



Collaboration and Best Practices to
**END SEXUAL EXPLOITATION
AND SEX TRAFFICKING**
in Manitoba

JANUARY 2019

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Research, analysis, report content and graphic design were created by the staff from the Manitoba Families, Child and Family Services Division, Sexual Exploitation Unit.

DEDICATION

This report honours all of the experiential voices, people and organizations who make up Tracia's Trust and work in collaboration to end sex trafficking and sexual exploitation in Manitoba

Sweetgrass is a sacred medicine. Seven single strands of grass make up each section of a braid. Each single strand represents a human being and three sections of the braid are the body, mind and spirit. Just like a strand of hair, each strand of sweetgrass is beautiful, smells lovely, and is unique. But, like a strand of hair, each individual strand is more fragile on its own. Once braided, those same strands are strong and unified.

— *Teaching Shared by Elders, Original Source Unknown*

This is how Tracia's Trust works. Just like a braid of sweetgrass, each strand of the Tracia's Trust strategy is comprised of different perspectives, strengths and ideas. But, like a braid, there is one primary path up the middle. This is where all the strands intersect, making it strong and unified.

ACKNOWLEDGEMENTS

The research team gratefully acknowledges the invaluable collaborations and participation of dozen of colleagues, Manitoba's 12 Tracia's Trust regional teams to prevent sexual exploitation, survivors and persons with lived experience, front-line service providers, law enforcements, non-governmental organizations, community groups, social workers, and practitioners across the province who shared their helpful insights and experiences through focus groups, or who sat on internal or external advisory groups.

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“With relationship comes respect...What helps young people, Indigenous or not, is to find your role, have adult allies to help you find that role, fulfill your responsibilities within that role, and then be of service to the community....If we all did that ... to me that would be reconciliation in action.”¹

— Truth and Reconciliation Commission of Canada Report —

The research team would like to acknowledge that this research took place on Treaty 1 Territory, the traditional lands of the Anishinabe (Ojibway), Ininew (Cree), Oji-Cree, Dene and Dakota, and in the heart of the homeland of the Métis Nation.

LIST OF ACRONYMS

CFS – Child and Family Services

CFSIS – Child and Family Services Information System

CIC – Child in Care

FASD – Fetal Alcohol Spectrum Disorder

HRV – High Risk Victim

LGBT2SQ+² – Lesbian, Gay, Bisexual, Transgender, Two-Spirited and Queer+

POP – Prostitution Offender Program

RCMP – Royal Canadian Mounted Police

WPS – Winnipeg Police Service

WRHA – Winnipeg Regional Health Authority

SEY – Sexually Exploited Youth

STR – StreetReach

DEFINITIONS

Child Sexual Exploitation: As defined by Manitoba’s Child and Family Services Standard 1.3.5, child sexual exploitation is “the act of coercing, luring or engaging a child, under the age of 18, into a sexual act and involvement in the sex trade or pornography, with or without the child’s consent, in exchange for money, drugs, shelter, food, protection or other necessities.” Child sexual exploitation of an individual under the age of 18 is clearly defined and interpreted as child abuse.

Human Trafficking: The definition of human trafficking adhered to for the purposes of this study is from the *United Nations Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children*, adopted by the United Nations General Assembly in 2000 and ratified by Canada in 2002. According to Article 3 of the Palermo Protocol, three interdependent elements – act, means and purpose – must be cumulatively present to constitute a trafficking offence.

Prostitution: This report’s case study on the Winnipeg Prostitution Offender Program adheres to the legal definition of prostitution, which is defined in the *Criminal Code of Canada* as obtaining sexual services for consideration. It is illegal to purchase sexual services, to communicate in public with the intention of buying or selling sex, to advertise the sale of others’ sexual services, or to sell sex in any area where a person under 18 years of age may reasonably be expected to be present.

Sex Trades and the Sex War Debate: Participants in this study self-identified distinct sex trades: 1) the sex trade in which individuals are exploited or trafficked, 2) the sex trade in which adult sex workers have free choice. The sex war debate refers to the polarized views, beliefs, and philosophies related to prostitution, which in turn, have led to heated public debate related to sex trafficking and sexual exploitation.

SWOT Analysis: This refers to the strengths, weaknesses, opportunities and threats (SWOT) analytical framework commonly used in strategic planning, mapping exercises and research analysis, including in this report.

Tracia’s Trust (the strategy): This refers to Tracia’s Trust: Manitoba’s Strategy to Prevent Sexual Exploitation and Sex Trafficking, which was formally launched by the Manitoba government in 2002.

