include bodily harm, death or endangerment; an association with organized crime; an attempt to make a profit; or subjecting a person to humiliating or degrading treatment.

There have been few human trafficking charges of any kind laid under the Immigration and Refugee Protection Act. However, at least 178 trafficking victims have used a provision in the Act to obtain Temporary Resident Permits (TRPs)[69]. Thesepermits provide trafficked individuals legal immigration status for 180 days, access to health care and the right to apply for a work permit. The TRPs are renewable at the discretion of the Citizenship and Immigration Officer assigned to the particular file.

Temporary Resident Permits can offer valuable protection to migrant women and girls, but their value has been weakened by the way they are administered.[70]

Too much depends on the officer in charge

Temporary Resident Permits are governed by guidelines, not statute. These guidelines do not have the full force of law, and leave important decisions to discretion of individual officers. The result is an inconsistent application of the guidelines.

Some applicants have been unable to gain timely interviews, or interviews at all, with Citizenship and Immigration Canada (CIC) officials – a growing problem with the closure of some CIC offices. Some are told their applications are "too late" – even though delays are caused by the reality of being trafficked. Some officers have interpreted the definition of trafficking narrowly, often discounting the power of psychological control.

There are disincentives to applying for TRPs

The TRP operational manual states that issuing a permit does not depend on the status of criminal investigations or the applicants' co-operation with police. However, the manual does require consultation with the RCMP or Canadian Border Services Agency before a TRP is issued.

In practice, TRPs are rarely issued unless a police investigation or prosecution is underway – a problem for trafficked people who believe talking to the police will put their lives, or the lives of their families and friends, at risk. Some trafficked women may be afraid to come forward at all, knowing they risk being deported if they are not deemed to be trafficked.

69 TRPs issued between 2006 – 2011. Information provided by Citizenship and Immigration Canada in February, 2013.

70 Much of this discussion is based on information provided by the Canadian Council for Refugees, or drawn from its web page, Temporary Resident Permit: Limits to Protection for Trafficked Persons, https://ccrweb.ca/en/trafficking/temporary-resident-permit-report

Some trafficked women can never receive TRPs

Under 2012 amendments to the Immigration and Refugee Protection Act, unsuccessful refugee claimants cannot apply for a TRP for 12 months following the claim's rejection or withdrawal. That means traffickers can extend control over their victims by forcing them to make a refugee claim and then withdraw it.

The 2012 amendments also bar TRP applications for at least 5 years for "designated foreign nationals," including people brought into the country by or for a criminal organization. In other words, a woman trafficked into the country by organized crime will be unable to take advantage of the one recourse designed to help her.

There are obstacles to building a life in Canada

The benefits of a TRP last for 180 days. After that, trafficked women are given few guarantees.

It costs $200 to apply for a new TRP - even though one of the hallmarks of a trafficked person is a lack of control over their own earnings. There is no guarantee she will be successful in securing ongoing protection, no guarantee of continued health care after the initial 180 days, no consistent provision for bringing family members into the country to help her, and no clarity about the conditions and time required before she can apply for permanent residence.

Other policies put migrant women at risk

Immigration policies that increase the overall vulnerability of women also increase their vulnerability to sex trafficking. For example, we heard stories of Live-in Caregivers unable to leave their exploitive employer because they relied on the employer's Record of Employment to qualify for permanent residency.

According to the Canadian Council of Refugees[71] a number of factors open the door to the abuse of non-permanent resident's rights and increased their vulnerability to sex trafficking. These include:

- Lack of permanent status: where workers' prospects of permanent residence in Canada depend on their employer.
- Closed work permits tied to a specific employer, giving workers few options if their employer is mistreating them.
- Living with the employer. Live-in Caregivers, for example, live in their employer's house or on their property, making them dependent on them for their home as well as for their job.
- Isolation among those who cannot speak English or French, are unfamiliar with Canada, do not know their rights, or who are physically isolated without the transportation to access services.
- An inaccessible complaints system, for all the reasons listed above, compounded by timelines that can mean migrants have left Canada long before the complaint has been resolved.
- Gaps between federal and provincial jurisdictions: The Canadian Foreign Worker Program is federally regulated, but labour standards are a provincial responsibility.
- Limited monitoring and enforcement of workplaces or conditions of employment and recruitment agencies. Employers rarely face serious consequences when rules are breached.

71 Canadian Council for Refugees, *Migrant Workers Provincial and federal report cards,* May 2013, 1, https://ccrweb.ca/files/migrant-worker-report-cards.pdf

Using technology to combat trafficking

We know the Internet, and the many communication devices that have emerged over the past ten years, are now the leading facilitators of sex trafficking.

Traffickers use social media sites to spot, lure and groom young girls they could never have reached before.[72] They use technological blackmail – the fear of public exposure – to control these same girls, with GPS-linked cell phones to monitor their every move. And they of course use online advertising sites to market them, and text and photo messaging to reach repeat customers, co-ordinate meeting points, and maintain constant communication with the victims.

Technological change has also introduced new ways to hide financial transactions. Traffickers have transferred payments for underage girls through gaming systems such as Xbox Live.[73] They can use PayPal and Bitcoin to exchange payments and services,[74] or process transactions through "legitimate" businesses such as massage parlours or escort services without explicit identification.

Finally, traffickers and buyers learn about trafficking techniques via the Internet, and create online networks to facilitate communication. However, cell phones and particularly prepaid phones, are now the trafficker's "technology of choice" to co-ordinate the transit, housing and control of trafficked women and girls. Notably one US study showed 19% of phone numbers associated with online sex classified sites were from a company offering pre-paid phone services that required no identification or credit card to purchase.

Using technology to fight back

Regulation of the Internet is a thorny topic, where legitimate concerns for civil liberties vie with efforts to prevent trafficking, identify and prosecute traffickers and reduce the demand that fuels trafficking.

There is no specific Canadian legislation regulating the Internet. However, there are opportunities under existing laws to use technology to combat trafficking.

- Tracking the traffickers. Traffickers leave traces whenever they use online communication tools. It is now easier to track credit card transactions, mobile phone calls, GPS patterns, plane tickets, apartment rentals, advertisements and on-line sales.[75] Forensic examiners can recover digital evidence from computers and other electronic devices. Officers can monitor a suspect's online activities, place decoy ads or respond to real online ads.[76]
- Mining data. Basic data-mining techniques such as automated data collection, natural language processing and digital mapping can allow investigators to respond to potential cases more efficiently.[77] For example, automated data collection can identify online ads that appear to feature underage victims, narrowing the pool of online ads that merit further investigation.[78] Microsoft has developed PhotoDNA that can match photos of trafficking victims with photos of missing children and pornographic images.
- Microsoft donated its PhotoDNA technology to those fighting online child pornography. It has also funded research grants to study how technology affects trafficking, particularly for the sexual exploitation of children in the US. The results are expected shortly.

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72 M. Latonero, *Human Trafficking Online: The Role of Social Networking Sites and Online Classifieds*, USC Annenberg School for Communications & Journalism, September 2011.
73 *Latonero, 8.*
74 Microsoft, *Human Trafficking and Technology: A framework for understanding the role of technology in the commercial sexual exploitation of children in the U.S.*, 2011, http://research.microsoft.com/en-us/collaboration/focus/education/htframework-2011.pdf
75 Microsoft, *Human Trafficking and Technology*, 6-8.
76 National Institute of Justice, *National Overview of Prostitution and Sex Trafficking Demand Reduction Efforts*, 2012, 22, https://www.ncjrs.gov/pdffiles1/nij/grants/238796.pdf.
77 Latonero, *Human Trafficking Online*, 29.
78 Latonero, *Human Trafficking Online*, 29.

- Global mapping makes it possible to map the location of individuals mentioned in the online ads.[79] In April 2013, Google launched its Google Global Human Trafficking Hotline Network, which covers the US, Europe and Asia. Every time the network receives a call, data provided by the caller and the caller's location is logged and analyzed. As the network builds information, it will reveal trafficking locations and patterns, which will be shared with law enforcement through three designated nongovernmental organizations.

The potential for success

For many, tackling Internet trafficking can seem overwhelming. So the experience with another crime – child pornography – can be instructive.

In 2011 the US Treasury Department's Office of Terrorist Financing and Financial Crimes reported that commercial child pornography had dropped to "effectively zero" from a multi-billion dollar industry six years earlier.[80]

This dramatic change was attributed to the work of the Financial Coalition Against Child Pornography, a coalition of 35 financial and credit card companies, including MasterCard, Visa and American Express that worked with law enforcement efforts to shut down payment for child pornography. (The bad news is that the non-commercial distribution of child pornography reportedly "exploded" during the same period.[81] It is hard to imagine that trafficking, which is motivated solely by the profit motive, would be replaced by non-commercial activities.)

This experience suggests law enforcement, working in concert with the corporate sector, can have an impact. However, success depends on clear objectives and the resources to pro-actively reach these objectives.

79 Latonero, *Human Trafficking Online*, 30.
80 Ernie Allen, Testimony to the Committee on Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States, 4 January 2004, http://www.missingkids.com/Testimony/01-04-12.
81 Testimony of Ernie Allen



photo: Christina Gapic

Creating a **trafficking-proof child welfare system**

"I went into a group home and was abandoned"

"All youth really want is to fit in somewhere. It's just innate in us. If we are not meeting that need as a society, then predatory men will.

In my experience, I went into a group home and was abandoned. It was fend for yourself. There were older men who recognized that in me, and took advantage of that and exploited that desire for their own sexual gain.

Predators know that kids in care aren't that well looked after. They don't have a high level of oversight, and they know how to exploit that."

Trish Baptie,
Citizen journalist, Activist and founder of Honour Consulting and EVE
(formerly Exploited Voices now Educating)

The RCMP,[82] the service providers and experiential women we consulted, the US State Department[83] and other US reports,[84] told us that young people in the child welfare system are particularly vulnerable to sex trafficking. We heard about traffickers hanging around group homes, or enlisting girls living in group homes to recruit others on their behalf; girls picked up by traffickers after they ran away from care; and young women adrift without resources after they "graduated" from care at age 16, 18 or 19. And agencies we surveyed estimated 51% of trafficked girls they served in 2012 were or had been involved with child welfare.[85]

We believe Canada's provincial child welfare systems needs to take responsibility for preventing sex trafficking among the children and youth it was created to protect. Here are some of the reforms that would help "traffic-proof" child welfare systems.

Increase the age for protective care

If the Task Force had only one recommendation for Canada's child welfare systems it would be this: raise the maximum age for protective care in every province and territory.

In Canada, only six provinces and territories offer protection to youth up to 18 or 19 years of age. The remaining seven provinces and territories can cut off supports at age 16. That means girls in these provinces aged 16 to 18 continue to be at risk of exploitation.

Adopt provincial legislation on sexual exploitation

In Canada, Manitoba and Alberta have developed legislation to address child sexual exploitation. We believe Manitoba's legislation in particular should be emulated in other provinces.

Manitoba's *Child Exploitation and Human Trafficking Act* (2012)[86] is one part of Manitoba's wrap-around strategy to end sexual exploitation. The Act is the only provincial legislation in Canada to:

- Reflect front-line experience by specifically naming "the repeated provision of a controlled substance (ex: drugs/inhalants/alcohol)" as one of the means of recruiting and controlling trafficked persons.
- Allow victims to sue their trafficker for money damages. The burden of proof in these cases is lower than in criminal cases, requiring only a "preponderance" of the evidence rather than "proof beyond a reasonable doubt." Once the victim's claims have been proven, courts can award the victim money damages, order the defendant to account for any profits from trafficking the victim, or issue an injunction.

The Act also includes several victim-focused provisions, including access to renewable protection orders to keep traffickers away from their victims and others named in the order.

82 RCMP, *Domestic Human Trafficking,* 19, 21, 41.
83 Douglas Quan, "Canada needs to do more to help victims of human trafficking: US report," *National Post,* June 21, 2014. http://news.nationalpost.com/2014/06/21/canada-needs-to-do-more-to-help-victims-of-human-trafficking-u-s-report/
84 Alliance to End Slavery & Trafficking, Letter of Support for Senate: "Strengthening Child Welfare Response to Trafficking of 2013", March 26, 2014, http://endslaveryandtrafficking.org/research_resources/letter-support-senate-"strengthening-child-welfare-response-trafficking-2013"
85 Task Force on Trafficking of Women and Girls in Canada. Online Agency Survey on Service Provision for Trafficked or Sexually Exploited Women and Girls, presentation to Task Force on Trafficking of Women and Girls in Canada, November 1, 2013.
86 Manitoba Justice, *The Child Sexual Exploitation and Human Trafficking Act*, http://www.gov.mb.ca/justice/csehtact.html .

Alberta's *Protection of Sexually Exploited Children Act* (2000)[87] is designed to protect children under 18 involved in prostitution, some of whom may have been trafficked.

The Act authorizes an officer of the Director of Protection of Children Involved in Prostitution to apply for a protective court order to apprehend a child, return her to a parent, or detain her in a safe house for up to five days for assessment and counseling. If the child's life or safety is in imminent danger, she may be detained without a court order.

After the initial five days detention, the Director can apply for a maximum confinement of up to 21 days if the Director is "of the opinion that the child would benefit from a further period of confinement." The child may also be detained voluntarily for up to six months to receive services if the Director agrees she is in need of protection.

The Act has a number of strengths. It clearly identifies children as victims rather than delinquents or criminals who "chose" their lives. It offers wrap-around services not available in many other provinces. And protections against a Director's abuse of power are embedded in the Act. However, some people continue to be concerned that children can be detained without a warrant (although the Act has been upheld by Alberta's courts). They are also concerned the over-representation of detained Indigenous girls could replicate some of the harms of the residential school experience.

Increased accountability of child welfare agencies

We were inspired by a United States bill, the *Strengthening Child Welfare Response to Trafficking Act,* now under consideration. The bill would require the Department of Health and Human Services (HHS) to develop and publish guidelines to help child welfare agencies develop service delivery strategies, training materials, protocols for cross-system collaboration, best practices on residential placement and documentation and data collection. The HHS would report on prevalence data and trends and propose ongoing methods of supporting and monitoring the efforts of local child welfare agencies to prevent and respond to trafficking.[88]

We would like to see each province establishes similar guidelines, backed by a requirement that all Children's Aid Societies report annually on their current and planned efforts to address trafficking and commercial sexual exploitation of children in care.

Improved risk assessment

Accountability depends on a risk assessment tool for children and youth entering the child welfare system. In the US, the HHS recommends the use of universal, valid and reliable screening for trauma history and/or symptoms as well as assessment of social-emotional functioning for children and youth who come into contact with the child welfare system.[89]

There are many US screening tools available, along with guidance on interviewing children, including children who do not speak English, and on rapid screening tools for child trafficking, organized around the Palermo protocol definitions of act, means and purpose.[90] There is also research on best practices for addressing challenges associated with trafficked minors.[91]

The US experience is not identical to Canada's, with far less emphasis on Indigenous children and youth than is warranted in Canada. Nonetheless, it offers important research and resources to provinces seeking to "traffic-proof" their child welfare system.

87 Province of Alberta, *Protection of Sexually Exploited Children Act,* http://www.qp.alberta.ca/documents/Acts/P30P3.pdf.
88 Alliance to End Slavery & Trafficking, Letter of Support, 1.
89 US Department of Health and Human Services Administration for Children, Youth and Families (ACYF), *Guidance to States and Services on Addressing Human Trafficking of Children and Youth in the United States*, 2013, 8 & 9.
90 Centre for the Human Rights of Children, Loyala University Chicago et al, *Building a Child Welfare Response to Child Trafficking*, 2011, 39 – 56.
91 See, for example, *Outcomes of the Proceedings of the National Conference on Child Trafficking and Exploitation in the US*, Summer 2011.

"There are predators waiting outside CAS [child welfare] facilities. What are the workers doing inside? Why aren't they aware of the drug use going on inside?"

Manitoba StreetReach's focus on high-risk youth

StreetReach is a partnership between child welfare, police and 22 support organizations to assist children and youth at the ***highest risk*** of sex trafficking. The initiative operates in Winnipeg and Thompson Manitoba, and is funded through Tracia's Trust.

The team uses an assessment tool that weights indicators gleaned from police and child welfare records such as a history of running away, previous incidents of victimization, alcohol or drug abuse and mental health issues. For example, on June 26, 2014, Winnipeg Police reported 56 children were missing. Of these, 12 were deemed high risk and another 30 were "on assessment." Police will make a concerted effort to find missing high-risk children and youth. Once found, they will be assigned a detective with the aim of developing a continuing and trusting relationship.

In 2013, the initiative located and returned 234 children to residential placement.

"We need to treat our foster parents better. *We need to value them so that they value our children."*

Extend supports to help youth transition into adulthood

The challenges facing youth in care do not end when they leave it.

According to a 2012 report from Ontario's Provincial Advocate, youth leaving care have lower high school graduation rates, higher unemployment rates, increased welfare dependency, and greater criminal involvement, homelessness, and mental health challenges than other youth.[92] Every one of these challenges increases vulnerability to sex trafficking or the possibility of resorting to survival sex.

Provisions for extending care also vary from province to province (see table next page). However, few provinces offer the level of support available to most other Canadian youth, where 59.3% of youth aged 20 to 24 live with their parents[93], and 60% of young adults continue to receive financial assistance from their parents, many of them after graduating.[94]

The Ontario Provincial Advocate has made the financial case for extending the age of extended care in Ontario to 25. The Task Force believes this extension would be an important contribution to the battle against sex trafficking.

"We abandon kids far too young in the name of choice. *. . . We need to let them know they are not bad. We need to give them tools to deal with the abuse they have suffered or have seen. No one gave me tools to stand up to the men that were grooming me."*

92 Provincial Advocate for Children and Youth, *25 is the New 21: The costs and benefits of providing extended care & maintenance to Ontario youth in care until age 25*, 17 – 21.
93 Statistics Canada, "Living Arrangements of young adults aged 20 to 29," undated, http://www12.statcan.gc.ca/census-recensement/2011/as-sa/98-312-x/98-312-x2011003_3-eng.cfm .
94 Adam Davidson, "It's Official: The Boomerang Kids Won't Leave," *New York Times*, June 20, 2014. http://www.nytimes.com/2014/06/22/magazine/its-official-the-boomerang-kids-wont-leave.html .

"As soon as you turn 18 all your support is taken away and they tell you 'If you have any more problems you can go get welfare.'"

PROTECTIVE AGE AND OPPORTUNITIES FOR EXTENDED CARE[95]

PROVINCE	Age of Child for Protective Purposes[96]	Maximum Age for Extended Care Maintenance	CONDITIONS FOR EXTENDED CARE
Newfoundland	16	21	Extension to age 21 or completion of school, whichever comes first.
PEI	16/18[97]	21	Attending an approved education, training, or rehabilitation program, or mentally incompetent.
Nova Scotia	16	21	Pursuing an education program or is disabled.
New Brunswick	16	24	Enrolled in an educational program or not self-sufficient due to a physical, mental, or emotional disability.
Quebec	18	21	No conditions given. Foster care may be extended past age 18 to age 21.
Ontario	16	21	No conditions given. A youth who is a Crown Ward or under customary care who turns 18 may receive support and services under an Extended Care and Maintenance Agreement until age 21.
Manitoba	18	21	To assist in the transition to independence (usually completion of high school or a treatment program).
Saskatchewan	16	21	Continuing an educational program or has a mental or physical disability or impairment.
Alberta	18	22	No conditions given. A youth turning 18 who is the subject of a family enhancement agreement, a custody agreement, a temporary guardianship order, or a permanent guardianship agreement or order may receive financial assistance and services until age 22 under a Support and Financial Assistance Agreement.
British Columbia	19	24	Has significant adverse conditions (substance abuse, behavioural or mental disorder, experienced sexual exploitation). The total term of all agreements may not exceed 24 months.
Yukon	19	24	No conditions. A current or former youth in permanent care may receive transitional support services from age 19 until reaching age 24.
Northwest Territories	16	19	No conditions given. Agreements and orders can be extended from the youth's 16th to 19th birthday.
Nunuvut	16	19	No conditions given. A permanent order can be extended from the youth's 16th to 19th birthday.

