

The National Inquiry into Missing and Murdered Indigenous Women and Girls



Exhibit: National Inquiry into Missing and
 Murdered Indigenous Women and Girls

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Human Trafficking Panel - October 15, 2018

Overview of the Testimony of
 Assistant Commissioner Joanne Crampton,
 Royal Canadian Mounted Police



Overview of Testimony of Assistant Commissioner Joanne Crampton

1. Introduction

Human Trafficking involves the recruitment, transportation, or harbouring of persons for the purpose of exploitation, violating the basic human rights of its victims. Typically, this type of exploitation occurs in the sex industry or for forced labour. Traffickers use various methods to maintain control over their victims, including force, sexual assault, threats of violence and physical or emotional abuse. Human trafficking may occur across or within borders and may involve extensive organized crime networks.

Trafficking for the purposes of sexual exploitation continues to constitute the majority of known trafficking cases in Canada, with females being most commonly victimized. However, more evidence of human trafficking for forced labour, which often involves foreign nationals, has come to light in recent years.

According to Public Safety Canada's recent Discussion Paper entitled *The Way Forward to End Human Trafficking*, "the populations at greatest risk of trafficking are those exposed to a number of overlapping risk factors in their lives and those who are among more disadvantaged or marginalized groups. Children, adolescent girls, and women tend to be most at risk of sexual trafficking and exploitation, while both men and women are at risk of labour exploitation".¹ The most vulnerable groups continue to include First Nation, Inuit, and Métis women and girls, youth in care, runaway and homeless youth, persons with disabilities, refugees and migrants, and 2SLGBTQIA+persons.²

There are several risk factors that make Indigenous women and girls more vulnerable to human trafficking including:³

Poverty: There is a strong positive correlation between high levels of poverty and sexual exploitation.

¹ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 5, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

² *Ibid* at 6; See also: Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87 (15 February 2018) at 2, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

³ *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 16, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

Violence: family breakdown due to violence is resulting in an increase in the number of Indigenous children in the welfare system. These children will experience cultural loss and dissociation, and become susceptible to sexual exploitation as a means to meet their emotional and practical needs.

Isolation and need for a sense of belonging: those living in rural, Indigenous communities may experience isolation due to various reasons such as family dysfunction, limited education and employment opportunities. Traffickers target these women and girls and lure them by glamorizing life in a big city and presenting it as a way out of their communities.

Gangs: young Indigenous girls are falling prey to gang recruitment due to poverty, physical, emotional and sexual abuse. Many young girls are attracted to gangs as it gives them a sense of power, recognition and belonging.

1.1 Legal Framework

Both the *Criminal Code of Canada*⁴ and the *Immigration and Refugee Protection Act*⁵ include human trafficking specific provisions:⁶

The *Criminal Code* includes four specific indictable offences to address human trafficking:

- (1) Section 279.01 – prohibits all forms of human trafficking, domestic or international, and for any exploitive purpose;
- (2) Section 279.011 – prohibits trafficking of a person under the age of eighteen years;
- (3) Section 279.02 – prohibits the receipt of a financial or material benefit knowing that it was derived from human trafficking; and
- (4) Section 279.03 – prohibits the holding of identity documents to facilitate human trafficking.

These specific criminal offences are underutilized and in many cases, laws of general application are instead relied on, including: kidnapping, forcible confinement, uttering threats, aggravated sexual assault, extortion, organized crime offences and prostitution-related offences.⁷

⁴ *Criminal Code of Canada*, R.S.C., 1985, c. C-46, <http://laws-lois.justice.gc.ca/eng/acts/C-46/>

⁵ *Immigration and Refugee Protection Act*, S.C. 2001, c. 27, <http://laws-lois.justice.gc.ca/eng/acts/I-2.5/>

⁶ *National Action Plan to Combat Human Trafficking*, Public Safety Canada, 2012, at 7-8, Annex A <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx#toc-03>; Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 1-2, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

⁷ Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018), at 2, 5, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

Section 118 of the *Immigration and Refugee Protection Act* prohibits bringing persons into Canada by means of abduction, fraud, deception or use of threat, force or coercion.⁸

1.2 Scope of Human Trafficking in Canada

From a law enforcement perspective, two types of human trafficking are identified in Canada: domestic human trafficking, and international human trafficking.

In domestic human trafficking situations there are no international cross-border movements; all stages of the trafficking process, including the recruitment of victims, occur within Canadian borders. Victims can be moved across or within cities or provinces. The legal status of victims in domestic trafficking cases is irrelevant. Victims can be Canadian citizens, visitors to Canada, workers on a permit, students on a visa, etc.⁹

International human trafficking refers to victims being trafficked across international borders. Human Trafficking is prevalent in many countries. Different countries can be involved as the country of origin (where victims are recruited); a transitory destination (passing through); or the final destination (where victims are forced to work).¹⁰

According to Public Safety Canada's *National Action Plan to Combat Human Trafficking*, 90% of human trafficking cases in Canada are domestic.¹¹ The extent of human trafficking, however, is difficult to assess due to the clandestine nature of these offences, and the reluctance of victims and witnesses to come forward to law enforcement.

The RCMP has identified 455 cases where human trafficking specific charges were laid between 2005 and November 2017. Of the total, 433 were domestic human trafficking cases and 22 were international human trafficking cases. Of these cases, 118 have successfully resulted in human trafficking specific and/or related convictions. These cases involve 321 victims and 180 individuals who were convicted of multiple offences. Currently, there are approximately 296 human trafficking cases before the courts that involve approximately 506 accused and 420 victims.¹²

⁸ *Ibid* at 1

⁹ *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 5, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

¹⁰ *RCMP National Strategy to Combat Human Trafficking*, 2012, at 9, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-104-2012-eng.pdf

¹¹ *National Action Plan to Combat Human Trafficking*, Public Safety Canada, 2012, at 8 <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx#toc-03>

¹² <http://www.rcmp-grc.gc.ca/ht-tp/index-eng.htm>; See also: Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018), at 4, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

2. Government of Canada Priority

Human trafficking remains a priority for the Government of Canada. While, this Overview and the testimony of Assistant Commissioner Joanne Crampton will focus on the RCMP's programs, policies, efforts and initiatives in relation to human trafficking, it is important to understand that due to the complex and multi-dimensional nature of human trafficking, multiple federal government departments and agencies, who cover a wide range of issues, are engaged in efforts to combat human trafficking.