PARTICIPATING ORGANIZATIONS

Sincere thanks go to the following organizations who contributed to this report, either by participating in a focus group, by sharing general information or statistics, or by providing overall feedback and recommendations:

1. Action Therapy
2. Advisory Council of Knowledge Keepers for Tracia's Trust³
3. All Nations Coordinated Response Network
4. Assembly of Manitoba Chiefs
5. Blue Thunderbird Family Care Inc.
6. Brandon Westman Team Against Sexual Exploitation
7. Canadian Centre for Child Protection
8. Dauphin/Parkland South – Committee Advocating for the Removal of Sexual Exploitation
9. Dream Catchers
10. Elizabeth Fry Society of Manitoba
11. Experiential Advisory Committee
12. First Nations of Northern Manitoba Child and Family Services Authority
13. Flin Flon/North Region – Sexual Exploitation Team
14. General Child and Family Services Authority
15. Immigrant and Refugee Community Organization of Manitoba Inc.
16. Ka Ni Kanichihk Inc.
17. Klinik Community Health
18. Knowles Centre Inc.
19. Macdonald Youth Services
20. Ma Mawi Wi Chi Itata Centre Inc.
21. Manitoba Community Living disABILITY Services
22. Manitoba Child and Family Services Division
23. Manitoba Department of Education
24. Manitoba Employment and Income Assistance Program
25. Manitoba Families
26. Manitoba FASD Life's Journey
27. Manitoba Healthy Child
28. Manitoba Labour and Regulatory Services
29. Manitoba Justice
30. Manitoba Status of Women
31. Marymount Inc.
32. Métis Child and Family Services Authority
33. Nanaandawewigamig – First Nations Health and Social Secretariat of Manitoba
34. New Directions for Children, Youth, Adults and Families
35. Norway House/Cross Lake – Sexual Exploitation Regional Team
36. Pine Falls/North Eastman – Sexual Exploitation Regional Team
37. Portage La Prairie/Central – Sexual Exploitation Regional Team
38. Project Neecheewam Inc.: Resources for Children and Youth
39. Resource Assistance for Youth Inc.
40. Royal Canadian Mounted Police
41. Sage House
42. Salvation Army
43. Snowflake Place for Children and Youth
44. Southeast Child Sexual Exploitation Prevention Committee
45. Southern First Nations Network of Care
46. StreetReach
47. Swan River/Parkland North – Swan Valley Committee for the Elimination of Sexual Abuse
48. Thompson/Northern – Sexual Exploitation Awareness Team
49. Trafficked Persons Response Network
50. Transition Education and Resources for Females
51. Winnipeg Grandmothers Protecting Our Children
52. Winnipeg Police Services
53. Winnipeg Sexually Exploited Youth Community Coalition
54. Winnipeg Regional Health Authority

“Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it's the only thing that ever has.”

Margaret Mead

TABLE OF CONTENTS

Copyright and Dedication.....	p. i
Acknowledgements.....	p. ii
Definitions.....	p. iii
Participating Organizations.....	p. iv
Executive Summary.....	p. 2
Executive Summary – FRENCH.....	p. 6
Introduction.....	p. 10
About Tracia’s Trust and the Sexual Exploitation Unit.....	p. 12
Sexual Exploitation and Sex Trafficking in Manitoba.....	p. 15
Research Goals and Purposes.....	p. 17
Methodology.....	p. 18
Limitations.....	p. 20
Experiential Voices.....	p. 23
Research Findings.....	p. 24
Conclusion.....	p. 84
End notes.....	p. 85
Bibliography.....	p. 90
Appendix A and B – Quantitative Data Categories and Focus Group Questions.....	p. 94
Appendix C and D – List of Case Studies and List of Tables.....	p. 95
Appendix E – List of Figures.....	p. 96

*“Eagle teaches us that it is okay to combine wisdom and courage
— it is okay to be wise enough to know that a change needs to be
made ... and then finding the courage to execute the change.”*

Unknown Author, Indigenous Teaching

EXECUTIVE SUMMARY

This research project, titled *Collaboration and Best Practices to End Sexual Exploitation and Sex Trafficking in Manitoba*, is the first of its kind undertaken by Manitoba's Sexual Exploitation Unit. It contributes to the growing body of work on evidence-based best practices to prevent sexual exploitation and sex trafficking in Canada.

Guided by mixed-method research, the project's goal is to inform Tracia's Trust: Manitoba's Strategy to Prevent Sexual Exploitation and Sex Trafficking (the strategy). The project analyzes new data to further understand sexual exploitation and sex trafficking in Manitoba. It also provides vision and direction about how to translate objectives into results for vulnerable Manitobans.