"Child welfare needs to raise the age [for service eligibility]. At 16, what do you know? I'm so sick of hearing that at 18 you're an adult. It's at 18 that you make the biggest mistakes."

95 Provincial Advocate for Children and Youth, 25 is the New 21, 28.
96 Canadian Child Welfare Research Portal, "FAQ," 2011, http://cwrp.ca/faqs#Q2.
97 Services in PEI generally end at 18, but may be terminated at age 16 by the Court's judgment. The child in care may also request termination. Government ofPrince Edward Island, Child Protection Act, 2012, http://www.gov.pe.ca/law/statutes/pdf/c-05_1.pdf .

Using municipal regulation to protect trafficked women

Escort services, massage or body rub parlours, strip clubs and other adult entertainment establishments are all potential venues for trafficking. And it is up to municipal governments to regulate these businesses.

To learn more about the impact of municipal by-laws and practices on trafficking, we looked at ten cities: Vancouver, Edmonton, Fort McMurray, Winnipeg, Toronto, Mississauga, Brampton, Windsor, Montreal and Halifax. Our findings are included in Appendix B.

We discovered municipalities used a very wide range of regulatory tools: issuing permits and licenses (often for very high fees) for both business owners and individuals working in those businesses, zoning, public order by-laws, occupancy certificates – or no regulation at all. Their definitions of permitted uses and their approaches to enforcement also varied widely.

This review raised a number of questions for the Task Force.

What is the purpose of the regulation?

In most cases the aim appears to be mitigating public nuisance. We believe a more helpful approach would be to start with the safety and health of the women and girls in these establishments, and ensuring that no-one is forced to be there.

For example, we note some municipalities have relegated sex businesses to industrial areas where they will not disturb homeowners. However, these locations also isolate girls and women, making them vulnerable to attacks both on and off the premises. We also note some municipalities will highly regulate massage parlours but ignore escort services, although both are venues used by traffickers.

Some municipalities have licensed individuals employed in the sex industry with the express purpose of offering them health and safety information. However, high licensing fees have prompted some women to call the municipality "the largest pimp."

Do municipalities have the resources for enforcement?

Some municipalities have well-developed protocols where by-law enforcement officers work with police to monitor the sex industry. However, in many other cases, there are not enough staff to do much more than respond to complaints.

How can we ensure good practices across municipalities?

The current patchwork of regulation can lead to wide variations in practice, even within the same region. Montreal, for example, has 19 *arrondisements* or boroughs, each responsible for its own zoning and public order bylaws.

Land use will continue to be a municipal responsibility. We note, however, that provincial governments typically regulate other "vice" industries such as alcohol and gaming, even if land use and enforcement are local responsibilities.

Provinces can direct municipalities to ensure their bylaws faithfully follow Canada's *Criminal Code* provisions regarding prostitution. They can also establish a written framework for the licensing and regulation of commercial establishments known to offer sexual services, such as massage and body rub parlours.

Using prostitution laws to advance women's equity

Not all prostitution is trafficking. However, all sex trafficking intersects with the world of prostitution, with the same activities, same venues and most importantly, the same buyers.

Until recently, sex trafficking cases have often been prosecuted under the *Criminal Code's* prostitution laws. These laws included owning, managing, leasing, occupying or being found in a bawdy house (s. 210); transporting anyone to a bawdy house (s. 211); procuring someone for prostitution (s.212(1)); living off the avails of prostitution (s. 212(1)(j)); paying for sex with anyone under 18 (s.212(4)); and communicating in public for the purposes of prostitution (s. 213). These crimes carry lower penalties, but have been seen by many law enforcement officials as easier to prove and prosecute.

In December, 2013 the Supreme Court of Canada ruled the *Criminal Code's* bawdy house, living off the avails and communicating provisions violated the Charter of Rights and Freedoms. It gave the Government of Canada one year to introduce new legislation.

In June, 2014 as this report was being written, the Federal Government introduced Bill C-36, the *Protection of Communities and Exploited Persons Act.* This bill introduces new prostitution legislation. It also introduces new trafficking provisions, including increased penalties for traffickers, an expanded definition of a "weapon" and new laws against the destruction of documents.

By the time this report is published, Bill C-36, or an amended version of the legislation, is expected to have been passed by Parliament. We have therefore chosen not to comment on the specifics of the legislation, but instead convey the findings of our consultations.

Why the Supreme Court decision doesn't help Canada's poorest women

The Supreme Court of Canada struck down Canada's prostitution laws because they prevented women from protecting themselves.

Some women in the sex industry see these changes as a victory, opening up new opportunities to work indoors -- either in their own home or another fixed location -- to hire drivers, managers or bodyguards, or to screen clients.

However, these changes will not help the trafficked women we met, or the most marginalized women – many of whom were trafficked as girls – now engaged in survival sex.

The stark reality is this:

Fourteen-year-old girls do not hire their own staff. Women who live on the street have no homes to take clients to. Those with active addictions are unemployable in regulated establishments. Many actually feel safer on the streets; it is indoors that women are killed.

"It's the exact opposite of empowerment"

"There are these extreme ideas about trafficking – either a girl gets kidnapped or she's acting of her own free will.

More often, it's like what happened to me.

When I was growing up, I was always really uncomfortable. There were the eating disorders, the self-harm, the addictions. I just fell through the cracks at school.

So when I met this guy, he basically had me from the get go. He was persuasive. He made me feel he loved me. We were going to make money so we could build this life together. I didn't want to lose him. I'd already dropped all my friends, and was separated from my family.

He suggested I start working at this massage parlour. It's legal, so a lot of guys get their girls to work there. My boyfriend had a seasonal job in the oil field, but was in a gang – guns and drug trafficking and all that kind of stuff. He had me selling drugs for him. They had it set up so the girl took the fall for everything.

Then he brought me to Toronto. I started with an escort agency. It got really bad. I had been drinking before, but by now I had gotten into the hard stuff. I was passing out at clients' houses. I didn't know anyone in the city. I tried to commit suicide several times because I couldn't see a way out – that's the truth of it.

And then, I had the grace to get out. But so many other girls are stuck until they overdose or their pimp kills them.

I met a lot of women and not one of them chose to be there

I have a really hard time buying into the "it's my right as a woman to sell sex" thing. People think it's an empowering thing. It's just not. I would love for people to think about doing what I did for four years, I felt I had nothing left. I was just empty. I was really sick physically and mentally. As for the other girls I met, they would be covering up their bruises and getting high at 10 in the morning.

Think about it. No one chooses that. At some point it seemed like a viable option, and that's why they're doing it. It's the exact opposite of empowerment.

Some people say legalization deals with the issues. That's not true. It's so easy these days to track down girls with low self-esteem or who are separated from their parents – they're easy pickings. It's a big thing we're up against."

Rachel Taylor has asked us not to use her real name or photo.
She has recently applied to university and plans to return to western Canada.

Putting the needs of the most marginalized first

When we asked experiential women what changes they would make to the legal system, we heard the same message over and over:

> "We need to criminalize the demand and decriminalize the sold."
>
> "People need to stick together and hold these men accountable. If that doesn't change, there's no point in talking."

Experiential women told us trafficking would end only when it ceased to be profitable. Traffickers are not frightened by legal sanctions. They know that, unlike the traffic in drugs or guns, sex trafficking leaves little physical evidence. Prosecutions that depend on the testimony of a victim merely give traffickers an incentive to further terrorize the women and girls under their control.

Buyers, on the other hand, *are* deterred by legal sanctions or the risk of public exposure. Stop them from buying, we were told, and trafficking will end.

The best approach for marginalized women

To seek out an approach that would best serve the experiential women the Task Force met, we looked at the prostitution laws in 12 countries: Australia (including some specific state laws), Denmark, Finland, France, Germany, Iceland, Norway, Netherlands, New Zealand, Sweden, the UK and the US (including some specific state laws).[98]

This survey revealed a wide range of approaches that:

- Criminalize all aspects of prostitution, such as those in California and most US states.
- Permit prostitution but seek to control its impact on public order and safety, as the UK does.
- Legalize prostitution and seek to regulate it through health, welfare, labour, and other legislation, as the Netherlands does.
- Decriminalize prostitutes but criminalize buyers and procurers, as Sweden does.
- Decriminalize all activities related to prostitution, with only local regulation of brothels, zoning, licensing and advertising, as New Zealand does.

Each of these approaches has merits and weaknesses. However, the legal framework that the Task Force believes offers the best model – the one most likely to protect the women we have met – comes from Sweden.

Sweden's *Prohibiting the Purchase of Sexual Services Act* (1999) is part of a larger legislative agenda on violence against women, following upon *The Violence Against Women Act* passed in 1998.

The law makes it legal to sell sex, but illegal to purchase it. In other words, the law affirms that women and others in prostitution have the right to live their lives, free from the harms of prostitution, and free from the harms of arrest, detainment and punishment.

Sex buyers, on the other hand, are held accountable for their actions. The law provides for fines or up to one years' imprisonment for those who purchase or attempt to purchase sexual services. Since 1999, there have been 5,452 arrests and 1,958 convictions for purchasing sexual services, and another 1,178 arrests and 154 convictions on the more serious charge of purchasing a sexual act from a child under 18 years of age. During the same period there were 320 arrests for sex trafficking.[99]

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98 For more information see Nicole Barrett and Margaret Shaw's *Laws to Combat Sex Trafficking,* An Overview of International, National, Provincial and Municipal Laws and their Enforcement, commissioned by the Task Force on Trafficking of Women and Girls in Canada, September 2013, Updated in December 2013.

99 Gunilla S. Ekberg, *Prostitution and Human Trafficking: An International Human Rights Perspective*, presentation to the Canadian Women's Foundation, May 2014.

The Task Force was drawn to Sweden's experience for three reasons:

The law is framed by a gender equity agenda

Support for this law was advanced by a grassroots Swedish feminist movement. These feminists saw prostitution as deeply rooted in the power differential between men and women – the place where women were seen as commodities for men's use – and particularly between middle-class buyers and poor, racially or ethnically marginalized girls and women.

Their aim was to assert the internationally accepted principles of human rights: the dignity and worth of the human person and the equal rights of men and women. In particular, they wanted to assert the rights of women to control their own bodies, free from the harms of exploitation. After a breakthrough election, where women formed 41% of parliament, these advocates saw these principles turned into laws.

The law recognizes the violence in prostitution

All of the experiential women the Task Force met had experienced violence from their clients. As one experiential woman said, "These guys are not here for vanilla sex."

Women in the sex industry are forty times as likely as the average Canadian women to fall victim of murder[100] and a majority of women have experienced sexual, physical and emotional violence prior to entering the sex industry.[101]

Swedish feminists recognized this violence is not simply an unfortunate by-product of prostitution. Instead, it is the logical extension of treating women as objects purchased for one's own use.

Sweden's success has created a platform for other countries to build on

An evaluation by the Swedish Justice Chancellor has found that street prostitution had been halved since the introduction of the legislation, with no increase in indoor prostitution. Police have confirmed that criminal activity and trafficking have not increased. Over 70% of the Swedish population are in favour of the legislation, and surveys report a drop in the number of men saying they had purchased sex from 13.6% in 1996 to 7.9% in 2008.[102]

The Task Force does not believe the Swedish law is perfect. Although there is no evidence that prostitution has been driven underground, the impact on indoor prostitution, or on the potential displacement of prostitution to neighbouring countries, has never been fully assessed. Some social service and health outreach workers have reported difficulties maintaining contact with their clients, and some police have found the penalties "toothless."[103]

Nonetheless, Sweden's success has been sufficient to encourage Norway, Iceland, and more recently Ireland, to adopt key elements of the legislation. In February, 2014, the European Parliament called on EU countries to reduce the demand for prostitution by "punishing the clients, not the prostitutes." It also called on the entire EU to make buying sexual services from anyone under age 21 a criminal offence.[104]

The investigations of these nations are no substitute for the hard work towards a "made-in-Canada" law. They do, however, provide a platform on which Canada can build.

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100 Fraser Committee, 1985, cited in Ekberg, *Prostitution and Human Trafficking,* presentation.
101 Farley et al, 2003, Hedin & Månsson, 1998 + multiple international studies, cited in Ekberg, Prostitution and HumanTrafficking, presentation.
102 Ekberg, *Prostitution and Human Trafficking,* presentation.
103 Barrett and Shaw, *Laws to Combat Sex Trafficking,* 19.
104 European Parliament, "Punish the client, not the prostitute," *Newsroom,* February 26, 2014, http://www.europarl.europa.eu/news/en/news-room/content/20140221IPR36644/html/Punish-the-client-not-the-prostitute

It's more than just the law

As Chapter 4's overview of the Swedish model attests, Sweden's success does not depend on the law alone. It relies on a comprehensive commitment to gender equity: a comprehensive public education plan, starting at school age; fully-funded wrap-around services for those wishing to leave the sex industry; and other programs that promote gender equality, from parental leave to supports for female entrepreneurs.

The Task Force believes that marginalized women are best served when selling sex is decriminalized, while sex buyers are held accountable. However, our support for this model is conditional upon a significant public investment in gender equity.

Unless Canadians support the intention behind the law, illegal acts could simply be driven underground. Our governments, supported by civil society organizations, must commit to gender equity education at every level, and to Canada-wide public awareness initiatives.

If our governments are unwilling to invest in jobs, training, affordable housing, counseling and other supports, then adopting the Swedish model could make women worse off, not better. They would see their livelihoods injured, with no realistic alternative to turn to.

These are the topics of the following chapters.

Prostitution laws are not the only way to cut demand

Here are some other approaches used under existing Canadian and US laws:

- Auto seizures, with fines up to $2000 for retrieval.
- Cameras, used to discourage sex buyers or to provide evidence against them.
- Community service hours as part of a diversionary procedure or sentence.
- John schools as part of a diversionary procedure.
- "Dear John" letters, sent by police to homes of sex buyers.
- License suspensions where sex was solicited from a vehicle.
- Neighborhood action such as police tips, citizen patrols and billboard campaigns.
- Public education about the impact of sexual exploitation.
- Reverse stings, where female police officers pose as women engaged in prostitution.
- Web stings, where police post online decoy ads or female police decoys respond to online ads placed by johns.
- Shaming, including publicizing the identities of arrested johns through news outlets, police websites and/or billboards.
- SOAP orders ("Stay Out of Areas with Prostitution"), which prohibit or restrict arrested sex buyers from being in areas known for prostitution.[105]

105 Demandforum.net lists 256 demand reduction programs and NGOs in 112 U.S. cities and counties, available at http://www.demandforum.net/wp-content/uploads/2012/01/Organization-List-Demand-03-22-13.pdf.



"Our job is to walk with them, not take them for a walk"

"It's such a challenge to help a woman move from victim to survivor, and move from her "old normal" to a healthy life.

It takes a lot of conversations, and a lot of work. But mainly it's walking with them on their journey - not telling them what to do and how to do it.

I think that what most helps women coming out of trafficking is consistency. Most of them have never had that in their entire life . . . somebody who will consistently answer the phone when they need help.

Some agencies have policies: miss three appointments and they close the files. That doesn't work. I tell girls I will wait for you. I will answer your texts. I will be here no matter what you did or what you didn't do.

And eventually, they will know: they are better off without their trafficker."

Timea Nagy,
Founder and Executive Director, Walk with Me
Task Force Member

photo: Christina Gapic

6 Supports for **women and girls**

When we asked service providers and experiential women what services would help end trafficking, they told us, "Remember the root causes:" inequality, poverty, the hyper-sexualization of girls, racism, intergenerational trauma and marginalization. Many called for Canada-wide programs such as a Guaranteed Annual Income or a National Affordable Housing Strategy and provincial initiatives such as an increased minimum wage, social assistance reform and increased access to child care.

We applaud organizations, including the Canadian Women's Foundation, which are working to address these root causes. In this report, however, we have focused our attention on supports that are specific to trafficked women and girls.

In this chapter, we look at:

- The principles that must inform all services for trafficked women and girls.
- The most-needed services, as identified through our online survey of service providers.
- The elements of a first-response strategy.
- The elements of a service network to rebuild lives.

> ***"We are at a critical moment."***
>
> Report from the National Roundtable on Service Delivery for Trafficked Women and Girls in Canada, September 18, 2013.

Throughout this section, we have profiled organizations and initiatives that inspired us. Those of us that work in the service sector know that few initiatives – including many of the ones profiled here - benefit from the rigorous long term evaluations that would allow us to identify them as best practices. We hope, however that these fresh - in some cases one-of-a-kind – approaches will demonstrate what is possible, and spark innovation among other service providers.

Our recommendations for services begin on page 125.

Two other Task Force publications that informed our recommendations are on the Canadian Women's Foundation website:

> *"We need to find our voices and say,* ***'NO MORE.'"***
>
> Report from the National Experiential Women's Roundtable, December 5 & 6, 2013

The principles

When we talked to experiential women and service providers themselves, they told us "It's not just what you do. It's how you do it." Here are some of the principles we heard that should inform all services to trafficked women and girls.

Put experiential women at the centre

Both service providers and experiential women were agreed: "putting experiential women at the centre" means more than offering client-centred services. It means recognizing that experiential women are the experts who must inform and sometimes lead the development, delivery and evaluation of all services.

Experiential women bring strengths that are not available in any other way. For service organizations, they can pinpoint unmet needs and inform practices. In some cases, that means spotting the seemingly insignificant details that can make the difference between helping and harming. For trafficked women and girls, they can bring hope, trustworthiness and unconditional care of someone who has "been there." For the public, they bring the credibility that compels action.

In Canada, experiential women are involved in:

- Facilitating and leading programs, as they do in Ndinawe's Alumnae Group (profiled on page 98).
- Offering training and peer support, as they do at Les Survivantes (profiled on page 86).
- Participating in community-led advocacy and service delivery, as they do at CEASE (profiled on page 98).
- Participating in consultations – and following up on the outcomes – as they did for this Task Force (profiled on page77).
- Founding and leading service organizations as Timea Nagy has done (quoted on page 72).

> *"I want to see survivors in administration - in management. Not a token survivor - someone who has progressed and is now the boss."*

"Get survivors in schools, in hospitals, and in the courts.
If there is a system interacting with a vulnerable young person, then survivors need to be accessible."

Not simply opening the door

Involving experiential women requires more than good intentions. It can require organizations to rethink their practices, and tackle some complex questions.

Here are some of the questions raised during our consultations.[106]

Experiential women as employees and peer support workers:

- How do you recognize the expertise gained through lived experience in service organizations that typically hire based on academic credentials and work experience?
- How do you ensure both colleagues and clients recognize peer support workers as professionals? How do peer relationships intersect with organizational policies on provider/client boundaries, confidentiality and duty to report?
- How do you protect the health and wellbeing of experiential employees? Experiential women are typically hired by social services where their insight is valued. However the work itself can be triggering for those still struggling with their own trauma. Some may feel a strong desire to prove they can do the work, but in fact may need support themselves.
- How do you invest in the growth and development of experiential women?

"I've seen experiential women offer up their experience, unpaid, only to be replaced by a social worker when the position was funded."

"Keep us in the loop.
I've taken part in so many focus groups. The people have taken the notes disappear and you never hear back."

106 These questions are not unique to services for trafficked women and girls. Mental health, addictions, housing, health and women's organizations have all striven to include clients, residents and consumers in decisions, and have experience to share in answering these questions.

"People say, 'Come for your story, and we'll give you an honorarium.' And then next time they come by and say we want someone else because we've already heard your story.

It's very similar to being on the street.

A guy drives by and you wave and he says, 'Do you know a friend? Because I've already had you.'"