2.1 Human Trafficking Task Force

Public Safety Canada leads the federal Human Trafficking Task Force (HTT) which is comprised of the following federal departments and agencies: the RCMP, Justice Canada, Indigenous Services of Canada (ISC), the Canada Border Service Agency (CBSA), the Public Prosecution Service of Canada (PPSC), Status of Women Canada (SOW), Global Affairs Canada (GAC), Public Services and Procurement Canada, Financial Transactions and Reports Analysis Centre of Canada (FINTRAC), Employment and Social Development Canada (ESDC), Department of National Defence, Statistics Canada and Immigration, Refugees and Citizenship Canada (IRCC).¹³ The involvement of these departments and agencies ensures an interdisciplinary and cross-sectoral approach to Canada's anti-trafficking policies.¹⁴

The HTT collaborates with its provincial and territorial partners to support coordinated efforts and information sharing. At any given time, numerous federal/provincial/territorial (FPT) anti-human trafficking operations and initiatives are occurring throughout Canada.¹⁵ In addition, coordination with law enforcement agencies and stakeholders across the country is critical to federal anti-human trafficking initiatives.

2.2 National Action Plan

Canada's *National Action Plan to Combat Human Trafficking 2012-2016* was an initiative led by Public Safety Canada to consolidate existing and new federal initiatives in one comprehensive plan. The National Action Plan included domestic and international initiatives, focusing on forced labour and sexual exploitation, and targeting victim support and frontline law

¹³ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 8, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

¹⁴ Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018), at 2, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

¹⁵ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 8, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

enforcement.¹⁶ While the plan expired in March 2016, federal anti-human trafficking initiatives continue.

A formal horizontal evaluation of Canada's 2012-2016 National Action Plan involving nine federal organizations¹⁷ made five recommendations: (1) develop and implement a coordinated approach to address the continued need to combat human trafficking; (2) forge closer partnerships with other levels of government, Indigenous communities, civil society, the private sector and bilateral and multilateral partners; (3) implement a mechanism to connect victims with access to dedicated services; (4) improve capacity to collect national data on human trafficking; and (5) implement a mechanism to collect relevant and reliable performance information.¹⁸

2.3 Development of a New National Strategy

Following this evaluation, in consultation with the HTT, Public Safety Canada prepared a Discussion Paper. Released in the summer of 2018, *The Way Forward to End Human Trafficking* details the national consultations that will be held to gather stakeholder views to help inform a new national strategy to counter human trafficking. The consultation process will include Indigenous partners, victims/survivors, law enforcement agencies, criminal and civil lawyers, health care practitioners, experts and academics, provincial, territorial and municipal governments, international stakeholders and technology/industry stakeholders.

The objectives of these consultations includes: (1) identifying issues, priorities, gaps and challenges in addressing human trafficking at both the domestic and international level; (2) identifying potential actions/initiatives to address changes, trends and gaps; and (3) identifying international best practices applicable to the Canadian context.¹⁹ In September 2018 provincial and national consultations were held in Vancouver, Winnipeg, Montreal and Toronto where six key components were discussed at roundtables. The topics for discussion were enhanced collaboration, victim protection, data collection, labour trafficking, prosecution and law enforcement, and industry technological solutions.²⁰ A number of Indigenous organizations attended these roundtables.

In response to the National Action Plan evaluation, the Government of Canada announced \$14.51 million over five years, beginning in 2018-19, and \$2.89 million per year ongoing, to

¹⁶ *National Action Plan to Combat Human Trafficking*, Public Safety Canada, 2012, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx#toc-03>

¹⁷ Public Safety Canada, the RCMP, Justice Canada, CBSA, ESDC, GAC, IRCC, SOW and ISC

¹⁸ *2016-2017 Horizontal Evaluation of the National Action Plan to Combat Human Trafficking* at 21, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltm-nap-ht/index-en.aspx>; See also: Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018), at 3, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

¹⁹ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 12-13, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

²⁰ *Ibid* at 16-21; See also: <https://www.publicsafety.gc.ca/cnt/cntrng-crm/hmn-trffckng/index-en.aspx>

establish a National Human Trafficking Hotline.²¹ This hotline is intended to provide an accessible point of contact through which potential victims can report human trafficking incidents and seek support. A call for applications to create and maintain the toll-free national hotline closed in August 2018.²² Dedicated national hotlines to report human trafficking have proven successful in the US, UK and Mexico.²³

3. **Role of the RCMP in Addressing Human Trafficking**

The RCMP plays a central role in Canada's efforts to combat human trafficking. In its operational role in detecting, deterring and disrupting criminal activity, the RCMP uses Canadian and foreign law enforcement information on human trafficking activity in order to identify new targets or uncover previously unknown threats. In addition to its key role in the detection, investigation and prosecution of traffickers, the RCMP is also involved in prevention activities through supporting and developing human trafficking information and awareness campaigns and the protection and assistance of victims.

In 2005, the RCMP established the Human Trafficking National Coordination Centre (HTNCC) at National Headquarters in Ottawa. The HTNCC is a resource for Canadian law enforcement agencies at all levels and serves as the focal point for law enforcement in their human trafficking activities. In addition to the HTNCC, numerous other RCMP programs are involved in various roles to address human trafficking in partnership with the HTNCC's efforts, such as: the Immigration and Passport Program, the Criminal Intelligence Program, Federal Witness Protection Program and Contract and Aboriginal Policing.²⁴

The RCMP's *National Strategy to Combat Human Trafficking* outlines current and future efforts in combatting this crime. The goal of the Strategy is to reduce the prevalence of, and harms caused by, human trafficking in Canada and abroad.²⁵ In order to accomplish this goal, the RCMP committed to achieving the following four strategic objectives:

- Enhance prevention strategies in Canada;
- Strengthen the assistance and protection of human trafficking victims in Canada;
- Improve the identification, disruption and prosecution of human trafficking in Canada; and
- Enhance partnerships to combat human trafficking in Canada and abroad.