To date, the diverse responses to prevent sex trafficking and sexual exploitation locally and globally have led to changes such as:

- stronger anti-trafficking legislation
- new ways of identifying and supporting exploited persons
- increasing public awareness

However, as the United Nations Inter-agency Coordination Group against Trafficking in Persons has noted, "these advancements have occurred in the absence of rigorous empirical evidence evaluating the extent to which [these responses] have [contributed or not contributed] to the achievement of planned goals."⁴

In many cases, it is not clear if aims and outcomes have been achieved, or if results are being measured together. Counter trafficking responses in Canada and globally have often lacked a theory of change and program logic, because there has not been systematic investment in measuring, evaluating, and learning practices, tools that are essential to counter trafficking and counter exploitation work. Given much of this work is relatively new and in its infancy, it has often lacked a logical framework that is evidence-based.⁵

Since 2002, the Manitoba government has led counter sexual exploitation efforts, consulted nationally, and demonstrated leadership and innovation in this area. In 2002, Manitoba launched Canada's first provincial strategy to prevent sexual exploitation. This strategy is now known as Tracia's Trust in honour of Tracia Owen, who tragically died of suicide after she was sexually exploited. Every year, Tracia's Trust provides approximately \$10 million to fund initiatives in the areas of prevention, intervention, legislation, coordination, research and evaluation.

Seeking to be evidence based, Manitoba has gathered data from multiple sources and internal databases. This research initiative allows the Manitoba government to develop a program logic and assess the results of Manitoba's work in this area. Its findings also inform and contribute to the government's child welfare transformation agenda.

Fifty-four organizations contributed to the report, either by participating in a focus group, by sharing general information or statistics, or by providing overall feedback and recommendations.

The overall objectives of the full report are as follows:

- provide evidence-based insights on current investigations, co-occurring phenomena, system gaps, placement dynamics, offenders, and the incidence of sexual exploitation in Manitoba
- identify important trends
- inform training
- formalize emerging best practices
- inform policy developments, program evaluations and accountability
- inform future research, capacity building programs, resources and projects
- inform a proactive, upstream approach⁶
- serve as an education, prevention and awareness tool for the general public

- inform the establishment of a program logic for Tracia's Trust
- guide evidence-based measuring, evaluating, and learning for the strategy

The report contains key findings based on quantitative, qualitative and case study analysis related to the following topics:

- the causes of sexual exploitation
- existing materials, training and education needs
- self-care
- engaging with men and boys as buyers, bystanders and victims
- information and research needs
- current strengths, weaknesses, opportunities and threats related to the strategy
- how things can be improved or done differently at the provincial level
- the link between social media and sexual exploitation
- what focus group participants wished to stress or add

The report concludes with specific next steps to drive assessment and measurement to enhance services for sexually exploited children, youth and adults in Manitoba.

The report's findings highlight Manitoba's leadership in developing an innovative, evidence-based, sexual exploitation counter strategy, in collaboration with experiential voices, partner departments, agencies and the community.

KEY FINDINGS

This report identifies opportunities to use and expand existing resources, and develop and implement new policies and procedures via strategic partnerships related to:

- online sexual exploitation and sex trafficking
- provisions for sexually exploited or sex trafficked adults and youth who turn 18, including those on extensions of care
- substance abuse treatment, in collaboration with the future development of the Manitoba Mental Health and Addictions Strategy, specific to the methamphetamine crisis for this population, particularly children and youth
- reform of current specialized placements and resources to address co-occurring factors for sexually exploited or sex trafficked persons
- consultation to capture and be inclusive and respectful of all of the diverse urban and rural voices and stakeholders under Tracia's Trust

OPPORTUNITIES MOVING FORWARD

Manitoba Families coordinates the implementation of the strategy via its Sexual Exploitation Unit, in collaboration with partnering government departments (e.g., Education, Employment and Income Assistance, Health, Labour, Justice and Status of Women), agencies, the community and non-governmental organizations leading specific initiatives under the strategy.

In the course of this report, dozens of stakeholders were consulted. Front-line service providers, experiential voices, community members, Elders, law enforcement, and government officials provided valuable feedback, insights, and suggestions. In light of the report findings, the research team recommends the repurposing of existing funding and the implementation of policies and procedures in collaboration with partnering government departments, agencies, the community and non-governmental organizations in the areas that follow.

CHILD AND FAMILY SERVICES

- Continue general education and training curriculum development in this area.
- Continue training in the area of sexual abuse investigation.
- Strengthen agencies responses to sexually exploited youth outside of traditional work hours.
- Share report findings to inform and contribute to the government's child welfare transformation plan. This includes youth-adult transition planning, placements that better meet the needs of this population, implementing best practice service delivery, and addressing and equipping service providers to respond to co-occurring phenomena (e.g., substance abuse, cognitive vulnerability, and mental health).
- Implement ongoing program evaluations that measure change and effectiveness over time for initiatives under Tracia's Trust (e.g., every two to three years).