As spokespersons and trainers:

- How do you ensure experiential women are valued beyond "their story?" Some organizations are eager for experiential women to re-tell stories from their pasts – the more horrific the better - but are less interested in hearing their recommendations for change.[107]
- Do you compensate experiential speakers at the same rate as other guest speakers? Do your speakers' fees recognize the costs of preparation, travel, accommodation, meals, child care, lost income, and most importantly, value to your organization?
- How do you ensure experiential speakers control their own story, and ensure that other confidential information is protected? For example, a presentation by a CEO and authority on trafficking was followed by the host saying, "what Rachel didn't tell you was…", followed by a graphic description of "multiple rapes by multiple men."[108]
- How do you protect the well-being of experiential women who put themselves at risk of re-traumatization to help your organization advance its agenda? Do they have a care plan before, during and after your session?

As consultation or research subjects:

- Do you clarify the consultation or research aims in advance, so that experiential women can decide whether it is worth their while to participate?
- Do you treat experiential women with the same respect as other key informants? Do you maintain the highest standards of confidentiality? Do you compensate research subjects for their time?
- Do you report back to those you have consulted, so they can see the results of their input? Do you let them know when and how you will be using their information?

"Only hire experiential people once they are finished their healing first."

"I love the work I do, but I find it incredibly triggering. You're earning minimal wages as it is. If you are having a hard time, you're afraid you'll be forced to take a leave but you're not paid for that."

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107 See, for example, Timea Nagy, *Can we interview you about human trafficking?,* Canadian Women's Foundation Blog, February 25, 2014. http://www.canadianwomen.org/blog/can-we-interview-you-about-human-trafficking?utm_source=Enewsletter+-+Toronto&utm_campaign=eeb680d4fa-June_Enewsletter_Toronto_2014&utm_medium=email&utm_term=0_4cd7cd7b46-eeb680d4fa-190534845

108 Rachel Lloyd, At What Cost: the Road to Anti-Trafficking is paved with Good Intentions," blog entry, December 4, 2013. http://www.gems-girls.org/shifting-perspective/at-what-cost-the-road-to-anti-trafficking-is-paved-with-good-intentions

Practicing what we preach: The Experiential Women's Roundtable

In December 2013 the Task Force organized a two-day roundtable for 20 experiential women from across Canada, joined by 12 Task Force members and seven Canadian Women's Foundation staff.

Here are the steps we took to uphold our own standards of a safe, respectful and productive consultation:

- A strong team, involved right from the start. A team of experienced facilitators, trauma experts and survivors was established to develop a well thought out plan.
- A recognition of expertise. We honoured participants as expert advisors to inform the Task Force's recommendations. Some chose to disclose stories from their past, but no-one was expected to.
- Women ready to speak. Although many participants had been trafficked as girls, we invited only adult women who had been on their healing journey for at least three years. All were affiliated with a sponsoring organization that supported them before, during and after the roundtable.
- A safe and appealing venue. The roundtable was hosted in a stand-alone conference centre in a natural setting. We worked closely with conference centre staff to ensure maximum privacy from other guests during sessions, breaks and meals.
- Task Force "ambassadors" who greeted participants and accompanied to and from home, the airport and the meeting venue.
- An experienced facilitation team of two leaders and four small group facilitators, all chosen for their expertise in working with experiential women.
- A carefully planned agenda and facilitator's guide. The two day session included a mix of introductory exercises, small focus groups and large group discussions, and closing ceremonies. In most discussions, participants formed an inner circle with Task Force members "having their backs" in an outer circle. In a last session, the positions were reversed, when Task Force members described what they learned while participants listened. Consultation questions were designed to be non-judgmental, with careful attention to language, and were vetted by a trauma expert.
- On site supports, including a trauma counselor, an Indigenous Elder and Helper, and language interpreters.
- Room for the unexpected. One participant had a Vision to present an Eagle Feather from a single Eagle to each participant. Another wrote a poem. An impromptu Indigenous Friendship dance broke out. The facilitators' flexibility allowed these unexpected contributions – including some of the most meaningful moments at the roundtable – to come forward.
- A report on the roundtable based entirely on the words of participants, edited only for clarity and confidentiality. Participants had an opportunity to celebrate the report before it was circulated to the Task Force or made public.
- After-care for all participants, by Task Force Ambassadors and sponsoring organizations, with an e-mail exchange for participants who wanted to stay connected.
- An opportunity to review the roundtable's outcomes. Task Force staff hosted dinners in five locations across Canada to present the Task Force's draft recommendations to participants for their comments.
- Regular updates about how we are using the report, to whom and when.

Recognize the trauma

Recall the traumas experienced by most trafficked women and girls before their 18th birthday – the years when their sense of identity is still being formed.

Recall the results that trauma can create: anxiety, panic disorder, major depression, substance abuse, eating disorders or a pervasive mistrust of others, flashbacks, nightmares, difficulty controlling emotions, sudden outbursts of anger, self mutilation, difficulty concentrating, dissociations and increased risk-taking all and physical health problems.[109]

Then consider the expectations built into many social services: tell us a coherent story, testify against your trafficker, keep your appointments, don't contact people from your old life, join a waiting list, set goals and work towards them, find a home, get a job, trust us.

Trauma-informed services

Some trafficked women and girls will need trauma-specific counseling or therapies to recover. But to be effective, *all* services for trafficked women and girls need to be trauma-informed. That means they must: 1) recognize that trauma can profoundly shape a victim's sense of self and others; 2) promote empowerment and recovery; 3) create a collaborative service relationship, where both service providers and clients bring equally valuable knowledge; 4) make the client's safety a priority; 5) place a priority on choice and self-control; 6) build trust over time.

Becoming a trauma-informed service can require some organizations to change their practices. Their path may include:

- Reviewing organizational policies and procedures to remove any potentially unsafe or harmful practices.
- Educating staff on the impact of trauma and the path to recovery.
- Developing culturally sensitive screening approaches.
- Providing a safe environment: protecting privacy, withholding judgment, and providing the necessities of life, including safe housing.
- Building long-term sustaining relationships and providing opportunities for peer leadership and community action.
- Making peer supports available.[110]

The Trauma Toolkit

Klinic Community Health Centre in Winnipeg has recently developed *Trauma-informed: The Trauma Toolkit*, 2013. This 150-page toolkit offers in-depth help for service providers, with substantial sections on sexual abuse, the legacy of residential schools, and the experience of immigrants and refugees. The guide also offers guidelines for working with people affected by trauma, offering organizational checklists, recommended terminology, alternative and cultural teachings and healing practices, and ways to address vicarious trauma.

The toolkit can be downloaded at www.trauma-informed.ca

109 Clawson, "Treating the Hidden Wounds," 2.
110 Clawson, Treating the Hidden Wounds," 6.

"Be fiercely compassionate – coming at it with a level of love, understanding and caring.

Fierce – because it's an extremely intensive, laser-like love – from stakeholders, from workers, from the girls themselves and from each other."[111]

"The worst part is after you are trafficked, when you are free and you don't get support. The memories are the strongest part. When you are no longer in danger, your body is ready to start feeling but doesn't know how to readjust."

Collaboration makes us powerful

Many trafficked women and girls need multiple services working holistically to rebuild their lives: housing, health care, mental health and addiction services, income support, training and employment. Each of these services is typically provided by its own sector – each with its own organizations, funders, bodies of knowledge and professional training.

The service providers we consulted spoke of the urgent need to collaborate to enable women to transition for mainstream services to specialized supports, or from emergency interventions to long-term supports. In particular, service providers highlighted the central importance of engaging three sectors:

- The school system, with its opportunities to deliver information to the broadest cross-section of children and youth, and to identify and intervene in high-risk situation.
- The police: often the first point of contact with trafficked women and girls.
- The Violence Against Women sector – another first point of contact for many trafficked girls and women. Many also saw opportunities to learn from the philosophy, policies, protocols and experiences that helped grow the VAW sector into an important movement across Canada.

"Social workers and police become de-sensitized. This can't be allowed to happen in this field.

Maybe every six months they need to meet with a group like this [the experiential women's roundtable] so they can hear from survivors."

111 Service provider at the Canadian Women's Foundations' Service Provider Roundtable.

"I had a very, very special mentor that stood by me. *Without her, I wouldn't have the strength or desire to move forward. She helped me work through understanding how getting that [training] certificate – 10 months of my life – would make changes in my life - guaranteed. Coming from street to mainstream society is a big change. You need someone who believes in you to help you be strong and not give up."*

Overcoming the challenges to collaboration

The service providers we consulted acknowledged the many obstacles to service collaboration: 1) the time and resources needed to develop partnerships or new systems; 2) funders that will promote integration within, but not across, funding silos; 3) the challenges of sharing client information among organizations without breaching client confidentiality; 4) differences in organizational cultures.

For every organization, collaboration must been seen as a "win" that enhances its ability to serve its own clients and advance its own mission. Through our consultations we heard many recommendations for improved local service collaboration:

- **One trustworthy person.** Many service providers noted the importance of case management: a consistent person who could help trafficked women and girls navigate the legal and service systems and be a point of contact as they rebuilt their lives. Experiential women also told us the importance of having one person who would "be there for them" and who knew them well enough to spot trouble. This person could be an appointed case manager, but it could also be a teacher or guidance counselor, advocate, mentor, peer or spiritual guide. Some experiential women told us consistency and compassion were more important than professional qualifications.
- **Funding to support collaboration**, recognizing that collaboration doesn't happen on its own, with organizational mandates that make collaboration a priority.
- **Systems to jointly support clients.** Suggestions included shared consent and confidentiality protocols; monthly meetings of regional first-responders to identify those at risk; and conducting debriefings at the conclusion of major trafficking trials.
- **Joint working on shared initiatives:** working together on local anti-trafficking plans; compiling local information on resources that may be well known to some sectors but not others; identifying local barriers to marginalized groups; participating in cross-sector training sessions; linking first responders with second stage services; supporting girls by linking women's services with youth and child protection agencies; creating provincial Boards of Experts, including police, Crown Attorneys, and experiential voices to provide accurate information on trafficking-related topics.

"Systems are very compartmentalized. I am one person but I need to talk about many things."

"Create Women's Safety Navigators – similar to Breast Cancer Navigators in hospitals – who would work with women across various systems step-by-step."[112]

112 Participant, Canadian Women's Foundation's Service Provider Roundtable.

"Recognize colonization and racism exists. It's real and it's now."[113]

Stay relevant

Service providers at the Task Force's National Roundtable told us: stay attuned to the values and traditions of Indigenous peoples and migrant women. Be respectful of all voices. Reflect regional differences. Be ready to adapt to changing technology and changing needs.

Service providers are already experts on the needs of their own regions or the clients they serve. We would, however, like to share some specific recommendations presented to us by the Native Women's Association of Canada:

- Create Indigenous-led, culturally relevant programs that teach and promote healthy traditional values and practices. Provide understanding, judgment-free services.
- Engage experiential women as staff and role models. Engaging experiential women in program design demonstrates equality and empowerment.
- Adopt a harm reduction approach. Do not expect abstinence as a condition of service.
- Offer holistic services, not just "drug programs" or "sexual exploitation" programs. Remove obstacles such as 9 – 5 hours, rigid age or ID requirements, a lack of child care or transportation.
- Create a national plan to improve the lives of Indigenous women and families. Increase funding for research and service delivery.[114]

"Survivors seem to make the best sex trafficking workers."[115]

"Youth felt that the issue of exploitation was kept too in the dark."[116]

Stay the course

Everyone we consulted agreed: ending trafficking requires a long-term commitment.

Trafficked women and girls need time to heal and rebuild. They need to be able to return, sometimes after many years, to take advantage of services they were not ready for when they first exited.

This means service organizations need stable, multi-year funding that allows them to plan, build and evaluate programs, and retain the trust of the women and girls who rely on their services. And Canada needs sustained public and private investments in the systemic changes needed to shift a growing social problem.

"People don't heal overnight. *It took seventeen years to get all the shit inside of you and it's probably going to take twenty years to get it out of you."*[117]

"We need a seven generation lens."[118]

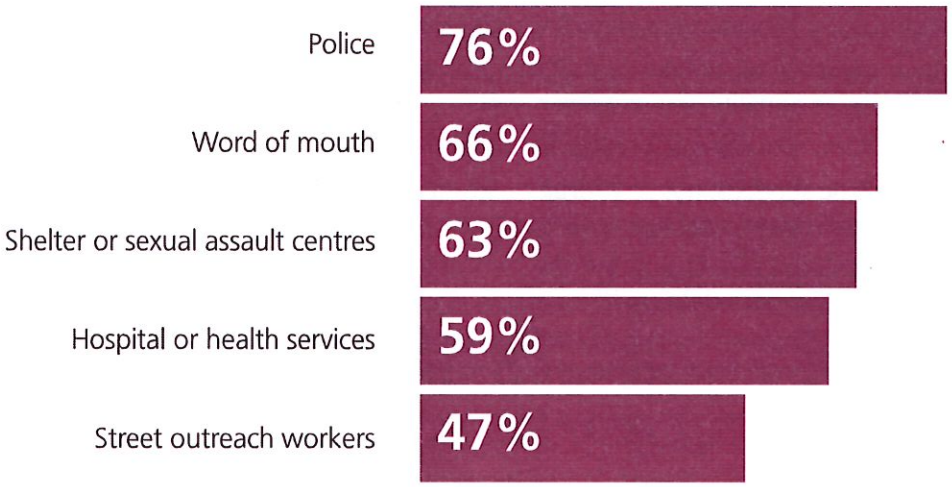
113 Participant, Canadian Women's Foundations' Service Provider Roundtable.
114 Teresa Edwards, Native Women's Association of Canada, *Sexual Exploitation and Trafficking of Aboriginal Women and Girls*, presentation to the Task Force on Trafficking of Women and Girls in Canada, May 30, 2013.
115 Edwards, *Sexual Exploitation*, presentation.
116 Edwards, *Sexual Exploitation*, presentation.
117 Experiential woman cited in Seshia, 2005, cited by Edwards, *Sexual Exploitation*, presentation.
118 Participant, Canadian Women's Foundations' Service Provider Roundtable.

The services we need most

The Task Force's survey of 534 service organizations offers insights into the existing pathways to services, the obstacles to exiting, and the gaps in services.[119]

The organizations that responded to the survey describes their primary mandates as: women's shelters (35%), multi-service organizations (20%), victim services (11%), youth shelters/services (9%), sexual assault centres (8%), plus a small number of Aboriginal services, police services/legal advocacy, migrant services, survivor-led services and government services.

The **most frequent referral sources** for these organizations were:

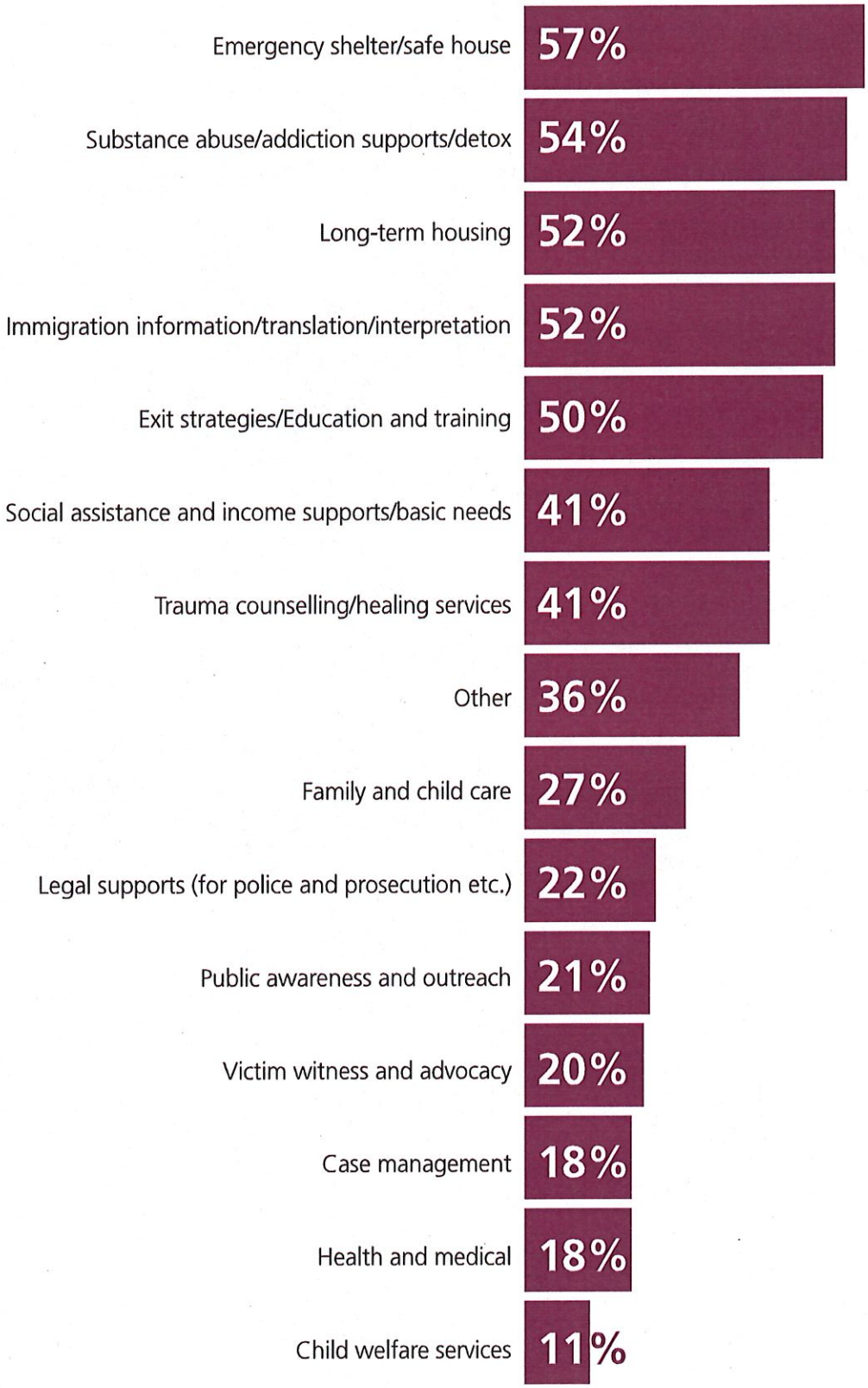


The **top challenges** in seeking and getting help:



119 All statistics from the Task Force's *Online Agency Survey on Service Provision for Trafficked or Sexually Exploited Women and Girls*, presentation to Task Force on Trafficking of Women and Girls in Canada, November 1, 2013.

The **services that are needed, but not available**, in their community (necessary services for sex trafficked or sexually exploited women and girls identified by Service Providers in order of their preferences):



First response **strategies**



photo: Janet Baxter

"It's not about giving out a phone number and hoping she calls."

"There are a lot of reasons trafficked women and girls are reluctant to seek help. Many have a bad relationship with the authorities – whether that authority comes in the form of police, emergency rooms, transition houses or crisis lines. They come with a history of not being believed, or of being blamed.

In our case, we see women who have been injured so seriously that they have to go to hospital. The Emergency Room is the first point of contact. Our job is to offer continuity of care. You need both."

Sonya Boyce
Executive Director, Surrey Women's Centre
Partner with Fraser Health Authority in the SMART program (profiled on page 88)
Pictured with, from left ***Tara Wilkie****, Registered Nurse BSN, Forensic Nurse Examiner, Fraser Health;* ***Martha Cloutier****, Director of Emergency Programs, Fraser Health*

First response strategies

When a trafficked girl or woman calls for help, the response she receives can mean the difference between safety and danger, a promising future or continued abuse.

In our consultations with experiential women and service providers, we heard widespread agreement on the elements of a successful response:

Instant help. Services must be available the moment a trafficked woman or girl seeks help. Asking her to wait for an appointment or to join a waiting list puts her safety in danger, and reduces the chances that she will seek help again.

Comprehensive support. Trafficked women and girls usually have multiple needs: a safe place to stay, medical care, counseling, ID replacement, legal help, detox services, emergency income, and help re-unifying with family where appropriate.

Easy access. That means 24/7 services – available when the women are – mobile services in suburban and rural areas, and services offered in many languages.

Services women can trust. For many trafficked women and girls, the greatest obstacle to seeking help is fear: of being judged, blamed, disbelieved, arrested, deported, or forced to confront her trafficker.