The RCMP's National Strategy is aligned with the overall goals of the RCMP to preserve the peace, uphold the law and provide quality service in partnership with our communities; and the

²¹ *Ibid* at 11

²² https://www.publicsafety.gc.ca/cnt/cntrng-crm/hmn-trffckng/hmn-trffckng-htln/index-en.aspx?utm_campaign=cpcsoc-2018-call&utm_medium=email&utm_source=promotion

²³ 2016-2017 Horizontal Evaluation of the National Action Plan to Combat Human Trafficking at 9, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltm-nap-ht/index-en.aspx>

²⁴ RCMP *National Strategy to Combat Human Trafficking*, 2012, at 14, Annex C, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-104-2012-eng.pdf

²⁵ *Ibid* at 4

five national strategic priorities of the RCMP: Serious and Organized Crime, National Security, Youth, Economic Integrity and Aboriginal Communities.²⁶ The Strategy recognizes that Indigenous People, especially young females, are a vulnerable group for human trafficking. To address this vulnerability, the HTNCC liaises with National Aboriginal Policing Services on all human trafficking initiatives involving Indigenous issues.²⁷

3.1 The Mandate of the HTNCC

The HTNCC is responsible for the development and coordination of anti-human trafficking activities/initiatives and intelligence related to prevention, protection, prosecution and partnership with domestic and international partner agencies, non-governmental organizations and the community at large.²⁸ As part of its efforts, the HTNCC has developed investigative tools and guidelines; coordinated national awareness campaigns and training; disseminated information and intelligence; developed partnerships domestically and abroad; and coordinated national and international anti-human trafficking law enforcement initiatives.²⁹

As an extension of the HTNCC, there are three Regional RCMP Human Trafficking Awareness Coordinators in the provinces of British Columbia, Quebec, and Nova Scotia. These coordinators raise awareness with regard to human trafficking and build partnerships with law enforcement, government, non-governmental organizations, and the public. Individuals in these positions are also members of networks that aim to address human trafficking through participation on committees, response teams, and coalitions.³⁰

3.2 Redefining the HTNCC Mandate

In January 2018, the HTNCC underwent a revitalization process and redefined its mandate to reflect the constant evolution of the human trafficking situation in Canada and abroad. This revitalization effort is also in line with the Government of Canada's desire to develop a renewed national strategy to combat human trafficking, following the recent expiration of the *National Action Plan to Combat Human Trafficking*.

To effectively fulfill its mandate, the HTNCC will focus on the Five I's: Intelligence, Indicators, Investigations, Input, and Initiatives. As further explained below, through a focus on the five I's, the many and multifaceted challenges posed in human trafficking investigations, such as the need for better reporting; promoting intelligence sharing between Canadian and foreign law enforcement agencies; and sensitizing law enforcement to human trafficking indicators, will be addressed.

²⁶ *Ibid* at 10

²⁷ *Ibid* at 31

²⁸ *Ibid* at 14

²⁹ Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 3

<http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

³⁰ *Ibid*



The Five I's Defined

Key challenge: information and intelligence sharing and coordination

Intelligence: The RCMP seeks to encourage and maintain the steady exchange and sharing of intelligence with and between Canadian and foreign law enforcement agencies, to initiate and facilitate successful multi-jurisdictional investigations. These efforts provide a national analytical scope on human trafficking activities and trends, as well as guidance and support to long term investigations and real time operations.

Key challenge: raising awareness of human trafficking indicators among law enforcement

Indicators: The RCMP assists in sensitizing law enforcement agencies toward awareness of human trafficking signs, raising the ability to recognize human trafficking from among a variety of other possible criminal offences (for example, domestic disputes). Enhancing the identification of potential victims of human trafficking while performing normal daily work duties is also an important part of this work (for example, with the CBSA at ports of entry to Canada, and among RCMP traffic services conducting traffic stops). It is vital for law enforcement officers to be aware of human trafficking indicators from a victim-centred approach, and to understand and keep in mind the physical, social, and emotional impact of trauma resulting from being a victim of human trafficking.

Key challenge: structuring investigations across jurisdictions

Investigations: Under the auspices of its human trafficking initiatives, the RCMP is helping to establish a proactive and multi-jurisdictional approach for effective structured investigations, leading to prosecution of the crime of human trafficking. The RCMP works to initiate timely sharing of investigative techniques from domestic and international law enforcement agencies; identify and share best practices amongst the law enforcement community; and build strong partnerships with municipal and provincial police forces in Canada to facilitate domestic and international human trafficking investigations.

Key challenge: need for better reporting of human trafficking activities across all jurisdictions

Input: Improved reporting on human trafficking activities is currently needed on two levels. First, statistics surrounding human trafficking cases are not collected or reported accurately or consistently in Canada. It is not mandatory for law enforcement agencies to report human trafficking cases in Canada, making it difficult to paint a true picture of the national situation. Instead, data is collected through charges and convictions, police incident reports, and the Uniform Crime Reporting Survey (Statistics Canada). Second, the clandestine nature of human trafficking and the reluctance of victims and witnesses to come forward to law enforcement, as well as challenges in identifying victims, makes it extremely difficult to assess the true extent of this crime.

Key challenge: implement and track meaningful change in the way human trafficking investigations are conducted in Canada

Initiatives: The RCMP is currently working to track, record, and share the preventative and enforcement measures and initiatives taken to effectively combat human trafficking in Canada. This information will be invaluable for providing input for reporting purposes (for example, to the US Trafficking in Persons (TIP) Report, and the United Nations Office on Drugs and Crime (UNODC) Annual Report Questionnaire, and more importantly for measuring progress and evaluating the effectiveness of different initiatives and interventions.

3.3 Threat Assessments

To date, the HTNCC has conducted two threat assessments on human trafficking. The HTNCC also continues to monitor and assess the threat level of human trafficking in Canada.³¹

In 2010, Project SECLUSION reviewed cases and intelligence between 2005 and 2009 to determine the extent of the crime in 2010. It provided a national overview of human trafficking activities, including the extent of organized crime involvement, transnational associations, source countries, as well as challenges faced by law enforcement.³² The Project focused mainly on international trafficking in Canada.

In 2014, Project SAFEKEEPING provided insight into the nature and extent of domestic human trafficking for sexual exploitation in Canada, identifying characteristics of traffickers and victims. This Project was an assessment of domestic human trafficking for sexual exploitation in Canada. Domestic human trafficking cases for sexual exploitation (both specific and related), received between 2007 and April 2013, were reviewed and analyzed for this report: 132 human trafficking specific cases and at least 100 human trafficking related cases were collected.³³

The findings of this report identify the characteristics of traffickers and victims, the vulnerabilities of victims, and the *modus operandi* of traffickers. The report contains provincial overviews of domestic human trafficking for sexual exploitation, as well as current gaps and challenges pertaining to investigating this crime.