COMMUNITY AND NON-GOVERNMENTAL ORGANIZATION PARTNERSHIPS

- Continue data collection, tracking and analysis.
- Continue to include and integrate diverse voices to ensure diversity, equity, respectful conduct, cultural safety and inclusivity.
- Continue to strengthen partnership with law enforcement and subject matter experts to prevent future trauma for exploited children, youth, adults and their families.
- Work in collaboration with Elders and experiential voices, children, youth, adults and families.

INTERDEPARTMENTAL (MANITOBA GOVERNMENT)

- Identify opportunities to enhance access to a range of addictions treatment models and services for this population.
- Create opportunities to identify new adult services for this population.
- Consult with the regional health authorities on best practices related to trauma informed care and harm reduction.⁷
- Continue interdepartmental collaboration.
- Identify and enhance policies and procedures in youth justice services that would help prevent future trauma and support restorative justice.
- Strengthen collaboration between Manitoba Families and Manitoba Justice in the areas of offender accountability and child safety.

SEXUAL EXPLOITATION UNIT

- Develop a code of conduct and self-care policies for Tracia's Trust, to prevent burnout and ensure diversity, respectful conduct, equity and inclusivity.
- Continue to support and integrate the diverse voices of Elders and people with lived experience in the sex trades.
- Continue data collection, tracking and analysis.
- Continue ongoing research and collaboration on best practices and key topics and trends.
- Continue ongoing capacity building in partnership with Tracia's Trust regional teams to increase public education and awareness.
- Explore and create new partnerships in rural and non-urban areas relevant to this population.
- Conduct consultation on online counter-exploitation strategies in collaboration with key stakeholders.
- Conduct consultation with law enforcement and experts in the area of offender accountability and safety.
- Strengthen strategic planning in support of the Tracia Trust strategy.
- Continue training in the areas of sexual exploitation and sexual abuse investigation.

BE BOLD ENOUGH TO SPEAK THE TRUTH

“All of us, every person has the ability to be creative, you have been given a very special gift ... Think of something different, do something different, put yourself in their moccasins ... when there's these gangs, and they are so smart ... that's what we have to do, all of us, how to get these kids to come to whatever kind of program they're trying to create to get their attention so we have to become more creative, in today's crazy world with all of the Internet and other crazy stuff that is happening, we have to get more creative to wake ourselves up ... because wonderful things happen to you when you create something new that works.”

Teaching from Indigenous Elder during Research Focus Group

SOMMAIRE

Ce projet de recherche, intitulé *Collaboration and Best Practices to End Sexual Exploitation and Sex Trafficking in Manitoba* (collaboration et pratiques exemplaires pour mettre fin à l'exploitation sexuelle et au trafic sexuel au Manitoba), est le premier projet du genre à être entrepris par l'Unité de lutte contre l'exploitation sexuelle du Manitoba. Il s'ajoute à l'ensemble des travaux sur les pratiques exemplaires fondées sur des données probantes réalisés pour prévenir l'exploitation sexuelle et le trafic sexuel au Canada.

Le projet, qui s'appuie sur des méthodes de recherche mixtes, a pour but d'éclairer le Tracia's Trust : Stratégie manitobaine visant les enfants et les jeunes menacés ou victimes d'exploitation sexuelle. Il consiste à analyser de nouvelles données pour mieux comprendre l'exploitation sexuelle et le trafic sexuel au Manitoba. Il propose aussi une vision et une orientation quant à la façon de traduire en résultats les objectifs poursuivis relativement aux Manitobains vulnérables.

Jusqu'à maintenant, les diverses interventions visant la prévention de l'exploitation sexuelle et du trafic sexuel à l'échelle régionale et internationale ont conduit aux changements suivants :

- renforcement des lois en matière de lutte contre le trafic sexuel;
- nouvelles façons de localiser et de soutenir les personnes exploitées;
- plus grande sensibilisation du public.

Comme le fait remarquer l'United Nations Inter-agency Coordination Group against Trafficking in Persons, « ces progrès ont été réalisés en l'absence de données empiriques rigoureuses permettant d'évaluer dans quelle mesure [ces interventions] ont [contribué ou non] à la réalisation des buts prévus. »⁴

Dans de nombreux cas, on ne sait pas exactement si l'on a atteint les buts et les résultats escomptés ou si les résultats sont mesurés. Souvent, les mesures prises pour lutter contre le trafic sexuel au Canada et à l'étranger ne sont pas fondées sur une théorie du changement et une logique de programme en raison de l'absence d'investissement systématique dans les méthodes de mesure, d'évaluation et d'apprentissage, qui sont des outils essentiels à la lutte contre l'exploitation et le trafic. Comme ce travail est assez nouveau et qu'il en est à l'étape de début, il est fréquent qu'il ne s'inscrive pas dans un cadre logique fondé sur des données probantes.⁵

Depuis 2002, le gouvernement du Manitoba a mené plusieurs projets de lutte contre l'exploitation sexuelle, tenu des consultations nationales et fait montre de leadership et d'innovation dans ce domaine. En 2002, le Manitoba a lancé la première initiative provinciale canadienne de prévention de l'exploitation sexuelle. Cette stratégie porte le nom de Tracia's Trust en l'honneur de Tracia Owen, qui s'est suicidée de façon tragique après avoir été victime d'exploitation sexuelle. Chaque année, le Tracia's Trust fournit environ 10 millions de dollars pour financer des projets dans les domaines de la prévention, de l'intervention, de la législation, de la coordination, de la recherche et de l'évaluation.