To strengthen Canada's response system, the Task Force saw five priorities:

- Equipping all existing first responders.
- Service co-ordination to offer wrap-around services.
- A national 1-800 support line specializing in sex trafficking.
- Safe houses in every major city.
- More detox beds across Canada.

Here is a look at each issue, and examples to demonstrate how others might move forward.

Equipping first responders

The issue:

Police, paramedics, and the front-line staff in emergency rooms, women's and youth drop-ins, shelters and women- and youth-serving organizations – and any other first responders - need to be equipped to help trafficked women and girls. They need a deepened awareness of sex trafficking and its impact on women and girls, and core competency training to enable them to identify sex trafficking and respond to those seeking help.

All first responders also need access to counseling and peer supports to address their own vicarious trauma in serving trafficked women and girls.

The example: Les Survivantes

Les Survivantes draws on the expertise of experiential women to train police, counselors, health care providers and other agency staff on the realities of sex trafficking.

The program was launched by Montreal's Police Service (SPVM)'s Vice and Prevention Units – West Division to educate officers working in the field, to reform polices and procedures, and to offer support and employment for women who have been victims themselves.

Les Survivantes are trained and supported by CAVAC (Centre d'aide aux victimes d'actes criminels), the crime victims' assistance services of Quebec. This support is essential to the program's success. They then speak in training sessions alongside police to give a rounded view of sex trafficking. The police presentation includes examples of cases investigated by the Vice Unit, international and local statistics to describe the magnitude of the crime and the challenges of law enforcement. The survivors speak about their own experiences to illustrate the impact of the crime and the reality of Montreal's sex industry. They also act as consultants working directly with victims and young women at risk.

Les Survivantes are paid consulting rates, and now have a prestigious reference on their resumes. Of the initial five survivors in the program, one has returned to school, and new experiential women are being recruited to the team.

Since the project was launched in 2011, it has reached over 3,113 police officers and 2,135 social service providers. The project has received awards from both local and provincial associations, and is now being launched in the city of Laval, Quebec.

Other approaches:

BC's Office to Combat Trafficking in Person's free online training for front-line service providers and first responders. *Human Trafficking: Canada is NOT Immune* reached 8,000 people between April 2012 to April 2014. The 5 – 7 hour course was updated and new French version launched in 2014. **For more information:** http://www.pssg.gov.bc.ca/octip/training.htm

Sexually Exploited Youth (SEY) Training is part of Manitoba's Competency Based training curriculum for employees in the child and family services system and others working with children and youth. The training includes experiential voices to challenge myths, misconceptions and conventional view of young people who sell sex.

City of Toronto's strategy to train municipal employees, including by-law inspectors, fire department staff, shelter and social housing staff.

Service Co-ordination

The issue:

Trafficked women and girls need help navigating a system fragmented into multiple sectors, each with its own intake process, rules and waiting lists. They need to know what services are available, which are most suited to their needs, and how to access them without telling their story over and over. They also need sustained support to fill the gaps between services, or during the wait for specialized services.

The example: The Surrey Mobile Assault Response Team

SMART - the Surrey Mobile Assault Response Team - is a first-of-its-kind partnership between Fraser Health Authority and Surrey Women's Centre. The team offers 24/7 crisis response to 300 women and girls injured through gender-based violence, including trafficking, each year.

The program features:

- **Trained emergency room and nursing staff.** Forensic nurses are trained to identify trafficked women and girls and collect evidence that can be used in prosecution. A tool kit will train 1500 emergency health care professionals within the region to spot the signs of trafficking, with enquiries from across the country.
- **Support that extends beyond the emergency room.** Surrey Women's Centre staff can meet women within minutes of their arrival at hospital. They can then help women connect with services in their home communities, and navigate step-by-step through the often complex decision they must make.
- **A transportation program** ensures women and girls from British Columbia's fastest growing region – extending 250 km from Burnaby to Boston Bar - can get to the help they need.

The results:

- **Vulnerable women reached.** Of the 300 women and girls served, 40% are Aboriginal, 30% are youth aged 15 – 24, and 30% are in the sex industry.
- **Improved health services.** When the team saw women returning to the emergency room because they didn't have family doctors or weren't following their treatment plans, they hired two nurse practitioners to follow up.
- **More effective health spending.** Estimated cost of the program: $567/woman. Savings if one emergency room visit avoided: $700 per visit.
- **Increased co-ordination.** The partnership has grown to include over 20 medical, legal and social service providers across the region, now working together to create a community plan.

Other approaches to service co-ordination:

YMCA's Premier Arret (First Stop) kiosk in Montreal's Central Bus Station, has helped runaway and homeless girls coming to the city. The kiosk is staffed by two social workers six days a week, 10 am – 11 pm. The team is connected to a network of over 450 community resources.

For more information: http://ymcaquebec.org/en/community/first_stop/

Peel Region's team approach to enforcement and victim support (profiled on page 56)

All of the services profiled in the "Rebuilding Lives" section of this report.

A national 1-800 support line

The issue:

Trafficked women and girls across Canada need a number to call, 24/7, where they can be confident they won't be misunderstood and judged. They need both immediate over-the-phone support and knowledgeable referrals to services tailored to their needs.

The example: Chrysalis Anti-Human Trafficking Network

Chrysalis operates Canada's only national human trafficking hotline, providing trauma counseling, referrals and safety planning to trafficked or exploited women, men and youth.

The Edmonton-based non-profit organization was founded in 2011 by Dr. Jacqui Linder, a psychologist specializing in trauma and the impact of childhood sexual abuse. The hotline was designed to take the pressure off law enforcement officers unable to support traumatized and isolated trafficking victims. It offers specialized support to both sex and labour trafficking victims, as well as women in the sex industry who do not see themselves as trafficked or exploited. In its first year of operation all 250 callers were involved in the sex industry, many in severe distress.

The hotline operates 24/7, staffed by 30 volunteers, primarily with mental health backgrounds, and all trained in trauma psychology and mental health issues related to trafficking. The network also operates Project Lifeline, "a safe buddy system for sex workers operating in isolation."

For more information: www.chrysalisnetwork.org

Other examples:

Polaris Project operates the US National Human Trafficking Resource Centre. The 1-800/text national hotline offers 24/7 assistance in 172 languages. Since 2007 it has received over 95,000 calls, including calls from 4500 victims, with 12,000 tips reported to local and federal law enforcement. The hotline is funded by government and donors, and has 25 staff providing phone response, referral co-ordination and data analysis.

For more information: www.polarisproject.org

> *"There are suicide lines and rape crisis lines but you need it for [trafficking] too. If you are raped and go to the hospital someone calls and checks up on you.* ***If you are trafficked and go to the hospital then the hospital doesn't follow up on you.*** *You need a hotline to call."*

Dedicated safe houses

The issues:

Shelters designed for victims of domestic violence have not always been a good fit for trafficked women and girls. Few are designed for unaccompanied girls under 18. and experiential women report these shelters do not provide the specific supports they need. Some experiential women report being shunned by other residents, and even some shelter staff, as "undeserving."

Youth shelters, on the other hand, do not offer the security girls need. In fact, we learned youth shelters can be a magnet for traffickers looking for vulnerable girls.

Instead, trafficked women and girls need specialized safe houses that offer: 1) security comparable to that offered to victims of domestic violence; 2) trauma-informed, culturally competent staff and access to peer support; 3) wrap-around services - either on-site or offered through visiting services – that address their immediate needs and offer a path to recovery.

The example: Toronto Covenant House Program

In 2014, Toronto City Council approved $850,000 to transform a fire-damaged house owned by Toronto Community Housing into Toronto's first safe house for trafficked girls. The house will be leased by Covenant House, which will fund all operating costs.

Although the house is not yet operating, the plan reflects many of the elements we heard during our own consultations. The house will provide 24-hour support from a live-in caregiver, supported by two child and youth workers, for 5 – 6 young women. Referral sources could include emergency shelters, victim services, agencies and self-referrals.

The program's goal is recovery from the trauma of trafficking and sexual exploitation, developing confidence, self-esteem and independence and skills for employment. Services would include counseling, health care, life skills, peer mentoring, legal counsel, job training, education opportunities and treatment for substance abuse and mental health issues where needed. Residents may stay up to two years, with ongoing aftercare by Covenant House staff after the transition to more independent housing.[120]

For more information: City of Toronto Affordable Housing Committee, May 15, 2014
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.AH8.2

Other approaches:

Walk with Me's 72-hour safe house in Ontario. The house provides emergency victim care including connections with health care, legal and emergency financial assistance; food, clothing, transportation, peer supports and second stage referrals.

The Agnes Program (A Good Night's Sleep) in BC, offering two beds for homeless female youth 16 – 18 needing a safe night's sleep with no pressure boyfriends, pimps, recruiters and abusers.

Honouring the Spirit of our Little Sisters and **Hands of Mother Earth Rural Healing Lodge**, both six-bed transition homes for sexually exploited girls and trans- youth in Manitoba.

120 City of Toronto Affordable Housing Committee, *New Transitional Housing for Young Victims of Sexual Exploitation and Human Trafficking,* May 15, 2014. http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.AH8.2

"Shelters need to remove barriers for women with alcohol and drug addictions."

More detox beds

The issue:

Most girls and women do not have an addiction when they are trafficked, but many are deliberately addicted by their traffickers or self-medicate to deal with the trauma of exploitation.

Police and service providers across Canada reported the scarcity of detox beds was stopping girls and women from leaving exploitation. We learned about an absolute shortage of women's beds in major cities – a maximum 24 in Toronto and 11 in the Vancouver Coastal Health area (Vancouver, North and West Vancouver, Richmond and the Sunshine Coast) - and about large suburban regions with no detox beds at all. The alternatives were to sleep on the street or to return to their trafficker.

We discuss the specific obstacles to addiction treatment for trafficked women and girls below.

"Today they are opening four beds for men and four beds for women in prostitution. You can stay for two weeks every six weeks.

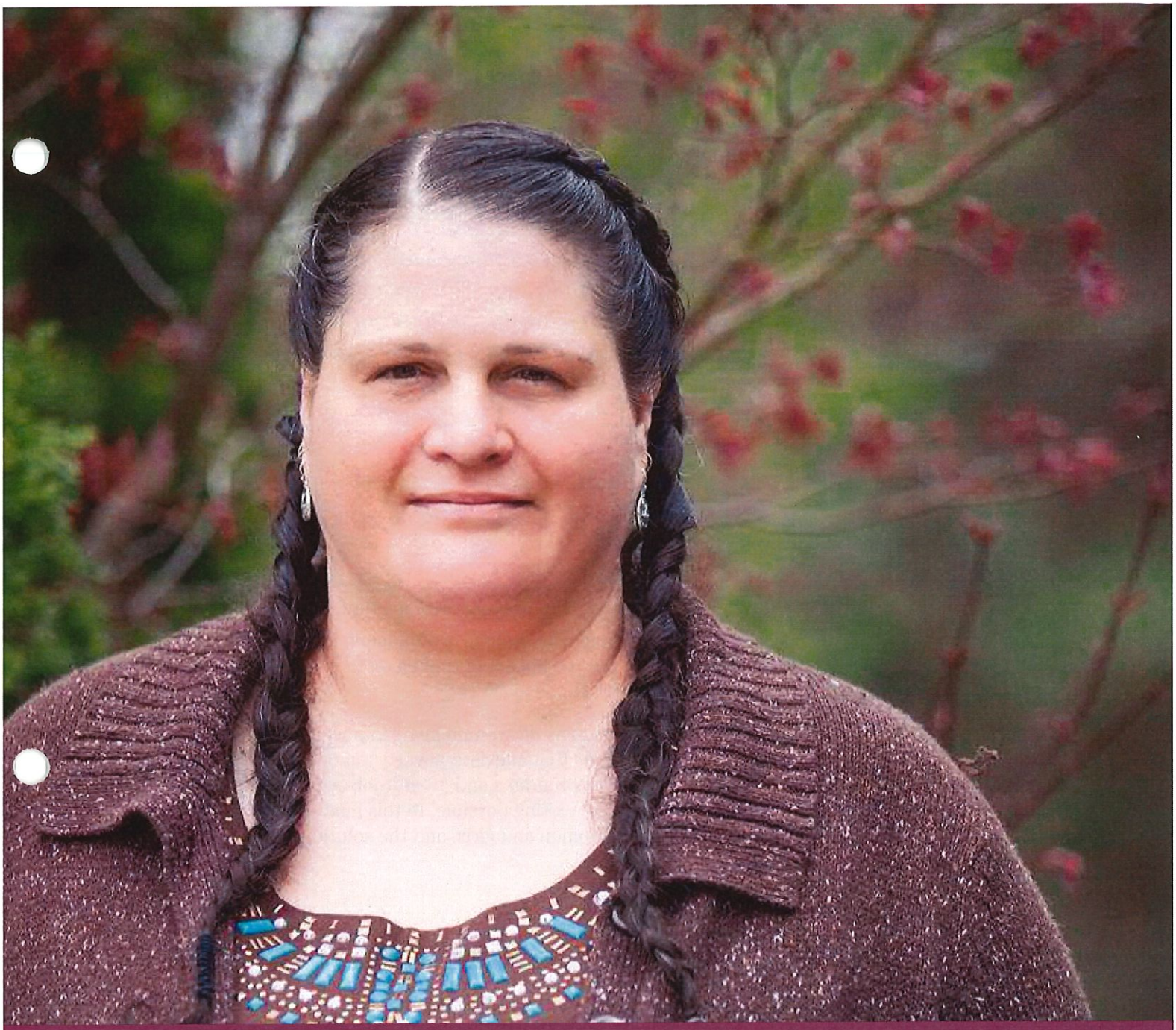
There's no help - just eat, sleep and watch TV.

There's no help getting ID cards, or health care or housing. It's just a place to rest before going back to the street."

"There is a feeling that women in abusive relationships did not deserve what happened to them.

This is not the feeling for women who have been prostituted.

There is shaming and stigmatizing from other women."



"There are lots of things we can do"

"I'd like to see programs that train [experiential women] for non-traditional trades. Those jobs are money-makers – they automatically get you out of poverty.

The fact is women who have been on the street have job-transferable skills. We have strengths. "Excellent time management." "Customer service generating repeat business." "Can diffuse difficult situations." "Willing to work in dangerous situations with little or no supervision."

I can't put my past on a resume, but if someone taught me how to say things this way, I could."

Laurie MacKenzie
Graduate with Honours, Red River College
Task Force Member

"Not having child care holds you back.

And job skills training is needed to get you on your path and keep you there. We also need supports in the workplace. You can't go from prostitution to employment in one single step. You need enormous faith to build a future for yourself and your family. Not having money is an enormous barrier – having money builds a way out."

Strategies for rebuilding lives

Emergency services can only go so far. Through our consultations we heard trafficked women and girls need four things to build stable lives:

- A secure and affordable home.
- Economic stability gained through education, training, job opportunities and employment support.
- Opportunities to heal, including long-term trauma counseling, health, mental health and addiction services, and end of life supports that recognize the impact of trauma on their long-term health.
- A community of support.

In other words, trafficked women need the same things as *all* women living in poverty or recovering from trauma. The Task Force recognizes that *any* initiatives that alleviate poverty – more affordable housing, more subsidized child care, improved income support programs and greater job opportunities - will help prevent trafficking and provide alternatives that make exiting possible. In this next chapter however, we focus on the specific challenges faced by trafficked women and girls, and the solutions that can best meet their needs.

"The worst part is after you are trafficked, when you are free and you don't get support.

The memories are the strongest part. When you are no longer in danger, your body is ready to start feeling but doesn't know how to readjust."

"A dream of mine is to open a building with different stages of support.

The ground floor would be the harm reduction floor, where girls could come even if they are still in the life. Every floor up, there would be less support. The top floor would be for those with lived experience. But they could come down to the ground floor to be mentors. It would be a place where you don't need to worry about rent for a year. And I'd like it to be funded with non-government money, please. I want to run it as it should be run, not told how it has to be run."

A secure and affordable home

Experiential women encounter multiple obstacles finding and keeping a home. Many, especially those in Canada's major cities, cannot afford market rents. Their options narrow if they need to move to neighbourhoods away from their trafficker and his circle, and narrow further if they cannot show a landlord a rental or credit history. Some may face discrimination by landlords afraid of bringing prostitution into the building. Those who were trafficked as girls may have never had the experience of maintaining a home or paying rent.

Organizations that support trafficked women and girls can adapt solutions that have helped others facing similar obstacles find and keep a home, such as:

- **Supportive housing for women and girls transitioning out of exploitation.** These houses would share many of the same features as safe houses, but with longer stays and "ebb and flow" supports for those able to live more independently.
- **Housing allowances**, dedicated to trafficked women and girls – a more affordable option for women who do not need intensive supports.
- **Support-referral agreements** to overcome the reluctance of private or social landlords to house trafficked woman and girls. A support agency agrees to guarantee the rent payment, provide any support the woman needs to maintain her home, help resolve any conflicts with the landlord or neighbours, and fill the vacancy when she no longer needs the apartment.
- **Rent banks** to provide emergency assistance to women who could lose their homes because of missed rent payments. Repayable loans are part of a revolving fund set up by the municipality or by support agencies.
- **Priority on social housing waiting lists.** Depending on the jurisdiction, some trafficked women and girls may already be eligible for priority status if they are homeless, leaving transitional housing, or 16 or 17 years old. In Ontario, where social housing waiting lists are particularly long, recognizing trafficked women as victims of violence would place them at the top of every municipal housing waiting list in the province.

"There are not many services for exiting.
I see it in a girl asking how she's going to pay rent."

"Pay rent for a year to help women exit."

"Exploitation and prostitution is a solution to poverty.
The system keeps women just treading above water."

"I went to the OW (social assistance) office and I told this man everything. He had a cheque in my hand immediately. That system didn't fail me – that story needs to be told. I still know him and I want to tell him how that $700 changed my life."

Economic stability

Experiential women need a stable and adequate income to rebuild their lives and protect them from further exploitation.

The obstacles to this economic stability are many: interrupted schooling, little or no "regular" work experience, no references, all within an environment where child care is costly, women earn less than men,[121] Aboriginals, migrants and other racialized groups are more likely to live in poverty,[122] the youth unemployment rate tops 13%,[123] and half of young people can find only part-time work.

Through our consultations we heard about the need for:

- Supports to help experiential women return to school or obtain job training.
- A stronger collaborative environment between educational support providers and potential employers.
- Job shadowing and other ongoing supports during employment.
- Dedicated child care subsidies for experiential women.
- Financial literacy and matched savings programs.
- Greater employment opportunities for experiential women as public educators, trainers of first responders and health care professionals, service providers and policy-makers.
- A networked casual labour pool – opportunities for experiential women to cover their bills without returning to the sex industry.

"I want to pay off these girls' student loans. How do you tell OSAP (Ontario Student Assistance Program) she gave her money to a pimp?" From another woman in a jurisdiction that offers free tuition: "It's good we are able to go to school without a huge student loan and now we are able to help others."

"Start a solidarity fund to pay for things that will help women exit and that no one else funds *- rent, getting a dog, getting a pardon."*

121 Centre for Families, Work & Well-Being, *The Gender Wage Gap in Canada*, April 16, 2013, http://www.worklifecanada.ca/page.php?id=54&n=89
122 Employment and Social Development Canada, *Snapshot of racialized poverty in Canada*, http://www.esdc.gc.ca/eng/communities/reports/poverty_profile/snapshot.shtml .
123 Statistics Canada, *Labour Force Survey*, May 2014, http://www.statcan.gc.ca/daily-quotidien/140606/dq140606a-eng.htm

'My counselor says, 'Just move forward.' My psychiatrist just gives me a prescription ... I said, 'You know what. This is not going to help me.'"

"Services are needed right away for women wanting to get clean.
They can't just be for two weeks – it takes longer than that. Otherwise you are just making women better enough to go back on the street."