³¹ *Ibid* at 4

³² *Human Trafficking in Canada*, Royal Canadian Mounted Police, March 2010, http://publications.gc.ca/collections/collection_2011/grc-rcmp/PS64-78-2010-eng.pdf; See also: *RCMP National Strategy to Combat Human Trafficking*, 2012, at 7 http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-104-2012-eng.pdf

³³ *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 8, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf



Key findings of Project SAFEKEEPING include:³⁴

- The majority of traffickers are male.
- Adult females and persons under the age of 18 years are increasingly becoming involved as domestic human traffickers for sexual exploitation.
- Female traffickers usually work with at least one male.
- Traffickers who are under the age of 18 years commonly work in partnership with adults.
- Traffickers often acquire the clients for their victims primarily through online advertising.
- Traffickers usually take all of their victims' profits: victims typically earn between \$500 and \$1000 per day.
- In approximately 50% of specific cases of domestic human trafficking for sexual exploitation, traffickers are associated with street gangs. However, intelligence does not indicate that human trafficking is an organized street gang activity.
- Victims usually meet traffickers directly, or through mutual friends. A small portion of victims meet traffickers over the Internet through social networking websites such as Facebook.
- Traffickers mostly recruit victims from hotels and residences (commonly parties), bars and clubs (including adult entertainment establishments), and the streets. Traffickers will sexually assault victims in these social events and then use this as leverage against the victims.
- Commonly, traffickers commonly initially gain, and then maintain control over their victims by establishing trust through false friendship and romance, psychological control, threats, intimidation and violence.
- Traffickers often move their victims within and across provinces. Major hubs include the provinces of Ontario, Quebec, British Columbia, and Alberta, with victims commonly trafficked between neighbouring provinces.

In addition to other vulnerable group (youth, runaways, individuals with drug and alcohol dependencies and individuals with mental health issues and persons with disabilities), the project examined Indigenous women and girls. It found that several of the specific cases of domestic human trafficking or sexual exploitation reviewed as part of the Project involved Indigenous females.³⁵ The following case was highlighted as an example:

Halton Regional Police Service laid human trafficking specific and related charges against Isaiah OMORO in 2012. The underage victim ran away from an Aboriginal community and later met OMORO in a bar. After some time, OMORO brought the victim to a hotel and posted advertisements on the Internet offering the victim's sexual services. In order to ensure compliance, OMORO told the victim she owed him and used violence when the victim wanted to leave or spend time with her friends. The victim provided sexual services to clients in hotels and the money earned was handed over to OMORO. In 2013, the human trafficking

³⁴ *Ibid* at 1-2

³⁵ *Ibid* at 16

specific charges were withdrawn as OMORO pleaded guilty to human trafficking related offences.

The report concluded that circumstances surrounding the Indigenous victims in these human trafficking specific cases and how they became trafficked coincide with the trends observed in all other human trafficking specific cases. It was found that the number of Indigenous victims in the cases under review did not comprise a large portion of the total number of victims in all cases where human trafficking specific charges were laid. However, given that the Indigenous population in Canada at the time was approximately four percent of the total Canadian population, the number of trafficked Indigenous victims identified in the cases under review represented a higher proportion of victims.³⁶

3.4 Partnerships – Domestically and Internationally

Both domestic and international partnerships are key to the RCMP's efforts to combat human trafficking. The HTNCC fosters operational collaboration and cooperation with law enforcement agencies at the municipal, provincial, national and international level to improve information and intelligence sharing. Strong partnerships amongst law enforcement agencies is critical due to the interjurisdictional nature of human trafficking. As demonstrated in Section 4 of this Overview, the success of various human trafficking projects and initiatives was due to the combined efforts of multiple law enforcement agencies.

Domestically, the RCMP is a member of the federal HTT and engages with other federal departments and agencies regularly to ensure a coordinated approach to human trafficking. The HTNCC has partnered with other departments and agencies to raise awareness and provide training, such as the CBSA, ESDC and SOW.

The HTNCC works hand in hand with the RCMP National Intelligence Coordination Centre (NICC). The NICC develops intelligence leads from all sources of information to identify criminal targets and enforcement opportunities for disruption and/or investigation. Intelligence is regularly shared with the RCMP as well as other domestic and international partners including law enforcement agencies and government departments. On numerous occasions, the NICC's sharing of intelligence has led to successful enforcement action. The NICC also takes part in the Criminal Intelligence Service Ontario (CISO) Human Trafficking Working Group. This is an Ontario focused group organized by CISO and comprised of law enforcement and other agencies (CBSA, IRCC, FINTRAC).

Internationally, the HTNCC is the Canadian contact for U.S National Centre for Missing and Exploited Children (NCMEC). NCMEC receives social media cyber tips from complainants who report posted advertisements of underage girls or a person they feel may be a victim of human trafficking in US and other countries.

³⁶ *Ibid*

The HTNCC is also a member of the INTERPOL Task Force on Human Trafficking which promotes the exchange of intelligence, awareness and best practices among the international law enforcement community.

The HTNCC is continually looking to forge new partnerships in an effort to raise awareness and increase training opportunities. For example, the US non-profit organization, Truckers Against Trafficking, recently presented at an RCMP training session in Nova Scotia. Through different programs, the mission of the organization is to educate, equip, empower and mobilize members of the trucking and busing industries to recognize the signs of domestic sex trafficking and to combat it through the normal course of their jobs. One of their goals is “to ensure that law enforcement and trucking are aligned in the fight against human trafficking”.³⁷

3.5 Raising Awareness

The HTNCC provides training and awareness sessions to law enforcement officials, prosecutors, government employees, NGOs, youth and Indigenous communities. In addition, RCMP Members are involved in raising awareness about human trafficking within the communities they serve. Annex A highlights awareness initiatives at the Divisional level.

The HTNCC developed the “I’m Not for Sale” awareness campaign to educate law enforcement, government, NGOs, international agencies and the general public.³⁸ As part of this campaign, human trafficking awareness toolkits were developed. There are three types, the content of which is tailored to the specific audience: youth, public and law enforcement. They all contain a DVD (either a 13-minute or 20-minute version of a human trafficking dramatization), victim assistance guidelines, human trafficking awareness posters, the HTNCC pamphlet “It’s Happening Here”, handouts from Justice Canada and CBSA, fact sheets and contact information. The law enforcement toolkit also includes a police officer’s handbook and law enforcement pocket card. These resources for raising awareness are all publicly available on the RCMP’s website.³⁹

As another example, the HTNCC and the Labour Program at ESDC have partnered to raise awareness about human trafficking for forced labour among provincial labour inspectors and other labour officials. This has involved providing information about indicators of human trafficking, industries at risk, and possible areas of cooperation between federal, provincial, territorial labour officials, law enforcement and other involved parties. Raising awareness among front line labour inspectors may mitigate the risk and identify potential human trafficking victims. It is hoped that as a result of these sessions, tips on potential forced labour cases could be reported to the authorities.