Désireux de fonder ses initiatives sur des données probantes, le Manitoba a recueilli des données auprès de nombreuses sources et bases de données internes. Ce projet de recherche permet au gouvernement du Manitoba d'élaborer une logique de programme et d'évaluer les résultats de son travail dans ce domaine. Ses constatations guident le programme de transformation du bien être de l'enfance du gouvernement et y contribuent.

Cinquante quatre organismes ont contribué au rapport, soit en prenant part à un groupe de discussion, soit en partageant des renseignements généraux ou des statistiques, soit en fournissant une rétroaction générale et des recommandations.

Le rapport complet vise les objectifs généraux suivants :

- fournir des connaissances fondées sur des données probantes sur les enquêtes courantes, les phénomènes concomitants, les lacunes du système, la dynamique du placement, les contrevenants et l'incidence de l'exploitation sexuelle au Manitoba;

- dégager les tendances importantes;
- guider la formation;
- officialiser les pratiques exemplaires émergentes;
- guider l'élaboration des politiques, l'évaluation de programme et la responsabilisation;
- guider les recherches, les programmes de développement de la capacité, les ressources et les projets futurs;
- éclairer une approche en amont proactive; servir d'outil d'éducation, de prévention et de sensibilisation du grand public;
- guider l'établissement d'une logique de programme pour le Tracia's Trust;
- guider les activités de mesure, d'évaluation et d'apprentissage fondées sur des données probantes pour la stratégie.

Le rapport contient des constatations importantes fondées sur l'analyse d'études de cas, des analyses quantitatives et des analyses qualitatives portant sur les sujets suivants :

- les causes de l'exploitation sexuelle;
- les besoins existants en matière de formation, de matériel et d'éducation;
- l'autogestion de la santé;
- les contacts avec les hommes et les garçons comme acheteurs, observateurs et victimes;
- les besoins en matière d'information et de recherche;
- les forces, les faiblesses, les possibilités et les menaces courantes associées à la stratégie;
- comment améliorer la situation ou procéder différemment à l'échelle provinciale;
- le lien entre les médias sociaux et l'exploitation sexuelle;
- points que les participants au groupe de discussion désiraient souligner ou ajouter.

Le rapport propose en conclusion les prochaines étapes requises pour réaliser le travail d'évaluation et de mesure afin d'améliorer les services à l'intention des enfants, des jeunes et des adultes victimes d'exploitation sexuelle au Manitoba.

Le rapport met en évidence le leadership du Manitoba en matière d'élaboration d'une stratégie de lutte contre l'exploitation sexuelle novatrice et axée sur des données probantes, en collaboration avec des personnes ayant des acquis expérimentiels, les ministères partenaires, des organismes et la collectivité.

PRINCIPALES CONSTATATIONS

Ce rapport fait état de possibilités d'utiliser et d'étendre les ressources existantes; et d'élaborer et de mettre en œuvre de nouvelles politiques et procédures au moyen de partenariats stratégiques dans les domaines suivants :

- exploitation sexuelle et trafic sexuel en ligne;
- dispositions relatives aux adultes et aux jeunes victimes d'exploitation sexuelle ou de trafic sexuel qui parviennent à l'âge de 18 ans, y compris celles qui se rapportent à la prolongation des soins;
- traitement pour les toxicomanies, en plus de la collaboration à l'élaboration future de la Stratégie en matière de santé mentale et de lutte contre les dépendances du Manitoba, dans le cas particulier de la crise de méthamphétamine pour cette population, notamment les enfants et les jeunes;

- réforme des ressources et des placements spécialisés actuels pour prendre en considération les facteurs concomitants qui interviennent dans le cas des personnes victimes d'exploitation sexuelle ou de trafic sexuel;
- consultation pour entendre la diversité des personnes concernées dans les collectivités urbaines et rurales, les inclure et les traiter avec respect, et les intervenants dans le cadre du Tracia's Trust.