Opportunities to heal

During our consultations we met experiential women who told us, "counseling is the best thing that ever happened to me." Many more however, had not received the support they needed. When we asked what stopped them from getting mental health or addictions treatment, they told us they needed:

- Counselors and other professionals who would not judge them, and who understood the long-term impacts of trauma.
- Long-term counseling or other supports funded through provincial insurance plans. "Twelve sessions offered under Victim Services is not enough."
- Peer supports, modeled on AA groups or found through supportive housing, that would help experiential women cope with triggers and stay healthy.

Their recommendations are echoed in a major Health Canada study on treatment for women with substance use issues.[124] The study noted general barriers to women's treatment – shame, guilt and being overwhelmed with other issues; fear of losing children; the costs of treatment, child care and transportation; and the lack of flexible, women-centred services[125] – as well as the specific barriers faced by Aboriginal and ethno-cultural minority women, women with HIV/AIDS or mental health issues, those involved in the criminal justice system, marginalized women and those living in rural areas. Poignantly, the study also described the stigma of women "perceived as the 'lowest' in the drug-using hierarchy by other drug users because of their lifestyles and involvement in other risk-taking behaviors (e.g. prostitution)."[126]

The recommended best practices also echoed our consultation's findings. Successful treatment models were respectful, client driven, holistic and based on strengths, not deficits. They offered a menu of options and approaches, used a harm reduction model, addressed practical needs, were gender-specific using a feminist approach, and supported connections among women.[127]

"Counseling is the best thing that can happen and the best thing that you can give to anyone. *Counseling should be in the health system. It costs $95/hour. It should be just like when you see a doctor when you are sick. There should not be a time limit on your healing. It takes a lifetime of counseling to deal with this . . .. It's a lot of money but the government should include it in the health system so if you need help you will get it."*

124 Health Canada, *Best Practices Treatment and Rehabilitation for Women with Substance Use Problems*, 2001, 23, http://www.hc-sc.gc.ca/hc-ps/pubs/adp-apd/bp_women-mp_femmes/index-eng.php .
125 Health Canada, 15.
126 Health Canada, 18.
127 Health Canada, 72.

End of life care

Trafficked women die young.

We know of no long-term health studies of trafficked women. We *do* know there is a proven link between many of the experiences shared by trafficked women and chronic illness and early death.

Poverty is now deemed the greatest determinant of poor health in Canada[128]. People with serious mental illness (including trauma) die, on average, 25 years earlier than the general population,[129] chiefly from natural causes. People who have been homeless are 28 times more likely to have hepatitis C, 5 times as likely to have heart disease, and 4 times as likely to have cancer as the general population.[130]

During our consultations we met women experiencing many of the illnesses associated with old age in their 40s. They are not eligible for many of the services typically reserved for seniors. Those that are available, such as long-term care facilities, are not suited to their needs.

We did not discover any models of care or support for trafficking survivors with chronic or life-threatening illnesses in their 40s or 50s. It remains a serious service gap.

> ***"Create respectful palliative care, because we don't have it.***
>
> *Toward the end of their lives our women should be given the utmost respect. Some of us don't make it to senior citizens' age. You turn 40, and they put you in a seniors' home. You end up there because of your lifestyle, and they don't treat you well, believe me."*

128 Juhan Mikkonen and Dennis Raphael. *Social Determinants of Health: The Canadian Facts.* (Toronto: York University School of Health Policy and Management, 2010), 5. http://www.thecanadianfacts.org/

129 National Association of State Mental Health Program Directors (NASMHPD). *Morbidity and Mortality in People with Serious Mental Illness* (Alexandria VA: Medical Directors Council, 2006), 32.

130 Erika Khandor and Kate Mason, *The Street Health Report*, (Toronto: Street Health, 2007), 4

Promising practices

During our consultations we met with many organizations providing services to help experiential women rebuild their lives. In this section we profile organizations in BC, Alberta and Manitoba that share three things in common: each specializes in assisting trafficked and sexually exploited women, each offers a broad spectrum of services, and each creates opportunities for experiential women to support each other.

We also describe an Indigenous Healing Village that does not yet exist, but could draw together the best of existing Indigenous services.

> ***"We need a one-stop shop:***
> *housing, doctors, empowerment circles.*
> *All our lives we've been going here, there and everywhere."*

Servants Anonymous Society – Surrey, BC

Since 2000, the Servants Anonymous Society (SAS) has helped over 500 young women in Greater Vancouver escape sex trafficking and sexual exploitation.

SAS began when a Stop Child and Youth Sexual Exploitation and Prostitution Task Force, comprised of government, RCMP, United Way and community organizations, identified the need for a safe house. SAS went on to create two safe houses offering a home-like atmosphere, live-in Director, rehab, health services, meals and ongoing encouragement and care. Residents may stay for up to seven years to reach full recovery and economic independence.

The cornerstone of SAS's work is the ASK Centre for Learning, a female-only alternative school open to residents and other women aged 15 and older. The program offers:

- Online high school courses, supported by BC Teacher Federation-certified tutors.
- Changing Patterns, a 15 week program in a non-judgmental group setting.
- Addiction Education and Recovery, a complementary program to standard 12 step and treatment programs to help girls and women "stop the chaos".
- An Employment Advocacy Program, including life skills, goal-setting, image management, securing full-time employment, one-on-one advocacy with employers and career and college preparation.
- Making the Connection, a couples and relationship program.
- New Possibilities, a weekly support group led by an ASK alumnus to tackle the issues of leaving behind a life of sexual exploitation, abuse and addiction.
- Peer mentorship from SAS alumnae.

For more information: http://sasurrey.ca

Centre to End All Sexual Exploitation (CEASE)

CEASE was founded in 1996 to return funds collected through Edmonton's Prostitution Offender Program to the community to heal the harms caused by sexual exploitation. CEASE gathered together experiential women, parents, police, crown attorneys, and front-line workers to decide how to use a small amount of money to create a big impact.

Today, CEASE sponsors launched a wide array of services. They include:

- Bursaries to enable women to return to university or college, or to take training not covered by student loans.
- Referrals to counselors specializing in complex PTSD. Two counseling organizations worked with CEASE to deepen their understanding of sexual exploitation, so that experiential women could be confident they would receive skilled non-judgmental help.
- "Building Blocks for Families", a financial literacy and support program for pregnant or parenting experiential women. (A social return on investment study found that for every $1 invested in the program $1.26 of social value is created.).
- Participation in Empower U, a financial literacy and savings program where corporate sponsors contribute $2 for every $1 participants save.

CEASE also leads public awareness, education and community engagement initiatives, administers the Prostitution Offender program and Court Diversion Program for women, and hosts the Men of Honour award and an annual memorial for children and adults who have died as a result of sexual exploitation.

For more information: http://www.ceasenow.org

Ndinawe

Ndinawe was founded in 1994 to provide integrated supports to Winnipeg children and youth. It now operates:

- A 16 bed safe house for youth living on the street, including those who have been in conflict with the law. Unlike most group homes, youth can self-refer without the help of a child and family service worker.
- A transitional home for youth aged 16 and 17, with 12 self-contained suites, an on-site care-taking couple and 24 hour staffing to provide an environment for residents to enhance their well-being and build the skills and confidence to become active members of the community.
- A transitional school working with the Winnipeg school board to provide a structured learning environment for youth who have been suspended, stopped attending or in conflict with the law.
- A youth resource centre and street outreach services.

In 2007, Ndinawe formed a partnership with Red River College to offer an accredited Youth Care Worker Training Program for sexually exploited women. The 10-month program has graduated 64 women: 48 are employed, with the remainder going on to further education. Ndinawe offers students practical and spiritual support. A survivor-led Alumnae group helps recent graduates get and keep jobs.

The program's benefits: graduates are earning a living wage; local youth-serving agencies have a pool of workers with "book knowledge and life knowledge;" and over 150 children of alumnae now have a parent with a higher education.

For more information: http://www.ndinawe.ca

"The most important thing was reconnecting to my culture

- who I was born to be - and reclaiming that. I found my birth family, and got my treaty card. It was the Aboriginal community that I turned to – the Friendship Centres, the places where I was told I couldn't go if I was drunk or high, but that still let me in."

An Indigenous healing village

We have all heard the saying "it takes a village to raise a child." It is this teaching that an Indigenous healing village is designed to reclaim.

The Indigenous healing village is envisaged as an alternative to current child welfare practices, where high-risk and high-needs children and youth are often moved from one foster home or agency to another, and yet never address the impact of colonization, the history of Indian residential schools or receive the long-term culturally appropriate healing they need.

The healing village would be Indigenous-led place where the healing of inter-generational trauma can be nurtured. The village would be rooted in a holistic Indigenous cultural values and beliefs and be a place to welcome girls, women and their families. Its location will be in a rural area so there is a return to the land. An Elder, educator, nurse and traditional healer would be on staff to assess residents and provide healing ceremonies, counseling, education, medical care and strong connection to the community. There would be no time limits on the length of stay.

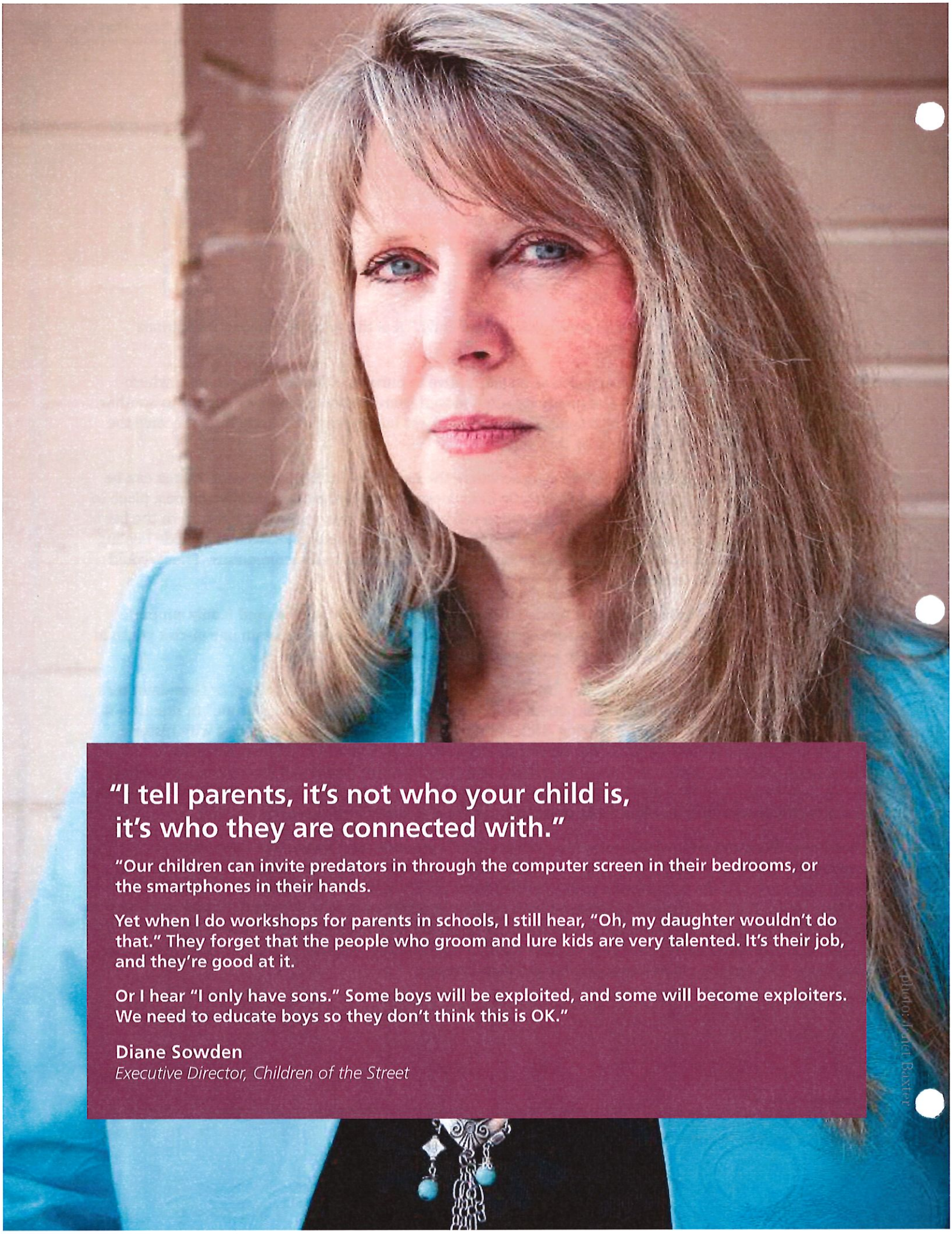
The Indigenous healing village would be funded through redeployed child welfare and family support funding. Provincial child welfare authorities can pay thousands of dollars to maintain one at-risk youth in foster care. These funds could be used to operate the Indigenous healing village.

This approach has been adopted in other jurisdictions. In Minnesota, Nokomis Endaad, or Grandmother's House, is described as an "intensive outpatient co-occurring disorder treatment program." In practice, it is model based on Native women's sharing circles and the experience of agencies dealing with historic trauma in Indigenous communities. The service model includes an Elder in residence, extensive ceremonial practices, equine facilitated learning/therapy, art therapy, traditional food ways, a parenting curriculum focused on fetal alcohol syndrome, a chemical dependency program, a mental health program and a Native assessment tool that looks at trauma history and family responses.[131]

Task Force members were also inspired by "village-style" approach used by the San Patrignano community in Northern Italy. This long-term drug rehabilitation program combines a home, healthcare, legal assistance and the opportunity to earn professional certification or a diploma. The minimum stay is three years. New residents are partnered with another resident tutor who lives in the same room and follows their progress, until they are in turn become tutors for new residents. The community is funded in part through social enterprises that employ community members, with the remainder funded through donations. The program is free to residents and their families.[132]

131 Cited in Nicole Barrett, *An Exploration of Promising Practices in Response to Human Trafficking in Canada*, prepared for Federal/Provincial/Territorial Forum of Status of Women Senior Officials, 2010, 48.

132 San Patrignano, About Us and associated pages, http://www.sanpatrignano.org/en/about-us



"I tell parents, it's not who your child is, it's who they are connected with."

"Our children can invite predators in through the computer screen in their bedrooms, or the smartphones in their hands.

Yet when I do workshops for parents in schools, I still hear, "Oh, my daughter wouldn't do that." They forget that the people who groom and lure kids are very talented. It's their job, and they're good at it.

Or I hear "I only have sons." Some boys will be exploited, and some will become exploiters. We need to educate boys so they don't think this is OK."

Diane Sowden
Executive Director, Children of the Street

Photo: Janet Baxter

7 Building awareness

The Task Force counted 61 public awareness programs, 32 trafficking prevention programs and 49 training programs operating in Canada to equip people to identify and respond to sex trafficking.

And yet most Canadians don't believe trafficking exists in Canada.

In this chapter we look at the state of public awareness and prevention initiatives in Canada, and then look at the opportunities to:

- Collaborate for maximum impact.
- Reach boys, girls and youth through the school and post-secondary systems.
- Strengthen the communities most at risk of sex trafficking.
- Engage the businesses most likely to encounter sex trafficking.
- Mobilize the public to end the demand for commercial sex, and promote and fund policies and services that will help trafficked women and girls.

Canada's awareness, training and prevention programs

Over 100 small and large organizations have taken the initiative to build awareness about sex trafficking in Canada. Using key informants and an online search, Task Force staff identified:

- 42 public education and awareness campaigns to end sex trafficking and another 19 to combat prostitution or sexual exploitation.

  Target audiences include: the general public, youth, Aboriginal youth, forensic students, service providers, advocates, trafficked women and girls, public schools, post-secondary language schools, health care workers, truck drivers, male offenders, the South Asian community, and the hospitality sector.

- 32 prevention programs, including seven "healthy relationship" programs with a trafficking element. The initiatives included curricula, online information, workshops, resource kits, guides, grassroots organizing and public service announcements.

  Target audiences include: the general public, schools and youth workers, Aboriginal youth, service providers, children, parents, students, high-school students, international students, police, neighbourhood organizations, women and girls have been trafficked, victims, transportation workers, child protection workers, juvenile courts.

- **49 training initiatives,** including online learning, workshops, websites, toolkits and conferences. Most initiatives share similar objectives: to explain what trafficking is, to dispel myths, to equip learners to identify trafficking and know how to respond. For members of the public, this response could entail simply knowing whom to call. Professionals, on the other hand, may receive in-depth training to carry out their legal and professional duties and provide the best possible outcomes for trafficked women and girls.

  Target audiences include: the general public, service providers, police, legal system, border officers, child-serving organizations, nurses and other health care professionals, immigration officers, youth, volunteers, shelter staff, provincial crown attorneys, youth in care, settlement organizations, transportation workers.

Our observations

There is widespread agreement that Canadians need to know more about sex trafficking. Our search revealed a wide and diverse array of sponsors who felt compelled to get the message out. They include federal and provincial governments, local police services, agencies, professional organizations, student groups, experiential women, faith groups, Aboriginal organizations, ethnically based organizations, youth-serving groups and youth themselves.

There are many gaps that must be filled. With the exception of a few national programs, most public awareness and training programs are hosted in BC, Alberta, Manitoba and Ontario, with virtually no programs designed to reach Quebec, the Atlantic provinces or the North. There are very few programs in languages other than English and French, or directed to specific cultural communities. And the vast majority of programs have limited reach. Some are short-term efforts. Many reach only residents in a specific region, or the staff of a single employer.

Few organizations were able to evaluate their programs. Evaluations were typically limited to participant evaluations at training sessions. In most cases there was no capacity to measure the long-term impact of the program.

There are opportunities for collaboration and consolidation. We did *not* see an overlap of services, where many organizations were reaching the same populations. But we *did* observe a duplication of effort, where small increments of funding were spent developing materials with very similar messages to other campaigns.

Expanded public awareness requires sustained funding. Public awareness, prevention and training programs are not short-term enterprises. They require sustained funding to keep the message alive in the public's mind and to train new employees. However, much of the funding for public awareness efforts comes from grants or other time-limited funding.

Most funding is time-limited

Our survey of public awareness, prevention and training programs identified the following funding sources. Except for training for federal agencies, most initiatives relied on time-limited grants.

- Federal funds through the RCMP, Public Safety, the Canadian Border Service Agency and Aboriginal Affairs.
- Provincial funds through the BC Office to Combat Trafficking in Persons, Manitoba's Tracia's Trust, or through civil forfeiture or proceeds of crime funds, or through attorney-general's, human rights, education ministries or corrections ministries.
- Through local health authorities, local police or municipal governments.
- Through the Canadian Women's Foundation, coalitions, faith groups, individual donations, in-kind donations, fees for service. Some initiatives rely entirely on the contribution of volunteers or a single person's donation.

Collaborating for maximum impact

What might we accomplish by working together or pooling our resources?

We could **establish a shared terminology** to provide clear, consistent messaging to facilitate a broad national and international conversation about sex trafficking.

We could **create a shared body of knowledge** about the extent of sex trafficking in Canada and the needs of victims, fed by shared data from organizations that serve trafficked women and girls.

We could **create a mass public awareness campaign,** exemplified by MADD's *Don't Drink and Drive* campaign (not to mention many commercial advertising campaigns). These campaigns employ communications best practices, with a clear understanding of the audience, simple messaging transmitted through carefully chosen media, clear objectives and measures to evaluate success. Campaigns such as Manitoba's *Stop Sex with Kids*, the RCMP's *I'm Not For Sale* and *Human Trafficking is a Crime* and many international campaigns create opportunities to expand or replicate their successes and learn from any weaknesses.

We could also **develop Training Consortiums,** bringing together government, agencies and experiential women to develop strategies and materials to equip specific sectors in *every* province and territory to identify and respond to victims. Priority audiences include:

- Law enforcement and the justice system.
- Provincially funded public and private agency staff and professionals, including medical professionals, teachers and public safety officials.
- By-law enforcement officers working to regulate adult sexual services.
- Those working with victim service agencies.
- Service providers specializing in women and youth.
- Child and family service agencies, the Canadian Council of Provincial Child and Youth Advocates and the various Youth in Care Networks.
- Centres specializing in domestic violence and sexual assault.
- Indigenous communities.
- Migrant communities.
- Businesses in the hospitality and travel industry, truck stops and convenience stores, tax companies, adult entertainment, escort services and strip clubs and Internet providers.