³⁷ <http://truckersagainstrafficking.org/what-we-do/>

³⁸ Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 4, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>; See also: *National Action Plan to Combat Human Trafficking*, Public Safety Canada, 2012, at 24, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx#toc-03>

³⁹ <http://www.rcmp-grc.gc.ca/ht-tp/index-eng.htm>

3.6 Indigenous Women and Girls

The RCMP is committed to addressing the broader issue of violence against Indigenous women and girls through outreach, prevention and raising awareness. The May 2017 report *Working Together to End Violence Against Indigenous Women and Girls* canvasses the various RCMP efforts and initiatives across the country aimed at combatting violence against Indigenous women and girls.⁴⁰

The HTNCC seeks to raise awareness of human trafficking within Indigenous communities. This involved the mass distribution of the “I Am Not For Sale” human trafficking campaign to First Nations, Inuit and Métis communities across Canada in 2011-12.⁴¹ A specific poster featuring an Indigenous female was created for this purpose.⁴² In addition, the “I Am Not For Sale” DVD provided as part of the toolkits includes a vignette of an Indigenous female who has left the reserve and is hitchhiking to Winnipeg and is picked up by a trafficker. The RCMP also partnered with the Native Woman’s Association of Canada (NWAC) in an awareness campaign focused on hitchhiking safety, which included posters, billboards and workshops aimed at educating Indigenous youth on the dangers of hitchhiking.⁴³

HTNCC also works with the Human Trafficking Awareness Coordinators, Aboriginal liaison officers, and National Aboriginal Policing Services to increase awareness of the nature and scope of this criminal problem in Canada, including specific at-risk factors among Indigenous communities. Communities assessed to be at high risk for exploitation and trafficking of youths and young women are provided information sessions. Topics covered include “Romeo” boyfriends, gang recruitment for the purposes of sexual exploitation and other pathways to exploitation. The RCMP’s “I’m Not for Sale” posters and toolkits are also used for these workshops.⁴⁴

Further, RCMP Divisions have also taken steps to raise awareness through initiatives, training, partnerships and working groups on human trafficking within their province. Highlights of these Divisional efforts to address the human trafficking of Indigenous women and girls are included in Annex A.

⁴⁰ *Working Together to End Violence Against Indigenous Women and Girls*, May 2017, Royal Canadian Mounted Police (Entered as Exhibit 7 during the Police Practices hearings) <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>

⁴¹ *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 16, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

⁴² *Ibid*

⁴³ *Working Together to End Violence Against Indigenous Women and Girls*, at 20, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>

⁴⁴ *Ibid* at 31

3.7 Training

The RCMP offers multiple training opportunities regarding human trafficking for both its own Members and other law enforcement agencies. In addition to what is listed below, Divisions may provide internal training to their Members.⁴⁵

For all Canadian law enforcement

The HTNCC, in consultation with law enforcement partners, lawyers and service providers, partnered with the Canadian Police Knowledge Network (not for profit organization, collaborates with Canadian police) to design an introduction to human trafficking on-line course for all Canadian law enforcement officers. This course provides learners, particularly frontline officers who have limited knowledge and experience in dealing with human trafficking investigations, with an overview of human trafficking including legislation, victim assistance, basic investigative techniques, and referral mechanisms. Between February 2012 (when it was first offered) to October 3, 2018, a total of 2290 RCMP Members have completed the course.

The RCMP HTNCC has also partnered with the Canadian Police College (along with law enforcement partners, lawyers, and service providers) to develop a five-day human trafficking Investigator's Course for Canadian law enforcement. This course includes information such as an in-depth session on the human trafficking legislation, effective investigative techniques, the effects of trauma on victims, interviewing techniques, how to build trust and obtain cooperation from victims, and successful human trafficking case studies.⁴⁶ Approximately 364 individuals have taken this training between 2012 and present.

As previously mentioned, as part of the "I Am Not For Sale" campaign, the HTNCC produced toolkits for law enforcement officers. This useful resource includes an "Operational Police Officer's Handbook on Human Trafficking" (pocket sized) which provides information relevant to human trafficking, such as: possible indicators of human trafficking, questions for victims and *Criminal Code* provisions.

RCMP Depot Training

Module 8 of the RCMP's Cadet Training Program at Depot in Regina, Saskatchewan provides training on human trafficking. As part of this module, cadets watch the video on human trafficking titled "I Am Not for Sale". Further, one of the module sessions focuses on organized crime, and the linkage between human trafficking and organized crime is discussed.

⁴⁵ For example, "H" Division recently held a week long course on human trafficking, training 40 of their Members.

⁴⁶ <http://www.cpc.gc.ca/programs-programmes/investigative-enquetes/htic-cetp-eng.htm>; See also: *Working Together to End Violence Against Indigenous Women and Girls* at 26, 34, <http://www.rcmp-grc.gc.ca/en/working-together-end-violence-indigenous-women-and-girls-national-scan-rcmp-initiatives-may-2017>

Resources for RCMP Members

RCMP Members also have a Human Trafficking Quick Reference Guide available to them which provides useful information, including: Human Trafficking v Human Smuggling, Possible Indicators of human trafficking victims, Steps to take at the scene, Wording for the Information, Victim Identification and Protection, When Dealing with Minors, Elements of Human Trafficking and Interview Pointers.

Chapter 7.5 of the RCMP's Operational Manual, entitled "Human Trafficking" provides guidance to RCMP employees, as well as information about the HTNCC's roles and responsibilities; victims' assistance; international investigations, reports; media requests and releases; and information sharing. The chapter further provides victim assistance guidelines in an appendix.⁴⁷ It stresses that for any evidentiary interviews with the victim, Regular Members and/or accredited translators speaking the language of the victim should be present. The victim and his/her family should also be informed about victim services programs or other support mechanisms, where available. This operational Directive was last amended in December of 2012, but is in the process of being updated.

4. Successful Joint Projects

Through the HTNCC, the RCMP leads various initiatives and special projects related to human trafficking. Examples of some of these more recent projects are provided below:

4.1 Project PROTECT

Project Protect is a unique, ongoing public-private partnership that targets human trafficking by focusing on the money laundering aspect of the crime. It was initiated as a result of a joint presentation on human trafficking by an RCMP constable and a human trafficking survivor and victims advocate at a 2015 conference on anti-money laundering. The Anti-Money Laundering Financial Intelligence Units of the major Canadian banks, (BMO, BNS, CIBC, RBC, and TD); FINTRAC, Canadian Law Enforcement, Government of Canada representatives, non-profit groups and technology companies are involved.⁴⁸

The main purpose of this project is to identify, through financial transactions, the human traffickers in Canada, that is the organizers who book advertisements, arrange travel, accommodation, (for example, hotels), food and supplies, and who profit from these crimes.