POSSIBILITÉS D'ALLER DE L'AVANT

Familles Manitoba coordonne la mise en œuvre de la stratégie par l'entremise de son Unité de lutte contre l'exploitation sexuelle, en collaboration avec les ministères partenaires (p. ex. Éducation, Aide à l'emploi et au revenu, Santé, Travail, Justice et Condition féminine), des organismes, la collectivité et des organismes non gouvernementaux menant certains projets en vertu de la stratégie.

Ce rapport fait suite à la consultation de douzaines d'intervenants. Fournisseurs de services de première ligne, personnes ayant des acquis expérimentiels, membres de la collectivité, Aînés autochtones, organismes d'application de la loi et représentants du gouvernement ont fait part de leurs suggestions, de leurs points de vue et de leurs commentaires très utiles. À la lumière des constatations du rapport, l'équipe de recherche recommande d'adapter le financement existant et de mettre en œuvre des politiques et des procédures en collaboration avec les ministères, les organismes, la collectivité et les organismes non gouvernementaux partenaires, dans les secteurs suivants :

SERVICES À L'ENFANCE ET À LA FAMILLE

- Continuer d'élaborer des programmes d'éducation et de formation générale dans ce domaine.
- Poursuivre la formation dans le domaine de l'enquête sur la violence sexuelle.
- Renforcer l'intervention des organismes en dehors des heures de travail normales dans le cas des jeunes victimes d'exploitation sexuelle.
- Partager les constatations du rapport afin d'éclairer le plan de transformation du bien être de l'enfance du gouvernement et y contribuer. Elles comprennent la planification de la transition de l'adolescence à l'âge adulte; les placements qui répondent mieux aux besoins de cette population; la prestation de services axés sur les pratiques exemplaires; et la dotation en outils des fournisseurs de services pour leur permettre d'intervenir dans les cas de phénomènes concomitants (p. ex. toxicomanie, vulnérabilité cognitive et santé mentale).
- Pour les initiatives au titre du Tracia's Trust, effectuer des évaluations continues des changements et de l'efficacité des programmes au fil du temps (p. ex. tous les deux ou trois ans).

PARTENARIATS COMMUNAUTAIRES ET PARTENARIATS AVEC DES ORGANISMES NON GOUVERNEMENTAUX

- Poursuivre la collecte de données, le suivi et les analyses.
- Continuer d'intégrer les points de vue des nombreuses personnes concernées pour promouvoir la diversité, l'équité, le comportement respectueux, la sécurité culturelle et l'inclusion.
- Continuer de renforcer les partenariats avec les organismes d'exécution de la loi et les experts en la matière pour prévenir que les enfants et les jeunes victimes d'exploitation et leurs familles subissent de futurs traumatismes.
- Travailler en collaboration avec les Aînés et des personnes ayant des acquis expérimentiels, les enfants, les jeunes, les adultes et les familles.

COLLABORATION INTERMINISTÉRIELLE (GOUVERNEMENT DU CANADA)

- Trouver des possibilités d'améliorer l'accès à une gamme de modèles et de services de traitement des dépendances pour cette population.
- Créer des occasions de faire connaître les nouveaux services pour adultes pour cette population.
- Consulter les offices régionaux de la santé au sujet des pratiques exemplaires liées aux soins adaptés aux traumatismes et à la réduction des méfaits.⁷

- Poursuivre la collaboration interministérielle.
- Définir des politiques et des procédures relatives aux services de justice pour les jeunes qui aideraient à prévenir de futurs traumatismes et soutiendraient la justice réparatrice, et les renforcer.
- Renforcer la collaboration entre Familles Manitoba et Justice Manitoba dans les secteurs de la responsabilisation des contrevenants et de la sécurité des enfants.

UNITÉ DE LUTTE CONTRE L'EXPLOITATION SEXUELLE

- Élaborer un code de conduite et des politiques en matière d'autogestion de la santé pour le Tracia's Trust afin de prévenir l'épuisement professionnel et assurer la diversité, le comportement respectueux et l'inclusion.
- Continuer d'appuyer et d'intégrer les divers points de vue des Aînés et des gens qui ont des acquis expérientiels dans le domaine du commerce du sexe.
- Poursuivre la collecte de données, le suivi et les analyses.
- Continuer les recherches en cours et la collaboration pour ce qui est des pratiques exemplaires et des tendances et sujets principaux.
- Continuer de développer les capacités en partenariat avec les équipes régionales du Tracia's Trust pour accroître l'éducation et la sensibilisation du public.
- Examiner et créer de nouveaux partenariats dans les régions rurales ou non rurales pertinentes dans le cas de cette population.
- Mener des consultations sur les stratégies de lutte contre l'exploitation sexuelle en ligne en collaboration avec les intervenants clés.
- Tenir des consultations auprès des organismes d'exécution de la loi et des experts dans le domaine de la sécurité et de la responsabilisation des contrevenants.
- Renforcer la planification stratégique pour venir à l'appui de la stratégie du Tracia's Trust.
- Poursuivre la formation dans le domaine des enquêtes sur l'exploitation sexuelle et la violence sexuelle.