These programs should build on those that have already been developed, such as SMART's (profiled on page 87) training for health care professionals, Manitoba's worker competency training centre (featuring six-day training packages co-developed with experiential women) and existing police training.

A **Federal Innovation Fund** could be used to inspire the development of innovative education and outreach strategies, web materials and social media initiatives to combat sex trafficking.

"Offering help, and then not delivering, can reiterate the message exploited individuals have likely heard before: "It's hopeless. No one can help you."[133]

The principles that underpin any collaborative

These collaborations are all informed by principles that must underpin any awareness-building strategy:

- **Involve experiential women** in developing training or public awareness campaigns. Remember the power of peer-to-peer training and outreach. Consider the impact of any campaigns on experiential women.
- **Engage men and boys.** Consider a "Champion's Circle" of high profile advocates – including high profile men – who can influence public opinion. Engage "reformed" buyers, pimps and traffickers. Invite buyers who are causing the problem to help solve it.
- **Appeal to hearts and minds.** Speak to the facts – when, where and how - sex trafficking is happening, the personal and public costs, and the services that are needed - to shift public perception and build the case for action. And draw on the voices of experiential women and their families to convey the debilitating harm inflicted by sex trafficking.
- **Be real**. We need to portray sex trafficking accurately. Pictures of chains and barbed wire do not convey the reality of experiential women.
- **Build for the long-term.** Instead of thinking about short-term campaigns, think about multi-phase plans. Instead of thinking about individual workshops, build sex trafficking into core professional training programs. Instead of thinking about quick fixes, think about changing deeply held attitudes and behaviours.
- **Most importantly, develop services alongside awareness,** so that as victims are identified or come forward, they will receive the help they need. Don't give trafficked women and girls a false sense of hope and security if the services are not there to support them.

"The most important thing is to have the services in place.

Build your house before you invite your guests."[134]

133 REST, "5 Considerations When Starting an Anti-trafficking Organization," June 4, 2014, http://iwantrest.com/2014/06/04/5-considerations-when-starting-an-anti-trafficking-organization/.
134 Task Force member.

"I tried when I was eight to get help.

I tried to kill myself at 12. But no one did anything. Every child goes to school. If there was only one teacher who - just by my behaviour – saw something was wrong - who heard me and believed in me, it would have saved me. That is the time we need to do something."

Confident girls. Respectful boys

Everyone agrees that prevention is the key to ending sex trafficking in Canada. And there is no better place to reach the vast majority of children and youth in Canada – and through them their parents – than the school system.

Provincial Ministries of Education, First Nations Authorities, Boards of Education, Teachers' Unions, parent councils and school principals are all key partners in the efforts to end sex trafficking in Canada. Through our consultations we heard many recommendations for recommended school based programming for students, and specialized training to equip teachers, guidance counsellors and other school staff to identify and respond to children and youth at risk.

Some specific recommendations (many of which also apply to other prevention initiatives):

- **You can't start too young.** A recent analysis by Canadian Centre for Child Protection (CCCP) confirms that of 264 reports of online sexual exploitation or luring, the mean age of victims was 13. (The mean age of suspects, where known, was 25.)[135] Further CCCP research suggests that children in preschool and early elementary school benefit most from prevention programs.[136]
- **Reach boys as well as girls.** Some boys are at risk of being exploited. Others are at risk of becoming exploiters. We need to address both risks.
- **You need to be ready to help.** Any effective prevention program will elicit disclosures of sex trafficking and abuse. Programs that are not equipped to respond to these disclosures, or are not backed with services to support those who come forward, can actually be damaging to youth and deter them from ever seeking help again.
- **We need targeted programs for youth at particular risk.** These programs can include those targeted to individuals at risk (for example those who have been abused as children, or those in the child welfare system), and to communities at risk.
- **We need to build the capacity for program evaluation**, including measures of long-term effectiveness.

The Task Force was particularly impressed by three distinctive school-based programs profiled here: the Vancouver-based *Children of the Street Society*; *Kids in the Know*, an initiative of the Canadian Centre for Child Protection; and the Chicago Alliance Against Sexual Exploitation's *Empowering Young Men to End Sexual Exploitation* program.

"Get experiential women to go into the school systems to talk about their experience . . . Leave resources out so kids can grab them at their own discretion when no one is looking. Also educate what abuse is. Many kids have been abused their whole lives but they don't realize they are abused because it's all they know."

135 Canadian Centre for Child Protection, "Preliminary Findings Provide New Insight into the Crime of Online Luring," https://www.kidsintheknow.ca/app/en/media_release_201406_preliminary_findings_provide_luring_insight

136 Canadian Centre for Child Protection, "Kids in the Know: A Research and Evidence-Based Program," https://www.kidsintheknow.ca/app/en/about-kik_evidence_based .

"The most dangerous thing is to do public awareness but don't offer support if someone discloses.

If you don't respond, chances are they'll never tell anyone again."

Diane Sowden, Executive Director

Children of the Street Society

The Vancouver-based Children of the Street Society was founded in 1995 by parents of children who had been drawn into the sex industry.

The founders recognized that any child could be at risk of exploitation. So they started by bringing workshops – role-plays and monologues developed and acted by young adults – into the classroom. In 2013, the Society offered 635 workshops reaching 25,000 students in 26 communities. All workshops are offered free of charge.

Much of the Society's success depends on its facilitators. The Society offers three workshops with age-appropriate material for Grades 6/7, 8/9 and 10 – 12, with new material being developed for Grades 4/5. However, it's the facilitators who create and perform their own scripts, written from scratch every year to keep them fresh and relevant.

These facilitators – two young men and two young women – are typically recruited from social work, criminology or other relevant studies. They then receive eight weeks of intensive training on the available services, the Criminal Code, child protection and the duty to report. Facilitators must be prepared not only to deliver engaging sessions, but also to respond to children or youth – 63 last year - who disclose some form of exploitation as a result of the workshop.

Some other programs offered by the Children of the Street Society:

- "It Can Happen to Anyone:" a workshop to educate and support parents, caregivers, teachers, service providers, police, government, and the hospitality industry. Last year 63 workshops reached 1807 participants in 12 BC communities.
- Youth Art Engagement Project: a nine-week art program where high-risk youth – some charged with sex offences – create their own social justice art. .
- Just One Photo campaign to alert children and parents to the risks of sharing online images. The campaign's YouTube video has received over 340,000 views.

For more information: www.childrenofthestreet.com

"You need to stay current.

If you start talking to youth about Facebook, you've lost them."

—Diane Sowden, Executive Director

Kids in the Know and Commit to Kids

Kids in the Know is one of many programs developed by the Canadian Centre for Child Protection (the Centre), a Winnipeg-based charity dedicated to reducing child victimization.

Kids in the Know works with schools across Canada to provide personal safety education for students from Kindergarten to Grade 9. The Kids in the Know curriculum is designed to match outcomes mandated by Departments of Education across Canada. Teachers deliver the curriculum in the classroom, using Kids in the Know lesson plans and materials for each grade level. Topics include healthy relationships, safe and responsible use of technology, addressing high-risk behaviour, and knowing how to handle difficult situations. The centre has also developed *Teatree Tells* lessons for preschoolers.

Kids in the Know prides itself on its evidence-based practice. The program focuses on pre-school and elementary students, where prevention programs have had the greatest effect. Interactive lessons are geared to each stage in a child's development, and designed to build upon each other. One of the program's goals is to create a common language that makes it easier for children to share difficult experiences with safe adults.

The program stays current by drawing upon feedback from teachers, student advisory groups and Cybertip.ca, the Centre's tip line to report online sexual exploitation of children and the MissingKids.ca response centre.

Commit to Kids is directed to adults in child-serving organizations to reduce the risk of child sexual abuse for children in their care. The program helps organizations promote safety through an organizational code of conduct; policies and procedures on hiring and employee supervision, documenting inappropriate behaviors, and responding to complaints or suspected child abuse; an organizational child protection manual, and staff and volunteer training.

The program has been promoted in a video featuring Toronto Blue Jay's RA Dickey, a victim of abuse, who approached the centre. The Blue Jays are also sponsoring a kit that will go to all sports clubs in Canada.

The Canadian Centre for Child Protection also operates:

- Cleanfeed Canada, working with law enforcement and ISPs to remove or block illegal images.
- NeedHelpNow.ca, a new website designed to help kids remove their own images from the Internet and cope with images shared among peers.
- Online resources for parents and educators, such as thedoorthatsnotlocked.ca , Parenting Tweens and Teens in the Digital World, Smartphone Safety and Child Sexual Abuse: It's Your Business.
- The Stop Sex With Kids public awareness campaigns, profiled below.

For more information: www.kidsintheknow.ca

"We're sexualizing little girls. The question is, 'For whom?'"

—Lianne Macdonald, Canadian Centre for Child Protection

Chicago Alliance Against Sexual Exploitation (CAASE)

CAASE was founded in 2006 to end sexual exploitation. Its focus is on demand -- challenging the culture and institutions that support sexual exploitation. CAASE hosts 40 awareness events per year, has a young activist council, and develops toolkits for community organizations that would like to take action against sexual harm.

CAASE's work began with *Deconstructing the Demand for Prostitution*, a report based on interviews with 113 Chicago men who had purchased sex. That report led to the creation of a four-session, 180-minute curriculum for young men aged 14-18 delivered through the school system. CAASE has also developed a parallel program to empower young women to develop healthy relationships.

The *Empowering Young Men to End Sexual Exploitation* curriculum uses a popular education approach, promoting mutual learning and self-reflection, and is led by a CAASE facilitator. The curriculum is designed to meet local Board of Education learning standards and meets the requirements for each school's required 575 minutes of sex health education.

The course invites young men to examine our culture's constructs of masculinity, and learn about the realities of sex trafficking and the sex industry. After the course, participants are 75% more likely to associate the word "pimp" with manipulation, and 60% less likely to associate with concepts such as businessman or entrepreneur.

For more information: www.caase.org/prevention

> *"In our course we look at GQ's Man of the Year. It's Barack Obama in a shirt and tie. GQ's Woman of the Year is Jennifer Aniston on a bed without a shirt."* — Caleb Probst, CAASE Education Outreach Associate

An alert and supportive community

School programs can strengthen individual young women and men. But if an entire community is vulnerable to sex trafficking, then the entire community must be strengthened.

The Task Force was inspired by two replicable strategies to enable communities to spot sex trafficking and create plans to prevent it.

North Preston Community Centre

North Preston Community Centre (NPCC) is at the hub of Canada's largest indigenous African Canadian community – a 3,700 member-strong rural community northeast of Halifax. Like many racialized communities, North Preston has a long experience with racism; like many isolated communities, it has a high unemployment rate with few opportunities for young people.

North Preston, like other communities, is experiencing the effects of gang culture. It is difficult to talk openly about sex trafficking, let alone develop a community anti-trafficking strategy. Instead, NPCC has worked to draw out the community's strengths, partnering with churches and schools to create a vision for a healthy community. It promotes inter-general dialogue and genealogical research to help youth appreciate their community's proud history and understand their own connection to it.

NPCC also has specific programs to strengthen girls and young women. It offers sports, dance and a circus program to girls in their pre-teen and teen years, when they are most likely to become inactive. It develops the leadership of volunteers – mostly young women – through its Friends for Life group, where the group discusses "what if" scenarios to promote sound decision-making. NPCC is also North Preston's largest employer of young women, hiring up to 11 youth seasonally each year. It is now considering splitting some of these jobs to allow more youth to build their résumés and benefit from NPCC's training and mentoring.

Boys and young men participate in NPCC's after-school and sports programs. And NPCC has recently partnered with the municipal organizers of Souls Strong. The co-coordinators of the municipal Youth Advocate program facilitated a series of focus groups within the community to develop this program for up to 20 young men aged 15 – 20. The program works with each young man and the people who care about him, targeting all the risk factors – individual, peers, school, family and community – to help him withstand the pressures associated with criminal activity.

Our Circle to Protect Sacred Lives

First Nations are leading the creation of community plans to combat sex trafficking among rural First Nations communities.

In early 2014, the Nisga'a Lisims Government in northern BC and the Assembly of Manitoba Chiefs created Our Circle to Protect Sacred Lives. The initiative was designed to build "from the inside out," rooted in the values, local leadership and community knowledge unique to each First Nation community.

To initiative began with representatives from participating communities gathering for a three-day training session to learn about the nature and impact of trafficking, develop community planning skills most effective in First Nations communities, and establish a network model for ongoing communication and support.

Representatives then returned to their home communities to work with local leaders, strengthen local and urban partnerships, and develop community plans. The plans focus on building protective factors for women and girls in their home communities, and when they travel to urban areas.

Funding for this initiative came from the BC and Manitoba Governments and the Canadian Women's Foundation, building on a 2011 pilot in the First Nations near BC's Williams Lake funded by the BC Government and the Canadian Women's Foundation.

A responsible corporate sector

The corporate sector has a stake in ending sex trafficking for all the same reasons as other sectors – creating a healthy society in which each of us is free to reach our ultimate human potential – plus one more: the corporate sector is accountable to its many stakeholders who are demanding increasingly higher standards of corporate social responsibility.

Some businesses may be unknowingly complicit in the trafficking industry. Hotels, motels, truck rest stops are all locations where trafficked girls are held and sold. Taxi services are sometimes involved on the transport of the girls between buyers. Airline passenger agents can spot men who control the travel documents of girls who are not family members. Large resource extraction industries such as oil and gas and mining operate in areas where demand for commercial sex can increase dramatically in otherwise small communities.

While everyone must remain vigilant and attentive to the potential of human trafficking in our midst, for the corporate community, the damage to a company's brand which could result from the disclosure that they have been involved in human trafficking, even if peripherally, could be substantial. A large prestigious international hotel chain is currently being boycotted as a result of statements the controlling shareholder has made about the gay community, and impact has been immediate and severe. Consumers and shareholders are voting with their wallets, and the effectiveness of these campaigns makes them very attractive and easy to mobilize on social media.

Notwithstanding that we all share a moral imperative to stop this practice, for the corporate community there is a present danger that a lack of appropriate oversight in their businesses, which could allow sex trafficking to flourish on their patch, could have very serious consequences for their bottom lines.

> *"It only takes one case of trafficking to be uncovered in your hotel to have very serious consequences for your business.*
>
> ***The risk to reputation and profit is real - it costs more to manage the media than do the right thing."***[137]

137 Holly Tuppan, "Addressing Human Trafficking in the Hospitality Industry," *The Green Hotelier*, July 18, 2013, http://www.greenhotelier.org/know-how-guides/addressing-human-trafficking-in-the-hospitality-industry/

Some industries are already taking the lead

Over 1300 companies have signed on to the international Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism. The Code was developed after the First Congress against Commercial Sexual Exploitation of Children in 1996 by the Swedish branch of the newly formed ECPAT (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes).

The Code requires all signatories to establish company policies and procedures; train employees in children's rights, prevention and reporting suspecting cases; providing similar information for travelers; including a clause in contracts with supply chain partners repudiating sexual exploitation of children; engaging shareholders in prevention and reporting annually on implementation.[138]

ECPAT has also worked closely with Internet providers, the International Telecommunications Union, the International Association of Internet Hotlines and the Internet Watch Foundation to online sexual exploitation. And its three-year campaign in partnership with The Body Shop collected over 7 Million signatures calling on government to protect children and adolescents from sex trafficking.[139]

ECPAT is represented in Canada by the non-profit organization Beyond Borders. Beyond Borders has in turn partnered with such businesses as Air Canada to create a public awareness video for its in-flight entertainment system, and Transat to train employees and develop internal polices for employees who may witness abuse.[140]

Another organization, the **Global Business Coalition Against Human Trafficking** is also developing a Sex Trafficking toolkit, including strategies for detecting sex trafficking, policies and procedures, awareness-raising strategies, best practices and case studies. gBCAT members include Microsoft, Coca-Cola, Ford, LexisNexis and a number of travel industries.[141]

Here are three examples of private sector initiatives to identify and respond to sex trafficking:

138 "What is the Code," The Code, http://www.thecode.org/about/.
139 ECPAT, "Stop Sex Trafficking of Children and Young People Campaign," http://www.ecpat.net/news/stop-sex-traf-fick-ing-chil-dren-and-young-peo-ple-campaign
140 Beyond Borders, "Companies make a difference," undated. http://www.beyondborders.org/wp/corporate-responsibility/companies-making-a-difference/.
141 gBCAT, Programs, undated. http://www.gbcat.org/#programs .

TruckSTOP

PACT-Ottawa (Persons Against the Crime of Trafficking in Humans) recognized that truck drivers were often positioned to spot human trafficking. So in 2012 it launched its TruckSTOP campaign. The campaign was designed to equip drivers to become "unsung heroes," who could spot victims and report descriptions of suspected vehicles and the people involved to a 1-800 number.

PACT-Ottawa worked closely with the trucking industry to develop and disseminate its message. Its bilingual materials included posters, coasters, wallet cards and particularly audio CDs that truckers could listen to as they drove. The campaign was launched at Truck World, Canada's largest truck show, and promoted through mainstream media and industry outlets such as Today's Trucking and Truck News.

The TruckSTOP campaign has focused on truck routes between Ottawa and Toronto to border crossings at Windsor and Fort Erie, and particularly the 401 with over 10,000 trucks a day in southern Ontario and 40,000 a day near Toronto.[142] Since it began, the campaign has distributed over 10,000 audio CDs, 100 poster and 4000 coasters and wallet cards featuring the WATCH for the Signs message.

For more information: www.pact-ottawa.org/truckstop

> *"Upon seeing two young girls moving from truck to truck at a rest stop, an observant trucker called police, leading not only to the rescue of the two girls but also to the rescue of seven other minors and to thirty-one convictions."*[143]

d3h Hotels

d3h Hotels' response to sex trafficking began when mangers and office staff returned from a US conference session hosted by ECPAT International and the Polaris Project.

d3h is a Saskatchewan-based company managing 11 hotels, including Days Inn, Motel Six and Home Hotels. Inspired by the conference, d3h worked with ACT Alberta, a leading anti-trafficking organization, to develop a staff training program. The program included a Code of Conduct, policies and procedures and a training manual. ACT Alberta provided resources, information and brochures for the training.[144]

Sabre Holdings, operators of Travelocity

Sabre Holdings, the operators of Travelocity, recognized the travel industry can be an unwitting participant in the trafficking industry, with traffickers booking airline, rail and hotel tickets through their and their partners' websites. In response, they signed ECPAT's Code of Conduct and initiated their Passport to Freedom program. The program was designed to educate employees, promote collaboration with industry partners, and offer training and employment opportunities for trafficking survivors.

Sabre's online learning tool became so popular among employees that the company decided to make it available. The 30 minute online tool, featuring background information, testimony from survivors, and links to a national hotline can be viewed on Sabre's website.

For more information: www.sabre.com/home/about/corporate_responsibility/passport_to_freedom/

142 PACT-Ottawa, *Research Report Summary: The PACT-Ottawa Human Trafficking Awareness Initiative – TrusckSTOP Campaign*, undated, 4.
143 Jonathan Todres, The Private Sector's Pivotal Role in Combating Human Trafficking, Georgia State University College of Law, Legal Studies Research Paper No. 2012 – 6, 2012, 91
144 Public Safety Canada, Canada's Anti-Human Trafficking Newsletter Special Edition, Human Trafficking, the Private Sector & Responsible Business. http://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/hmn-trffckng-nwsltr-2013-10/index-eng.aspx

A mobilized public

Mass public awareness campaigns can have multiple goals: to enable women and girls to protect themselves and seek help if they need it; to help other members of the public spot and report sex trafficking; to build public support for programs to end sex trafficking and to create the political will to act.