⁴⁷ In addition, Operational Manual chapter 37.6 deals with "Victim Assistance" (Entered as Exhibit 111 during the hearings on Police Practices)

⁴⁸ <http://www.fintrac.gc.ca/emplo/psr-eng.asp>; See also: Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 6, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

Suspicious transaction reports and complete disclosure are sent to the police of jurisdiction and the HTNCC for investigational purposes.⁴⁹

4.2 Project GRIFFON

Project Griffon was first launched in 2015. It is a joint campaign by the RCMP, the Service de police de la Ville de Montreal (SPVM), the CBSA, Montreal regional police forces, and Homeland Security Investigations (HSI) in the US, to disrupt criminal activities relating to sexual exploitation, including human trafficking.⁵⁰

The awareness campaign targets the general public, local tourists, and foreign visitors attending the Grand Prix event held in Montreal annually, as well as potential victims and clients and consumers of sexual services (including those targeting minors). Employees of commercial establishments, such as hotels, are also targeted to raise awareness. Police actions aim to protect victims, prevent criminal behaviour and, where appropriate, bring criminal charges.

This policing model demonstrates effective collaboration with a range of partners, building on best practices to combat this pernicious activity on the margins of a major international event.

The project is comprised of three main components:

1. Media campaign: social media, media interviews, brochures, billboards; and information at points of entry into Canada (particularly Quebec), including international airports, border crossing, trains, marine ports, and public transportation such as subways and buses.
2. Intelligence: monitoring open source, social media, advertisement websites; cooperation between the US and Canada, as well as with local, provincial, and federal collaboration; providing press releases and interviews.
3. Disruption: RCMP Division Emergency Operation Center, involving the RCMP, SPVM, CBSA, and US agencies including HSI, Customs and Border Protection (CBP), and United States Border Patrol (USBP); teams are stationed at airports and border crossings. The USBP checks northbound Amtrak trains, and SPVM manages undercover operations (for example, “Johns” targeting underage girls). The RCMP, SPVM and CBSA conduct massage parlour inspections, and the SPVM and RCMP handle strip club inspections. Surveillance teams and investigative teams are held ready to respond.

Under Project Griffon, inspection of private jets was carried out jointly by CBSA and the RCMP, targeting human trafficking (for sexual exploitation), for three days over June 7 – 9, 2018. Inspections included 65 flights and 316 passengers. In 2018, the SPVM made 21 arrests,

⁴⁹ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 5, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx> See also: <http://www.fintrac.gc.ca/emplo/psr-eng.asp>

⁵⁰ <http://www.rcmp-grc.gc.ca/en/news/2018/griffon-initiative-the-rcmp-and-the-spvm-assisted-the-cbsa-and-partners-are-together>

including 17 “Johns” via advertisements offering sexual services by minors, and four pimps.

4.3 Operation NORTHERN SPOTLIGHT

In January 2014, the Durham Regional Police Human Trafficking Unit coordinated the first Canada-wide initiative to fight human trafficking. This initiative was dubbed “Operation Northern Spotlight” and is based on a successful US national initiative called Operation Cross Country – a collaborative effort across the United States involving all levels of police, working together to rescue child sex trafficking victims.

During the Operation, police agencies, with the assistance of Victim Services and NGOs, conduct proactive outreach to local sex trade workers during a seven day campaign in a capacity that is feasible for their individual requirements and resources. Typically, meetings are set with individuals who, through language in social media postings (such as: Leolist, Onebackpage), may indicate that they are being controlled or exploited. Investigators present themselves as police and communicate with the potential victims to ascertain if they are being exploited or are at risk.

To date, police in Canada have participated in five editions of Operation Northern Spotlight. Every edition has grown; with more and more police services and policing partners participating in these events. The RCMP have been involved since 2015 and co-led the last two editions of the initiative with the Ontario Provincial Police (OPP).

In 2016 the Operation included the participation of 53 police agencies in 9 provinces, 16 RCMP detachments and the FBI. A total of 403 individuals including police officers, NGOs and victim services participated. The Operation resulted in 16 individuals being removed from exploitative situations, and police across Canada charged 32 people with 78 offences.⁵¹

In 2017 Operation Northern Spotlight was a joint effort of 57 police agencies from across Canada, including First Nations police services such as: Rama Police Service, Treaty Three Police Service and Nishnawbe-Aski Police Service. Annex B provides the names of all participating police agencies in 2017. Additionally, simultaneous operations were underway in the United States, Europe and Asia. With the support of community outreach and social workers, police interviewed 324 individuals believed to be at risk and removed six, including two under the age of 18, from exploitative situations. A total of 21 charges were laid against the suspects, including Trafficking in Persons.⁵²

⁵¹ <http://www.rcmp-grc.gc.ca/en/news/2016/18/fifth-edition-operation-northern-spotlight-concludes-successfully>

⁵² <http://www.rcmp-grc.gc.ca/en/news/2017/operation-northern-spotlight-vi>; See also: Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 4, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

Since 2015, Canadian and American law enforcement have worked together such that Operational Northern Spotlight and the US initiative Operation Cross Country are undertaken concurrently and intelligence is shared. In 2018, the FBI will not be participating, however HIS will be assisting the RCMP with US database checks, offender and victim status in the US, links to organized crime, and information on travel status, among other important pieces of information.

4.4 Project HELLBENDER

In April 2016, “H” Division (Nova Scotia) RCMP began an intelligence probe to investigate the recruitment and trafficking of vulnerable high risk females into the sex trade by a gang called North Preston’s Finest (NPF). The probe was initiated after analysis was conducted on requests for assistance from police forces across Canada and their respective files pertaining to NPF. Not only was NPF suspected of human trafficking, it was believed to be heavily involved in the drug and firearm trades as well as being responsible for several murders across the country. NPF gang members were reportedly situated in several major cities including Halifax, Toronto, Niagara Falls, Calgary and Vancouver, where girls were being sent to work in the sex trade.

In March 2017, “H” Division, in partnership with Niagara Regional Police, began an investigation that took investigators to six provinces. One of the main objectives was to determine the level of sophistication of NPF and how they operate in order to assess their threat to the Canadian public and learn ways to disrupt them from luring young females into the domestic sex trade in the future. The file involved over 175 officers from various agencies from across the country and the United States, as girls were being sent to work in the US as well as on International Cruise Lines.

Principle targets were arrested and charged with human trafficking and related offences. Operation Hellbender was a large undertaking with many significant challenges including determining areas of jurisdiction, reluctant witnesses, and officer burn-out. To date, one individual has pled guilty to numerous offences including *human trafficking* and two individuals have been charged with *trafficking in persons*, *receiving a material benefit from sexual services*, *receiving a material benefit from trafficking in persons* and *laundering proceeds of crime*. This file is an example that complex human trafficking investigations are successful when all agencies come to the table as partners.⁵³

5. Addressing Challenges and Gaps

There are a number of inter-related challenges and gaps that have been identified with respect to human trafficking. The recent evaluation of Canada’s *National Action Plan To Combat Human*

⁵³ <http://www.rcmp-grc.gc.ca/en/news/2017/update-two-men-charged-human-trafficking-operation-hellbender>

Trafficking discusses a number of these challenges and gaps.⁵⁴ Consultations are underway with stakeholders which will identify key issues, priorities, gaps and challenges and identify potential actions and initiatives to address changes, trends and gaps.⁵⁵ In addition, as explained in Section 3.2 of this Overview, one of the aims in redefining the HTNCC mandate was to address the multifaceted challenges posed by human trafficking.