AVOIR ASSEZ DE COURAGE DE DIRE LA VÉRITÉ

*« Tous, chaque personne peut faire preuve de créativité, vous avez reçu un don très spécial... Pensez à quelque chose de différent, faites quelque chose de différent, mettez vous dans leurs mocassins... quand il y a ces gangs, et ils sont tellement intelligents... c'est ce que nous devons faire, tous, pour amener ces enfants à participer à n'importe quel programme qui est créé pour retenir leur attention. Il faut devenir plus créatif, dans ce monde insensé avec Internet et toutes les choses insensées qui se produisent, il faut devenir plus créatif pour se réveiller... parce que des choses merveilleuses se produisent quand vous créez quelque chose de nouveau qui fonctionne. »**

Enseignement d'un Aîné autochtone pendant le groupe de discussion créé aux fins de la recherche

INTRODUCTION

PIVOTING TOWARDS THE EVIDENCE

This research project is the first of its kind undertaken by Manitoba's Sexual Exploitation Unit. It contributes to the growing body of work on evidence-based best practices to prevent sexual exploitation and sex trafficking in Canada. Guided by mixed-method research that pivots towards the evidence, it analyzes new data to further understand sexual exploitation and sex trafficking in Manitoba. It also provides vision and direction on how to improve services for vulnerable Manitobans in these situations.

To date, the diverse responses to prevent sex trafficking and sexual exploitation locally and globally have led to changes such as stronger anti-trafficking legislation, new ways of identifying and supporting exploited persons, and increased public awareness. However, as the United Nations Inter-agency Coordination Group against Trafficking in Persons has noted, "these advancements have occurred in the absence of rigorous empirical evidence evaluating the extent to which [these responses] have [contributed or not contributed] to the achievement of planned goals."⁸

In many cases, it is not clear if aims and outcomes have been achieved, or if results are being measured together. To date, counter trafficking responses in Manitoba, in Canada and globally, have often lacked a theory of change and program logic, because there has not been systematic investment in measuring, evaluating, and learning practices, tools that are essential to counter trafficking and counter exploitation work. Given much of this work is relatively new and in its infancy, it has often lacked a logical framework that is evidence based.

Since 2002, the Manitoba government has led counter sexual exploitation efforts, consulted nationally, and demonstrated leadership and innovation in this area. Seeking to be evidence based, Manitoba has amassed a wealth of data from multiple sources and internal databases.

This research initiative allows government to pivot towards the evidence, develop a program logic, and empirically assess the results of Manitoba's work in this area. Its findings also inform and contribute to the government's child welfare reform agenda.

The report begins by introducing Tracia's Trust, the Sexual Exploitation Unit, and sexual exploitation and sex trafficking in Manitoba. It then outlines the purpose of this research, including research goals, methodology, procedures, limitations and findings.

The report findings are outlined in ten sections. Each section corresponds to one of the 10 focus group questions (listed in Appendix B), on which front-line service providers, experiential voices, community members and Elders, law enforcement and government officials provided feedback. These 10 sections include analysis of their feedback, as well as relevant quantitative and case study findings related to the following topics:

- the causes of sexual exploitation
- existing materials, training and education needs
- self-care
- engaging with men and boys as buyers, bystanders and victims
- the culture of purchasing sex
- information and research needs
- current strengths, weaknesses, opportunities and threats related to the strategy
- how things can be improved or done differently at the provincial level
- social media in relation to this issue
- what focus group participants wished to stress or add

The report concludes with next steps to drive assessment and measurement to enhance services for sexually exploited and trafficked children, youth and adults in Manitoba.

Among the key findings is that Manitoba needs:

- a robust counter exploitation and sex trafficking online strategy
- an adult strategy that includes provisions for youth who turn 18
- a substance abuse strategy specific to the methamphetamine treatment crisis for this population

The report also calls for reform of current specialized placements and resources to address co-occurring factors for sexually exploited and sex trafficked persons, and for more dialogue to capture and be inclusive and respectful of all of the diverse urban and rural voices and stakeholders under Tracia's Trust.

In 2008, the Criminal Intelligence Service of Canada emphasized the low risk – high reward for traffickers who exploit children, youth and adults in Canada.⁹ The Sexual Exploitation Unit is aware of many trafficking routes involving Manitoba as a source, transit or destination point across Canada. This includes an active triangular trade between Winnipeg, Thunder Bay and Kenora.