Most importantly, a public campaign can help cut the demand for trafficked women and girls.

In this section we look at two examples of mass public awareness campaigns: one from Canada, one from the US.

> ***"We have to find our voices and say, NO MORE....***
>
> *We've got to come up with beautiful words for fathers that say, 'Stop abusing your daughters.'"*

Stop Sex with Kids Campaign

The Stop Sex with Kids Campaign is part of the Manitoba Strategy to end child sexual exploitation. The campaign receives funding support from the Manitoba Government and is co-coordinated by the Canadian Centre for Child Protection.

The campaign was delivered in three phases. Phase one, delivered in 2006, was designed to equate sexual exploitation with child sexual abuse. The campaign featured billboards, transit ads, posters and TV and radio ads with the messages "Sex with children isn't child play. It's sexual abuse." and "Sex is being bought from a child right now in Manitoba."

The phase two "Dear Diary" campaign in 2008 showed the impact of sex trafficking on youth, and was designed to dispel the myth that youth have a choice in their exploitation. The campaign helped shift the perception of children in the sex industry from "child prostitutes" to "high-risk victims."

In 2010, the campaign shifted gears to focus on the demand for sex. The campaign's theme was "It's Up to US." Individuals and community organizations were encouraged to report sexual exploitation to authorities, and spread the word to family and friends. In addition to TV, radio, billboard, transit and posters spots, the campaign included an *It's Up to Me* declaration and a button campaign, where participants in a Workplace Day of Action and other Manitobans posted photos of themselves wearing the "It's Up to US" button.

For more information: www.stopsexwithkids.ca

"We knew sex trafficking is a business.

If we looked at it that way – supply and demand –
maybe we could make more headway.
This is where the ***A future. Not a past.*** *Campaign began."*

A future. Not a past.

A Future. Not a Past. is an initiative of youthSpark Inc., an Atlanta-based movement of youth and adults committee to ending child sex trafficking through prevention, early intervention and education. The movement began in the early 2000s when juvenile court judges started to see girls as young as 10 facing prostitution charges. A small group of leaders organized to raise $1 Million to fund a safe house and services for trafficking victims.

In 2007, the organization recognized they needed to go upstream to "put the safe house out of business." It commissioned an independent research firm to design and carry out a study to quantify the extent of sex trafficking girls in Georgia. The counts, which continued quarterly until 2009 when the research was brought under auspices of the Governor's Office for Children & Families, identified more than 250 girls exploited each month via the internet, escort services, street activity and major hotels.

In 2010, the research firm was again commissioned to quantify the number of men who purchased sex in Georgia. It found 7200 men, almost half from affluent suburbs, had knowingly and unknowingly bought sex from girls under 18.

It was this breakthrough research that helped convince the public, politicians and police to take action, and led to legislative and regulatory change, a state-wide system of service co-ordination and the training of over 3500 police officers.

A Future. Not a Past continues to build public awareness through a billboard campaign directed at sex buyers, its *Georgia's Not Buying It* public service announcements featuring well-known athletes, its PSAs to children age 10 and over, and a guide to help parents and youth-serving organizations discuss the risks of sex trafficking. It also works directly with high risk girls through its youthSpark Voices initiative.

YouthSpark has published a comprehensive A Future. Not a Past toolkit to enable other communities to benefit from Atlanta's experience to create their own anti-trafficking strategies.

For more information: http://www.youth-spark.org

"We always ask, "What's the next piece of the puzzle to create true systemic change?"

We looked at the continuum of sexual abuse, and asked,
"How do we go upstream, to catch girls early?"
— Sharon Simpson Joseph, Executive Director, youthSpark Inc.



"It's about compassion."

"To end the trafficking of our children we need to feel. It has to be more than words. It has to be something you feel in your heart, in your soul and in your spirit.

It's about compassion. That's what's missing.

To have compassion is to see that young girls are being broken - that children are being used for sex toys. As an Elder, I believe we will continue to have missing and murdered women, and we will continue to have trafficking, because humanity is still sleeping.

We all have a journey from the day we are born until the day we pass, and that journey is to become as compassionate, as caring and as sharing as we possibly can. And that's not happening. In the 80 years I've been on this earth, I see we are not getting better. We are getting worse."

Elder Mae Louise Campbell
Elder-in-Residence, Red River College
Task Force Member

photo: Christina Gapic

8 Collective action

It takes sustained and strategic government leadership to bring about the system changes, supports for women and girls, and public awareness efforts to end sex trafficking in Canada.

It also requires ***all of us*** to do our part.

"All of us" includes everyone discussed in this report: parents, teachers and youth serving organizations, social services and health care, law enforcement and the justice system, policy-makers and public servants, businesses that could be unwittingly facilitating sex trafficking, or have the opportunity to spot it.

It includes voters who can keep sex trafficking on the public agenda, and civil society leaders and philanthropists who can bring their influence, insight and support to the work.

How can we best work together?

The Task Force has been inspired by the collective impact approach to social change. This approach recognizes that complex problems – particularly those such as sex trafficking where the solutions are not obvious - cannot be solved by a single organization or a single intervention. Instead, it requires the collective contributions of all stakeholders towards a shared goal.

The proponents of the collective impact approach have discovered five conditions that lead to powerful results:

- **A common agenda,** where all participants have a common understanding of the problem, a shared vision for change and a joint approach to solving it through agreed-up actions.
- **Shared measurement systems** to test progress towards agreed-upon outcomes. All participants collect the same data to measure results on a short list of indicators. Together they improve the quality of the available data, learn from each other's performance and document their collective progress towards the goal.
- **Mutually reinforcing activities**. Each stakeholder does the work it is best equipped to perform. But this work must complement and reinforce the work of other stakeholders within an overarching plan.
- **Continuous communication** among organizational leaders to build trust among the stakeholders, develop a shared vocabulary and create the best possible solutions together.
- **A lean backbone support organization,** funded to plan, manage and support the collective through ongoing facilitation, data collection and reporting and project management. The ideal backbone organization creates a sense of urgency, can press stakeholders into action without overwhelming them, frame issues positively and mediate conflict among stakeholders.

Where can we best work together?

We see the need for collective action at both the national and regional level.

At the national level, the Department of Public Safety has helped co-ordinate work with federal departments and the RCMP. But there is no vehicle for co-coordinating civil society or private sector efforts.

Regional co-ordination has already begun in Manitoba and BC. There are also local plans facilitated through Federal Status of Women funding in York Region, Edmonton, and Ottawa. However, most provinces and regions do not have the infrastructure to marshal resources or co-ordinate local services.

A leap forward

To quickly move forward at the national level, we recommend bringing together leaders and experts to simultaneously advance work in five areas of national significance.

An Experiential Women's Summit

We begin with an **Experiential Women's Summit**, bringing together experiential women from across Canada.

Members of the Task Force had the opportunity to hear directly from experiential women through our two-day Experiential Women's Roundtable, through guest speakers and videos, and particularly through the experiential members on the Task Force. Their stories and ideas fueled the Task Force's work. Many of us said, "If only the Canadian public could hear from these women, *everything* would change."

In Canada, some experiential women have organized themselves regionally in groups such as Sex Trade 101 in Toronto, Concertation des lutes contre l'exploitation sexuelle (CLES) in Montreal and Honour Consulting in Vancouver.[145] However there has been no forum for Canada-wide action or advocacy. The situation in the US is quite different. There, survivor-led organizations such as GEMS have served and advocated for trafficked women and girls since the 1990s.[146] On the national level, a group of American experiential women organized the 2013 *Demand Change* conference in Kansas City. Administration for the 200-person event was provided by Veronica's Voice,[147] a survivor-led organization, and all keynote speakers and panelists were experiential women.

A National Experiential Women's Summit would be an important step towards creating a strong and cohesive experiential voice in Canada. The summit would create an opportunity for women to meet each other, identify common goals, and to plan how to best ensure their knowledge and experience is heard across Canada, and whenever decisions that affect them are being made.

A Data and Research Roundtable

Collective action depends on credible data. It is the information that clarifies the nature and extent of the problem, motivates governments and civil society organizations to act, provides the evidence on which solutions can be developed and permits progress to be measured.

We recommend the experts who are already attempting to collect data or conduct research in sex trafficking come together to:

- Identify the organization(s) best positioned to access, collect and disseminate data on sex trafficking.
- Recommend strategies to collect data on incidence, prevalence among children and youth in care, risk factors, trends and other data needed to guide public policy and service delivery.
- Recommend standard terminology to inform data collection and promote consistent language among government, service providers and the media.
- Recommend a research agenda to inform expanded and enhanced service delivery.

145 See Sextrade 101 (http://sextrade101.com), CLES. (www.lacles.org) and Honour Consulting (http://www.honourconsulting.com).
146 See GEMS (http://www.gems-girls.org/about)
147 See Veronica's Voice (http://www.veronicasvoice.org/mission-and-history/)

"This is happening at all levels, in the street and in fancy offices also.
Let's do something. Let's do something."

A Technology Roundtable

Internet and mobile technology has increasingly become the greatest facilitator of sex trafficking, but also has the potential to be a powerful tool to combat it.

There has already been much work on this issue at the international level. Organizations such as the Canadian Centre for Child Protection bring Canadian expertise and connections through the operation of Cybertip.ca.

Now it is time to channel what has been learned into a national strategy to end sex trafficking. We recommend convening a Technology Expert Roundtable to:

- Recommend legislation to define the responsibilities of Internet Service Providers.
- Promote approaches for effective investigations and prosecution.
- Adapt international best practices, particular from the US. Harmonize with them to make the effort effective.
- Recommend other ways to use the Internet and mobile technology to combat trafficking, and not facilitate it.

A Public Awareness Roundtable

As we saw in Chapter 7, there is no lack of public awareness efforts. What is missing is the co-ordination, strategic planning, and professional expertise needed to create an influential national message.

We recommend convening a National Public Awareness Expert Roundtable to:

- Research best practices for a national public awareness initiative.
- Recommend resources needed to support the initiative, including funding, speakers, champions.
- Co-ordinate with the over 50 existing public awareness campaigns for maximum impact.
- Engage the private sector to do its part, through staff Codes of Conduct, staff training, and policies and procedures to prevent and identify trafficking.

A National Co-coordinating Roundtable

Most importantly, we see the need for a National Co-coordinating Roundtable to pave the way for a backbone organization. At the outset, this roundtable would:

- Co-ordinate the work of the National Public Awareness, Data and Research and Technology Roundtables.
- Create a national framework to combat sex trafficking.
- Identify an organizational structure to foster sustained Canada-wide collaboration.

"I would like to see more happen at a faster pace. *Why has this taken so long? It's not like we don't know this is happening. I don't want to be sitting here ten years from now asking 'why isn't this working?"*

Who will fund the work?

One of the attractions of the collective impact approach is that it makes the most effective use of existing funding. However, there is no question that expanded services, improved data collection, a robust public awareness initiative and local co-ordination will require new and sustained investment.

To sustain the work, we recommend establishing a **Council of Funders.** The Council would bring together leaders of government, Indigenous governments, private sector corporations, community-based agencies, foundations and faith-based organizations to identify funders and high net-worth individuals for the shared goal of eradicating sex trafficking and sexual exploitation.

The Council will convene partners to provide information and inspiration on emerging best practices to ultimately engage them in long-term investments or partnerships or engage them individually in program and research support. The aim would be enhanced collaboration among philanthropists, government and non-profit organizations to facilitate large investments, create cost efficiencies through shared strategy development and due diligence, enable cross-sectoral co-ordination and provide access to networks and specialized skills that individual donors may not have on staff.

The Council will also develop engagement and educational strategies for all types of funding partners and provide strategic advice respecting investment needs for the eradication of sex trafficking and sexual exploitation.

Principles for raising funds

- Co-ordinate and pool funding and knowledge among government, corporations, foundations, individuals, faith-based organizations, educational institutions, law enforcement, criminal justice, health services, professional association and others for maximum collective impact.
- Provide equitable access to resources.
- Fund initiatives that address all vulnerable women and girls, as well as victims of sex trafficking, through all stages of their lives and all stages of their experience. Address both the direct issues and systemic inequality issues, such as gender, race and poverty.
- Recognize the importance of meaningful engagement of experiential women.
- Identify and promote the use of promising practices.
- Provide short term, immediate project funding and long term, multi- year program funding through sustainable funding models.
- Support both short and long-term outcomes, measured and enhanced by research that recognizes the complexity of sex trafficking issues.

A continued role for government

Philanthropy is no substitute for public funding.

Every government is responsible for the health and safety of its citizens, and will always take the lead on funding for law enforcement and public safety, victim services, health, mental health and addictions programs, education, housing and shelters, and income support.

We see a number of ways in which government could increase or channel revenues to combat sex trafficking such as:

1. **By creating a Federal Social Innovation Fund (SIF)** that awards grants to identify, validate, and grow promising approaches to challenges facing local communities in the area of sex trafficking. The SIF will work with and through existing grant making institutions, or "grant makers," to direct resources to innovative community-based nonprofit organizations, or "subgrantees" that will include a focus on young boys and girls as well as women and men who are at risk of being trafficked, or who have been trafficked.
2. **By supporting and expanding Canada's Victim Fine Surcharge,** a mandatory program since October 2013, it is an important source of funds. In BC, for example, the provincial *Victims of Crime Act* created a dedicated Victim Surcharge Special Account to receive victim surcharges on motor vehicle infractions and *Criminal Code* convictions. This fund has been used to support BC's victim service programs housed within the BC Ministry of Justice, including the Office to Combat Trafficking in Persons (OCTIP). OCTIP has used these funds to provide training, information, resources and support to victim services and violence against women's programs to serve trafficked persons in BC.
3. **By supporting and expanding funding through Civil Forfeiture Funds** to prevent and respond to sex trafficking. For example, the *Civil Forfeiture Act of BC* is used to initiate civil court proceedings against property believed to be the instrument or proceeds of unlawful activity. The proceeds are paid into a Civil Forfeiture Account dedicated to compensating eligible victims, preventing unlawful activities and remediating the effect of unlawful activities. In the past three years, the fund has contributed $1.4 Million for grants to prevent or build awareness about human trafficking and sexual exploitation.

We also see the need for sustaining and building upon public investments by:

- Continuing and building upon Public Safety's investments in the National Action Plan, and in particular expanding grants to community-based organizations.
- Expanding Status of Women Canada funding to help more communities create plans to combat sex trafficking.
- Increasing the capacity of RCMP, provincial and municipal police forces to investigate and prosecute sex trafficking cases.
- Sustained provincial funding for services, such as safe houses funded through Alberta's sexual exploitation strategy; BC Office to Combat Trafficking in Person's crime prevention and remediation grants; the many services funded through Manitoba's Tracia's Trust; or Vancouver's grants to community organizations funded through the Edgewater Social Responsibility Reserve.

"It's really important to finance grass-roots movements.

We're always trying to centralize. For me, it's locally that things happen. I understand collaboration, but locally it's peer-to-peer, in the kitchen. Attacking pimps and johns - that can be global. But for supporting survivors, it's a grass-roots movement."

How Canada's 6th richest province became #1

Manitoba's example shows what can be done. Manitoba's GDP per capita is only the 6th highest in Canada, trailing Alberta, Saskatchewan, Newfoundland, Ontario and BC (and well behind the North-West Territories, Yukon and Nunavut.)[148]

Yet by investing $7.86 per person each year through Tracia's Trust, it has been able to create a province-wide public awareness campaign, training programs and a strong network of services unmatched by any other province.

"We need long-term funding. Don't fund programs for just one or two years.

It's horrible. It would be better if we never got money. I've seen women who have come out of jail and, in two years, couldn't get their children. We sat in a circle and cried together, but it didn't help. . . .
If you give only two-year funding, we accomplish nothing."

148 Conference Board of Canada, "Provincial Ranking, Income per capita, 2013," http://www.conferenceboard.ca/hcp/provincial/economy/income-per-capita.aspx

9 Task Force recommendations to end sex trafficking in Canada

In this report, we have taken you through the same journey the Task Force undertook to deepen its understanding of sex trafficking in Canada. You have reviewed the same research that we studied, heard from some of the experiential women and service providers that spoke to us, and seen some of the services and innovations that impressed us on our site visits.

At our last meeting, Task Force members affirmed that:

> "True equality for women and girls will not be achieved until all forms of violence, including sexual exploitation and sex trafficking, are eradicated. This will require a broad perspective and action taken in all sectors and in a wide range of policy areas.
>
> The results will reflect a stronger nation whose political, social and economic inequalities are minimized and where human rights and the possibility for everyone to succeed to their greatest potential is achieved."

The following recommendations were written by the Task Force and represent their findings and analysis. These recommendations address the "action in all sectors" the Task Force believes will most help end sex trafficking in Canada.

The Task Force recommendations were developed to assist the Canadian Women's Foundation in creating its own five-year national anti-trafficking strategy. It is also hoped the recommendations will inform and offer guidance to other stakeholders working in this area.

The Canadian Women's Foundation strategy to end sex trafficking is available at
www.canadianwomen.org/trafficking

Change Systems

Goal 1: Laws that stop trafficking in its tracks

Action:

1. Enforce the human trafficking and sexual exploitation laws we have now.
2. Give trafficked women and girls a reason to come forward.
   - Change the *Criminal Code* to focus on the trafficker's actions, not the victim's beliefs, history or behavior.
   - Increase use of civil causes for action and civil forfeiture procedures to return trafficker's profits to victims.
   - Engage expert witnesses to support victim testimony.
   - Make testimonial aids available to trafficking victims.
3. Vacate and purge records for non-violent crimes committed as a direct result of being trafficked
4. Increase police capacity to provide victim-centred services.
   - Include human trafficking within the Police Services Act adequacy standards in each province.
   - Support multi-jurisdictional and multi-sectoral partnerships. Ensure the RCMP has a human trafficking co-coordinator in every province.
5. Strengthen protections for migrant women and girls.
   - Entrench Temporary Resident Permits in legislation.
   - Ensure TRPs are not conditional upon co-operation with police investigations or prosecutions.
   - Eliminate Work Permits that are tied to specific Employers.
   - Create stronger regulation of recruitment agencies providing services for immigrants.
6. End the municipal regulatory patchwork of Canada's sex industry. Create provincially endorsed regulatory frameworks.
7. De-criminalize women and girls who sell or who have sold sex. Undercut the demand for trafficked women and girls by criminalizing those who buy sex.

Goal 2: A trafficking-proof child welfare system

Action:

8. Prioritize girls under 18. Adapt and replicate legislation and policies similar to Manitoba's *Child Exploitation and Human Trafficking Act.* Reclassify minors who commit non-violent offences as a result of being trafficked as "children in need of services.
9. Increase the maximum protective age in all provinces to at least 18 years of age. Increase the eligible age to receive supports to 25 years across Canada. Support the transition to independence with forgivable loans for post-secondary education, affordable housing and employment supports.
10. Create provincial guidelines to help child welfare agencies serve victims of sex trafficking and youth at risk of trafficking, including:
    - Guidance on service delivery strategies.
    - Staff training materials.
    - Protocols for cross-system collaboration.
    - Best practices to identify residential placements.
    - Documentation and data collection.
11. Require all Children's Aid Societies to report annually on their current and planned efforts to address trafficking and commercial sexual exploitation of children in care.

Support women and girls

Goal 3: An instant and comprehensive response whenever a woman or girl seeks help

Action:

12. Co-ordinate 24/7 wrap-around supports – mobile where necessary – in every major urban centre. The package would include "whatever it takes" to enable women to be safe and explore their options: basic needs, childcare, ID replacement, emergency income, process for family re-connection where appropriate.
13. Provide core competency training for all first responders and front-line municipal agency staff: police, paramedics, emergency departments, by-law enforcement officers, shelters, and women-and youth-serving organizations.
14. Ensure all first responders have access to appropriate counseling and peer support resources.
15. Expand the Chrysalis Network's 1-800 support line to provide confidential telephone trauma counseling and local referrals.
16. Provide dedicated safe housing in major urban centres.
17. Increase the availability of detox and treatment beds.