The main challenges and gaps are as follows: (1) data collection; (2) centralized point of contact for victims to report human trafficking related incidents and seek support; (3) knowledge and awareness; and (4) jurisdictional issues.

5.1 Data Collection Gaps

The lack of data is a major challenge and gap in addressing human trafficking. While the HTNCC has been collecting data since 2005, the statistics identified are derived from human trafficking specific cases across Canada, which the HTNCC's research has identified, and should not be taken as a full representation of the extent and prevalence of human trafficking in Canada. Reporting of these cases to the HTNCC is not a mandatory requirement for law enforcement agencies in Canada. Further, the clandestine nature of human trafficking and the reluctance of victims and witnesses to come forward to law enforcement, as well as challenges in identifying victims, make it extremely difficult to assess the true extent of this crime.⁵⁶

Addressing the following two underlying issues will increase the reliability and accuracy of data on human trafficking: (1) under-reporting by victims; and (2) improving the capacity to collect national data.

Under-reporting by victims is often due to the reluctance of victims to report to the police and the fear of repercussions.⁵⁷ To address this, law enforcement agencies must develop trust and positive relationships with those vulnerable to human trafficking.⁵⁸ Awareness campaigns, prevention and outreach are therefore critical. Through the HTNCC nationally and the Divisions

⁵⁴ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 9-11, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>; See also: *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 34-36, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

⁵⁵ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 12-13, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

⁵⁶ Canada, Parliament, Standing Committee on Justice and Human Rights, Minutes of Proceedings and Evidence, 42nd Parl, 1st Sess, No 87(15 February 2018) at 4, <http://www.ourcommons.ca/DocumentViewer/en/42-1/JUST/meeting-87/evidence>

⁵⁷ *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 8, 34, 38, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

⁵⁸ *2016-2017 Horizontal Evaluation of the National Action Plan to Combat Human Trafficking* at 13, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltn-nap-ht/index-en.aspx>

across the country, the RCMP seeks to strengthen relationships with those who are most vulnerable to this heinous crime.

Several actions have been taken recently to improve the capacity to collect national data on human trafficking:

- The new National Human Trafficking Hotline announced by Public Safety Canada will allow for better data collection at a national level and a better understanding of the scale and nature of human trafficking in Canada;
- HTNCC's recent application for access to the electronic court case tracking system maintained by the Court Services Division of the Ontario Ministry of the Attorney General was accepted. This will enable HTNCC to access case information pertaining to matters in the Ontario Court of Justice and the Superior Court of Justice. With this access, the HTNCC will be able to access, collect and collate charge, conviction and disposition information for human trafficking specific offences. HTNCC is aiming to enter into similar agreements in other provinces and territories; and
- An agreement was reached with the Canadian Criminal Real Time Identification Services (CCRTIS) branch of the RCMP. Through the National Criminal Record Repository, all human trafficking and related charges will be provided to the HTNCC in a quarterly report. The information that will be provided will include accused information, charges, as well as disposition/ outcomes of human trafficking cases across Canada.

5.2 Centralized Point of Contact

The importance of having a centralized and accessible point of contact through which victims can report human trafficking and seek support has been identified.⁵⁹ Other countries, such as the US, UK and Mexico have established successful dedicated national hotlines.⁶⁰ The establishment of a National Human Trafficking Hotline will address this gap by connecting victims with access to dedicated services and facilitating reporting of human trafficking. In Budget 2018, Canada announced that \$14.51 million over five years, beginning in 2018-19 and \$2.89 million per year ongoing to establish this national hotline.⁶¹ The Hotline will receive calls, emails and texts related to human trafficking and refer victims to local referral services and law enforcement.

⁵⁹ *Ibid* at 8-9

⁶⁰ *Ibid* at 9

⁶¹ *The Way Forward to End Human Trafficking*, National Consultations Discussion Paper, Public Safety Canada, Summer 2018 at 11, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/wy-frwrd-nd-hmn-trffckng-ppr/index-en.aspx>

5.3 Increasing Knowledge and Awareness

There continues to be a lack of knowledge and awareness of human trafficking on the part of law enforcement, prosecutors and the judiciary.⁶² This contributes to the underutilization of the specific human trafficking *Criminal Code* offences in Canada. Rather, human traffickers are charged and/or convicted under alternate charges, such as: procuring, aggravated sexual assault, forcible confinement.⁶³

Once again, increasing awareness is critical. The HTNCC seeks opportunities to do so in the law enforcement and legal communities. As an example, Assistant Commissioner Crampton recently presented to the International Society for the Reform of Criminal Law in Montreal on the topic of “Human Trafficking in Canada - Issues with Prosecution”. As a result of that presentation, she has been asked to speak at a judges’ conference next year. It has also been suggested that the use of expert witnesses in human trafficking cases would be value-added to court cases to help bridge the gap.

5.4 Jurisdictional Constraints

The issue of jurisdiction creates a problem for law enforcement. The fact that the traffickers are often moving victims on a daily basis from jurisdiction to jurisdiction makes it difficult for one police agency or Crown to take control of a case and see it through. This highlights the need for ongoing coordination by the HTNCC and the promotion of intelligence sharing and the coordination of investigative efforts across agencies to ensure maximum effectiveness.

As the *RCMP National Strategy To Combat Human Trafficking* concluded “the cross-jurisdictional and transient nature of human trafficking further hinders the ability of law enforcement organizations to detect and investigate this crime in the absence of working relationships with other law enforcement organizations”.⁶⁴ Joint projects and initiatives by police agencies and services across Canada must continue. As the examples provided in Section 4 of this Overview demonstrate, joint ventures have been successful to date and are required to combat human trafficking in Canada.