Goal 4: A stable platform for a life without exploitation

Action:

18. Provide supports for long-term housing stability such as: support-referral agreements with private landlords, housing allowances, rent banks and priority status on social housing waiting lists.
19. Promote economic stability through specialized job-training programs, by employing experiential women, and creating casual employment opportunities.

Goal 5: Opportunities for every trafficked woman to heal

Action:

20. Expand opportunities for long-term trauma counseling, health services and end of life supports in major urban centres. Create dedicated supportive housing where numbers permit.
21. Create Indigenous-led healing villages for experiential women and their families. Redeploy child welfare per diems to fund an Elder, educator, nurse an traditional healer in each village.

Build awareness

Goal 6: Confident girls. Respectful boys

Action:

22. Disseminate age-appropriate information to all school-aged students and their parents. Equip teachers and other school staff to identify trafficking warning signs and respond.
23. Develop and disseminate an awareness guide in appropriate languages in all certified post-secondary educational institutions.
24. Support targeted education to vulnerable youth. The focus: healthy relationships, social justice and gender equity, and protection against recruitment.

Collective action

Goal 7: A foundation for Canada-wide action to end sex trafficking

Action:

25. Call upon every province to follow the lead of Manitoba and BC in developing provincial anti-trafficking strategies.
26. Build on the success and extend the Federal Status of Women's funding to support the development and implementation of community action plans to fight human trafficking in communities across Canada.
27. Convene an Experiential Women's Summit to create a sustained voice for trafficked women and girls and to provide a platform for future action.
28. Convene a National Public Awareness Expert Roundtable to:
    - Research best practices for a national public awareness initiative.
    - Recommend resources needed to support the initiative, including funding, speakers, champions.
    - Co-ordinate with the over 50 existing public awareness campaigns for maximum impact.
    - Engage the private sector to do its part, through staff Codes of Conduct, staff training, and policies and procedures to prevent and identify trafficking.
29. Convene a Data and Research Expert Roundtable to:
    - Identify the organization(s) best positioned to access, collect and disseminate data on sex trafficking.
    - Recommend strategies to collect data on incidence, prevalence among children and youth in care, risk factors, trends and other data needed to guide public policy and service delivery.
    - Recommend standard terminology to inform data collection and promote consistent language among government, service providers and the media.
    - Recommend a research agenda to inform expanded and enhanced service delivery.
30. Convene a Technology Expert Roundtable to:
    - Recommend legislation to define the responsibilities of Internet Service Providers.
    - Promote approaches for effective investigations and prosecution.
    - Adapt best practices from the US. Harmonize to make the effort effective.
    - Recommend other ways to use the internet and mobile technology to combat trafficking, and not facilitate it.
31. Convene a National Co-coordinating Roundtable to:
    - Co-ordinate the work of the National Public Awareness, Data and Research and Technology Tables.
    - Create a national framework to combat sex trafficking.
    - Identify an organizational structure to foster sustained Canada-wide collaboration.

Goal 8: Sustained funding to support services

Action:

32. Establish a Council of Funders to promote long-term investment in ending sex trafficking. The Council, operating under the collective impact model, would bring together government, Indigenous, private sector, non-profit sector, foundations and faith leaders to develop engagement and educational strategies for all types of partners and provide strategic advice respecting investment needs.
33. Commit revenues from the Victim Fine Surcharge and civil forfeitures to fund services for victims of sex trafficking and sexual exploitation.
34. That the Federal Government establish a social innovation fund that can assist experienced grant making "intermediaries" to identify the most promising practices and programs and guide them towards greater impact and stronger evidence of success. This can be achieved with a combination of public and private resources to grow the impact of innovative, community-based solutions that have compelling evidence of improving the lives of the victims of sex trafficking and their families.

Appendices

A. Task Force Biographies

B. The Laws that Govern Sex Trafficking

Task Force Biographies

Margot Franssen, OC, Co-Chair | Toronto, ON
Margot is on the Board of the Canadian Women's Foundation. She is a Founding Board Member of Women Moving Millions, a visionary philanthropic effort to raise millions of dollars for women and girls globally. In 1980, Margot founded The Body Shop Canada, creating a company recognized for its strong ethical business practices.

Sheila O'Brien, CM, Co-Chair | Calgary, AB
Sheila is on the Board of the Canadian Women's Foundation. She is a corporate director and business consultant specializing in workforce and leadership capacity with over 30 years of experience in the oil and gas, pipeline and petrochemical sectors in Canada and abroad. She has served on over 25 Boards of Directors dealing primarily with human rights, women's rights and giving voice to marginalized members of society.

Elder, Mae Louise Campbell | Winnipeg, MB
Mae Louise Campbell is an Ojibway Métis Elder in Winnipeg, Manitoba. She was instrumental in the development of the Province of Manitoba's Child Exploitation Strategy and for 18 years, operated a healing lodge known as Grandmother Moon Lodge.

Christina Harrison Baird | Ottawa, ON
Christina is the representative from the Canadian Council for Refugees and Persons Against the Crime of Trafficking in Humans (PACT-Ottawa). She is an international human rights lawyer who was the Canadian focal point for the UNHCR's work on human trafficking. She led a workshop on legislating to combat human trafficking for the Judicial Committee of the National Assembly of Vietnam.

Erin Corston | Ottawa, ON
Erin is a First Nation woman from Chapleau Cree First Nation, Treaty 9. She has worked on the issue of human trafficking of Aboriginal women with the Native women's Association of Canada, National Association of Friendship Centers and Senator Dallaire's committee on sexual exploitation of children. Her expertise is in health research and policy, having contributed to the advancement of culturally relevant gender based analysis in Canada.

Isabelle Bigué | Montreal, QC
Isabelle has years of direct service experience helping human trafficking victims with immediate needs assessment, post trauma and psychosocial intervention and court support. She is also involved in a project with the Montreal Police to sensitize Police officers, community organizations, and young girls who may be vulnerable to human trafficking, prostitution, and offenders (pimps).

Jim Zucchero | Peel, ON
Constable Jim Zucchero is a member of the Peel Regional Police close knit team who are passionate in their efforts to battle human trafficking which has resulted in numerous offenders being identified and brought before the courts. As a member of the Vice Unit, his experience has involved investigating and identifying victims of multiple domestic sex trafficking cases.

Kate Quinn | Edmonton, AB
Kate works through partnerships to create and pursue strategies to address sexual exploitation and the harms created by prostitution. Her work includes public education, client support, bursaries, counselling, trauma recovery and emergency poverty relief for individuals working to heal and rebuild their lives after experiencing exploitation.

Kelly Cameron | London, ON
Kelly is a Master's level social worker whose academic and professional work has focused on human trafficking. She has extensive experience on addresses human trafficking internationally and in Canada utilizing a collaborative community model of addressing human trafficking for commercial sexual exploitation.

Kim Pate, CM | Ottawa, ON
Kim Pate is a lawyer specializing in the rights of women incarcerated and in conflict with the law. She has also worked with youth and men during her 29 years of working in and around the legal and penal systems.

Lanna Many Grey Horses | Vancouver, BC
Lanna Many Grey Horses is a First Nation member of the Kainaiwa (Blood Tribe) First Nation in Treaty 7. Lanna oversees three low-barrier women's shelters that incorporate empowerment and harm reduction based practices in the Downtown Eastside in Vancouver.

Laurie MacKenzie | Winnipeg, MB
Laurie is an experiential Aboriginal woman who is using her lived experience to be a Helper and educate those who are working on solutions to end sex trafficking in Canada. She is deeply committed to ensuring Survivors of sex trafficking have a voice.

Manjit Chand | Vancouver, BC
Manjit has experience in supporting women to leave situations of violence, educating volunteers and community groups about the issue of violence against women and children and supporting and advocating with street-involved children and youth. Her life-long commitment is to work against the exploitation of all, especially women and children.

Mary Mowbray | Toronto, ON
Mary Mowbray runs the retail team in Toronto for Colliers International, a global commercial real estate brokerage firm. She is Chair of the Canadian Women's Foundation National Marketing Committee and serves on the Investment Committee and Major Gifts Cabinet.

Marie Delorme | Calgary, AB
Dr. Marie Delorme is CEO of The Imagination Group of Companies. She is Vice-Chair of the Mount Royal University Board of Governors, serves on the RCMP Foundation Board, the Calgary and Area United Way Board, chairs the UpStart Council of Champions, and is an advisor to two Universities. She is a sessional instructor at three post-secondary institutes and speaks nation-wide on leadership, economic development, entrepreneurship, and women's issues.

Micheline Lavoie | Ottawa, ON
Micheline is the Co-Chair of the Federal National Action Plan to Combat Trafficking in Persons led by Public Safety Canada. This is the Government of Canada's response to the Palermo Protocol and currently has eighteen Government Departments who meet on a regular basis to develop plans to combat trafficking in persons in Canada.

Nicole Barrett | Vancouver, BC
Nicole is a leading researcher on human trafficking in Canada and abroad. Her published research includes International Centre for Criminal Law Reform and Canadian Women's Foundation. In 2011, Nicole directed national and international roundtables in Montreal on prevention of human trafficking in Canada for Public Safety.

Pytor Hodgson | Kingston, ON
Pytor has been active in supporting marginalized and underserved youth for twenty years as a front-line worker, grassroots organizer, advocate, and ally in roles that have allowed him to develop and implement policies, procedures and processes that better engage, empower and ignite the natural capacities of youth and young adults in Canada.

Rosalind Currie | Vancouver, BC
Roz interest is in human rights and women's equality rights, working with both the BC Human Rights Commission and as a Board member/ President of West Coast LEAF (Women's Legal Education and Action Fund). Roz has also worked on issues of violence against women such as sexual assault and domestic violence for the BC Ministry of Public Safety and Solicitor General (now BC Ministry of Justice).

Sherry Jackson-Smith | Halifax, NS
Sherry is a member of the African Nova Scotian Community and comes with a wealth of knowledge, experience and sensitivities to the needs of Ethnocultural offenders as well as marginalized Ethnocultural and Aboriginal communities. Her extensive work with female offenders as well as her community work with women is an indication of her commitment to women's rights and well being.

Shirley Cuillierrier | Ottawa, ON
Shirley is a First Nations Mohawk from Kanesatake, Quebec. A member of the RCMP for 30 years, her responsibilities include overseeing the RCMP Human Trafficking National Coordination Centre that provides a focal point for law enforcement in their efforts to combat and disrupt individuals and criminal organizations involved in Human Trafficking activities.

Taunya Goguen | Ottawa, ON
Taunya has been responsible for several national policy files including the National Action Plan to Combat Human Trafficking, child sexual exploitation on the Internet, including child sex tourism, and the enforcement action plan under the National Anti-drug Strategy, including efforts to reduce the illicit use of prescription drugs.

Timea Nagy | Hamilton, ON
Timea is a Survivor of international trafficking for the purposes of sexual exploitation and is a speaker and social advocate on behalf of human trafficking victims worldwide. She is the Founder of "Walk With Me" which is a community based, survivor-led organization to rescue and restore the dignity, freedom and well-being of human trafficked victims. Within the last two years her organization has assisted over 150 victims of human trafficking.

Wendy Scherich |Winnipeg, MB
Wendy has 20 years of work experience in the social services field in the area of sexual exploitation and trafficking with respect to both children and adults. She recently retired from leading the Manitoba's Sexual Exploitation Strategy: Tracia's Trust that address issues related directly to the sexual exploitation and sex trafficking of children, youth and adults in Manitoba.

The Laws that Govern Sex Trafficking

LAW

INTERNATIONAL

UN TRAFFICKING PROTOCOL (PALERMO PROTOCOL) (2003)

Broad international human trafficking law:

"the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs..."

3 basic elements:

1. **the act:** recruitment, transportation, transfer, harbouring or receipt
2. **the means:** threat or use of force, coercion, abduction, fraud, deception abuse of power or position of vulnerability, giving/receiving payments/benefits to achieve consent of a person having control over another person
3. **the purpose:** exploitation
   "exploitation of the prostitution of others or other forms of sexual exploitations, forced labour or services, slavery or practices similar to slavery, servitude...

FEDERAL

CRIMINAL CODE

Human Trafficking law (279.01)

- Recruitment, transporting, holding, or controlling the movement of women or girls for the purposes of (or facilitating) exploitation

Factors (added 2011) (279.04 (2))
To find exploitation, Court may consider whether accused:
(a) used or threatened force or another form of coercion;
(b) used deception; or
(c) abused position of trust, power or authority.

- No receipt of financial or material benefit from exploitation (279.02)
- No withholding or destruction of identity documents (279.03)
- Sentences: 14 year max; 5 year mandatory minimum for trafficking minors; up to life if includes kidnapping, aggravated assault, or aggravated sexual assault
- silent on demand

Prostitution legislation

- Sex trafficking cases are also prosecuted under the Criminal Code. Historically, common charges have included sexual exploitation (s. 153), operating a common bawdy house (s. 213), various procuring offenses (including "living off the avails")(s. 212)
- Heightened penalties if victims in under 18.
- Sentence ranges from months to 14 years.
- Federal Government currently redrafting legislation to conform to Bedford decision

Child luring

- Criminal offense for anyone over 18 to attempt to contact minors through the internet to incite them to have sexual contact (CCC s. 172.1)

Immigration provision (IRPA s. 118)

- Human trafficking requires crossing Canada's border
- Temporary Resident Permits grant short-term immigration status to trafficking victims (180 days, renewable).

PROVINCIAL	MUNICIPAL
Varies by province • Minors are under 18 (Alberta, Manitoba, Saskatchewan, Ontario, Quebec, New Brunswick, P.E.I.) or under 19 (all others). • All provinces have Child Welfare legislation with immediate protection possible. Age of protection varies by province from under 16 to under 19. • Family Violence Acts in 6 provinces (AB, MB, NS, PE, NL and SK) and 3 territories (NT, YT and NU): cover sexual abuse, forced confinement. ***British Columbia:*** • *Child, Family and Community Services Act* (1996) Removal of child to place of safety if sexual exploitation or prostitution • *Victims of Crime Act* (1996) • *Crime Victim Assistance Act* (2001) Criminal injury compensation/income assistance NOT available to human trafficking victims. ***Alberta:*** • *Protection of Sexually Exploited Children Act* Police/director of child welfare may confine/protect child in prostitution for 5 days; restraining orders or imprisonment of persons furthering sexual exploitation ***Manitoba:*** • *Child Sexual Exploitation & HT Act* (2012) protective orders for victims possible (usual= three years); victim can sue trafficker in tort (no proof of damage required; disgorge illegal profits). • *Child and Family Services Act:* can apprehend child under 18 without warrant to protect; duty to report child porn • *Justice for Victims of Child Pornography Act* • *Victims' Bill of Rights* (2001): Victims' Assistance Fund for services • *Safer Communities and Neighborhoods Act* (2001): holds property owners liable for nuisances, including prostitution • *Highway Traffic Act:* can seize vehicle in course of prostitution-related offence ***Ontario:*** • *Rescuing Children from Sexual Exploitation* (2002) repealed in 2012 after failed to enter into force. (Would have given powers to confiscate vehicle used for prostitution and victim ability to sue). • *Child and Family Services Act* (1990) Where risk of sexual exploitation, can bring child to safe place without warrant ***Quebec:*** • *Youth Protection Act* Immediate removal of child for 48 hours where risk of sexual abuse (extendible; no warrant required) ***Nova Scotia:*** • *Family Services Act* Social worker can remove child at risk of sexual exploitation for up to 5 days without warrant	***Varies by municipality*** ***Vancouver*** • City licenses sex selling under Business License Regime By-Laws. Very detailed regulations. • Fees range from to $157 (social escort) to $9888 (body-rub parlours, body-painting and model studios) ***Edmonton*** • City licenses sex selling under Business License By-Law (2013). • Zoning bylaw creates "separation rule," requiring erotic venues to maintain certain distances from schools, churches, etc. • Fees range from to $721 (body rub center) to $5651 (escort agency) ***Winnipeg*** • City licenses escort agencies, massage parlours and massagists under Business License By-Law 91/2008 • Zones sex selling in downtown core/surrounding area • Fees range from to $190 (massagist) to $4260 (escort agency and massage parlour) ***Toronto*** • City licenses some sex selling under City of Toronto By-Law 545 holistic services (illegal activity) and body rub services (does not regulate escort agencies/ dating/ services). • Fees range from to $355 (body rubber/entertainer) to $11,795 (body rub services) • New By-Law under consideration to provide more defined list of uses and distance requirements removal of holistic services and 25 body rub licenses. Joint enforcement strategy proposed under Municipal Act (licensing) and Planning Act (land use By-law). No new body rub licenses will be issued. • Inspections once a month for explicit sex sellers ***Windsor*** • City licenses adult entertainment and body rub parlours, escorts agencies and escorts • Fee range: $148 (escort) to $366 (body rub parlour). • Superior Ct. of Appeal (2005) struck down proposed higher city fees for sex industry participants. • Inspections complaint driven ***Montreal*** • Each of 19 boroughs responsible for bylaws/zoning • 1994 bylaw on establishments "dealing in eroticism"; commercial redevelopment, building subsidies etc. exclude places dealing in eroticism • Each borough responsible for zoning, public order regulation and licensing of sex industry. • Seen as tolerant of sex industry • Nuisance and public order bylaws lead to criminal records for sex sellers ***Halifax*** • No licensing process for selling sex. • *Halifax Peninsula Land Use By-law* – regulates cabarets and massage parlours, but no land currently designated for such use. • By-law respecting Nuisance (N-300) ***Dartmouth*** • Strip clubs banned since 2006 due to public outcry • To open adult entertainment business must request Development Agreement from community council

The Laws that Govern Sex Trafficking in Canada

INTERNATIONAL	FEDERAL
UNIQUE TRAITS	
• Nuanced understanding of means • Any child under 18 in sex industry is per se victim (proof of means not required) • Eliminates consent as a defense • Details measures for physical, psychological and social recovery (Art. 6) • Requires comprehensive policies to prevent HT and protect from re-victimization (Art. 9) • Requires states to adopt/strengthen measures to discourage demand (9(5))	**Criminal law provisions** • Human trafficking law: Broad conception of means but narrow requirement for exploitation, requiring victim objectively believe that their safety or the safety of someone they know would be threatened. • **Not** required for human trafficking under Code: movement, border crossing, actual exploitation. • Eliminates consent as a defense • Prohibited behavior also illegal under certain prostitution crimes (procuring, bawdy house laws)
PROMISING PRACTICES	
• **Art. 9:** (see above) • **Promising country practices:** Sweden (gender equality; legal framework for prostitution); NL (independent rapporteur); Germany (federal referral mechanisms); New York (detailed sex trafficking law).	• Criminal code definition improving with recent amendments that expand conception of "exploitation". • Prosecutions are picking up • Temporary resident permits available (although few given thus far for sex trafficking)

PROVINCIAL	MUNICIPAL
• Manitoba only province with specific provincial human trafficking law. • Manitoba tort of human trafficking does not require victim to prove damage to bring case.	• Some licensed activities explicitly allow for sex (the more expensive licenses), others do not (the less expensive) but are also reported as common fronts for sex selling • Licenses for body rub parlours appear effectively to create bawdy houses despite Canada's prostitution laws
• Police work closely with local organizations who have contact with victims and/or trafficking expertise (BC, AB, MB, ON, QC) • Provincial action plan to combat human trafficking (BC) • Proactive police investigations result in better intelligence and improved case identification (Peel Regional police)	• Les Survivantes (Montreal) draws on the expertise of experiential women to train police, counselors, health care providers and other agency staff on the realities of sex trafficking • City of Toronto's strategy to train municipal employees, including bylaw inspectors, fire department staff, shelter and social housing staff



CANADIAN
WOMEN'S
FOUNDATION

133 Richmond Street West, Suite 504, Toronto, Ontario M5H 2L3
Toll free: 1-866-293-4483 | TTY: 416-365-1732 | Fax: 416-365-1745
www.canadianwomen.org | info@canadianwomen.org

Charitable Registration Number: 12985-5607-RR0001