⁶² *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 35, http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

⁶³ 2016-2017 Horizontal Evaluation of the National Action Plan to Combat Human Trafficking at 11, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltm-nap-ht/index-en.aspx>; *Domestic Human Trafficking for Sexual Exploitation in Canada*, Royal Canadian Mounted Police, October 2013, at 8, 35, 38 http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-114-2014-eng.pdf

⁶⁴ *RCMP National Strategy to Combat Human Trafficking*, 2012, at 18 http://publications.gc.ca/collections/collection_2014/grc-rcmp/PS64-104-2012-eng.pdf

6. Conclusion

The RCMP remains committed to the prevention of violence against Indigenous women and girls through various initiatives, partnerships and programs. With respect to combatting human trafficking in Canada, the RCMP plays a vital role. The HTNCC develops investigative tools and guidelines, coordinates national awareness campaigns and training, develops partnerships domestically and abroad and coordinates national and international anti-human trafficking initiatives. Furthermore, at the Divisional level, in addition to their operation role in detecting and investigating human trafficking, RCMP Members provide outreach and raise awareness within Indigenous communities.

Annex A

Highlights of Division Training, Awareness Initiatives and Engagement with Indigenous Communities on Human Trafficking

“B” Division – Newfoundland and Labrador

“B” Division has one Member with a special interest, training and expertise in human trafficking who is part of several working groups that focus on human trafficking in Indigenous communities.

“C” Division – Quebec

“C” Division has one Human Trafficking Awareness Coordinator position and two regular Members being trained to become resource experts for the Division.

The Dorval Detachment is responsible for investigating human trafficking files that have a national or international scope. The Aboriginal Organized Crime joint forces team would be involved in any related investigations in Indigenous communities.

The Division has participated in prevention campaigns conducted through ads and social media (ie: Project Griffon).

“D” Division – Manitoba

“D” Division has 3 Members from Contract Policing who form part of a Missing and Exploited Persons Unit (MEPU). They are responsible for human trafficking investigations and have provided human trafficking awareness presentations in Indigenous communities and with key interest groups. In addition, some of their Members working in Indigenous communities have provided presentations that have a human trafficking and an exploitation component.

“E” Division – British Columbia

“E” Division has one Human Trafficking Awareness Coordinator position. In addition, there is a position within the Provincial Counter Exploitation Unit that works on human trafficking as part of their mandate. A Superintendent was recently assigned as lead on finalizing a Strategy that aligns human trafficking and other priorities within municipal, provincial and federal areas. Part of this strategy will be to examine the need to have dedicated Members working on human trafficking within Indigenous Communities.

The Provincial Counter Exploitation Unit also provides education about identifying human trafficking to Members across the province.

“F” Division – Saskatchewan

“F” Division ran Project FESQUIRE which focused on identifying and investigating possible cases of human trafficking, in particular around sex trade workers.

A Civilian Crime Analyst assigned to the human trafficking profile is continuously monitoring for occurrences or intelligence reports with a human trafficking component. This focus is on all aspects of human trafficking, including those in Indigenous communities. The Analyst has been involved in presentations and education in the area of human trafficking and has presented at the Aboriginal Gang Reduction Strategies Course, Human Trafficking Investigator's Course at the Canadian Police College, Criminal Intelligence Service Saskatchewan events and to law enforcement members and partners.

“G” Division – Northwest-Territories

“G” Division has one trained human trafficking investigator, with another slated to receive training in the fall.

The Division has been involved in an ongoing standing operations plan called Project GUARDIAN. The goal of the Project is outreach, intelligence gathering and enforcement (Similar to Operation Northern Spotlight). It primarily targets escorts brought in from Southern jurisdictions. They are also monitoring the trend of Toronto-based gangs recruiting Indigenous girls who are then brought south to work in sex trade.

The Divisional Criminal Analyst monitors social media, utilizes software to help identify potentially exploited females and is currently liaising with the HTNCC to deliver Indigenous specific programs on human trafficking.

“H” Division – Nova Scotia

“H” Division has a Human Trafficking Awareness Coordinator. The Division has also appointed a Member responsible for a First Nations Human Trafficking Portfolio, whose role is to keep up-to-date on trends in First Nations communities within “H” Division. All awareness initiatives, training and/or operational support with respect to First Nations human trafficking is coordinated or spearheaded through this portfolio. As a result of a recent presentation on human trafficking, an initiative to form a working group on human trafficking in First Nations communities is now underway.

For the past two years, the Division has participated in a Nova Scotia initiative “Say Something if you See Something” specific to the hospitality industry. The material was translated into Mi’kmaq. The Division was also involved in Project Hellbender.

“H” Division has been engaged in human trafficking awareness presentations across Nova Scotia for a number of years, which includes presentations in First Nations communities. Recently, 40 “H” Division Members participated in a week-long human trafficking course. In addition, every

Traffic Services Unit in the Province has received a half day training session on human trafficking.

“K” Division – Alberta

"K" Division recently implemented an “Action Plan to Combat Human Trafficking” which provides guidelines for human trafficking investigations.

The mandate of the Division’s Serious Crime Branch “KARE Proactive Unit” is countering sexual exploitation. Under the High Risk Missing Persons Program, individuals who are involved in the sex trade or live high-risk lifestyles can voluntarily provide personal information and a DNA sample to be added to a registry. This Registry assists first responders should someone be reported missing. A collateral benefit of the program is it acts as an introduction for police to speak to sexually exploited or vulnerable people about their lives and to try to assist them in leaving their lifestyle or to help them seek assistance from partner agencies. The Registry holds almost 2000 registrations, each representing a face to face positive interaction with police.

The KARE Proactive Unit has provided various presentations in Indigenous communities across the province. As an example, the Unit presented at the Native Counselling Services AGM during the week of October 1, 2018.

“K” Division Aboriginal Policing is funding a play called “Love Bomb” which will be presented in Indigenous communities across Alberta starting on October 17, 2018. This play is about the trafficking of young men and women and how to combat the same.

“L” Division – Prince Edward Island

The Human Trafficking Awareness Coordinator in Nova Scotia has provided human trafficking training to Indigenous communities in PEI.

Annex B

Participating Police Services - Operation Northern Spotlight - October 2017 (57)

Amherstburg	Ontario Provincial Police
Barrie	Orangeville
Belleville	Ottawa
Brantford	Owen Sound
Brockville	Peel Regional
Calgary	Peterborough
Cape Breton	Port Hope
Charlottetown	Rama
Chatham-Kent	Regina
City of Kawartha Lakes	Royal Canadian Mounted Police
Cobourg	Saint John
Cornwall Community	Sarnia
Deep River	Sault Ste. Marie
Durham Regional	Service de Police de la Ville de Quebec
Edmonton	South Simcoe
Fredericton	St. Thomas
Gatineau	Stratford
Greater Sudbury	Strathroy-Caradoc
Halifax Regional Police	Thunder Bay
Halton Regional	Toronto
Hamilton	Treaty Three
Kingston	Waterloo Regional
LaSalle	West Grey
Lethbridge	West Nipissing
London	Weyburn
Midland	Windsor
Niagara Regional	Woodstock
Nishnawbe-Aski	York Regional
North Bay	