Human trafficking is one of the most pressing transnational human rights, child protection, and criminal law issues facing Manitoba, Canada, the Americas and the world. Although this form of slavery¹⁰ is now illegal globally, it is still widely practiced and part of the process of globalization itself. In Manitoba, a disproportionate number of Indigenous women and girls continue to be exploited and trafficked in the visible sex trade.

In 2010, crime experts forecasted that “within the next 10 years [by 2020], [they] expect human trafficking to surpass drug and arms trafficking in its incidence, cost to human well-being, and profitability to criminals.”¹¹ As such, it is urgent that gaps are addressed and that Manitoba moves forward in an innovative evidence-based, logical manner in collaboration with experiential voices, partner departments, agencies and the community.

With this in mind, this research project combines quantitative analysis, qualitative analysis and case study analysis, to better understand the incidence of sex trafficking and sexual exploitation in Manitoba, as well as the needs of those who are exploited, and the challenges that exist in providing services to them. It allows us to recognize best practices, and understand current strengths, weaknesses, opportunities and threats. Most importantly, it provides direction to foster evidence-based strategic tailoring of the strategy in collaboration with experiential voices, partner departments, agencies and the community, laying the groundwork for the next steps for Tracia's Trust.

ABOUT TRACIA'S TRUST AND THE SEXUAL EXPLOITATION UNIT

In 2002, Manitoba launched Canada's first provincial strategy to prevent sexual exploitation. This strategy is now known as Tracia's Trust, in honour of Tracia Owen who tragically died of suicide after she was sexually exploited. Every year, Tracia's Trust provides approximately \$10 million to support initiatives in the areas of prevention, intervention, legislation, coordination, research and evaluation.

Tracia's Trust (the strategy) is Manitoba's response to children, youth and adults who are at risk of, or survivors of, sexual exploitation and sex trafficking. Manitoba Families is the lead department responsible for coordinating the implementation of the strategy via its Sexual Exploitation Unit. The Sexual Exploitation Unit works with government departments, agencies, the community and non-governmental organizations leading specific initiatives under the strategy.

Phase 1 (2002) of the strategy focused on children exploited through the sex trade. Phase 2 (2008) expanded phase 1 to include all ages of children, youth and adults. It also included the five most common forms of sexual exploitation in Manitoba:

- exploitation in the sex trade
- sex trafficking
- child sexual abuse images
- internet luring
- child sex tourism involving Manitoba as a source, transit, or destination.

Phase 3 (2011) expanded phase 2 to include services for adults and a focus on human trafficking, offender accountability and protection for victims.

Every year, funds under Tracia's Trust are provided to numerous non-governmental organizations for interdepartmental initiatives to prevent and intervene in the sexual exploitation and sex trafficking of children, youth and adults in Manitoba. The Sexual Exploitation Unit also works in collaboration with the Experiential Advisory Committee (under the auspice of Sexual Exploitation Youth Community Coalition) and regional teams across the province. This includes Winnipeg Grandmothers Protecting Our Children (a group of Elders), the Tracia's Trust Advisory Council of Knowledge Keepers (including Elders and experiential voices with lived experience in the sex trades), and regional teams in Brandon, Dauphin, Flin Flon, Norway House, Pine Falls, Portage la Prairie, Southeast, Swan River, Thompson and Winnipeg.

Tracia's Trust won the 2016 Human Rights Commitment Award of Manitoba¹² and is featured on the CNN Freedom Project.¹³ Tracia's Trust is recognized for its leadership and best practices locally, nationally, and internationally by law enforcement, academics, social workers, front-line service providers, and beyond. The strategy has prioritized the needs of victims through targeted prevention, intervention and legislation, and is currently doing targeted research and evaluation.

The primary goal for all initiatives falling under Tracia's Trust is to prevent or reduce the incidence of sexual exploitation and sex trafficking in Manitoba. Programs and services are aligned with the guiding principles of the strategy, including that all programs and services should:

- Recognize and respect the diversity and uniqueness of communities and stakeholders.
- Be culturally safe, competent, and relevant to the population being served.
- Utilize the expertise of experiential persons in all aspects of program development and service delivery whenever possible.
- Ensure the mandatory specialized provincial training *Understanding and Working with Sexually Exploited Children and Youth* is received by all staff working within the program.
- Identify, deter and report sexual exploitation and suspected offenders.
- Demonstrate the capacity to manage and be accountable for funding support.
- Act in good faith and in partnership with the Sexual Exploitation Unit, Child and Family Services Division, and the Manitoba government.
- Demonstrate how the program or service adheres to and implements these guiding principles in program or service reports.



Human Rights Commitment Award of Manitoba (2016)
Presented to Tracia's Trust Strategy Team
<http://manitobahumanrights.ca/v1/news-events/human-rights-awards.html>

Examples of initiatives under Tracia's Trust include the following:

- Annual Stop Child Sexual Exploitation Awareness Week
- Butterfly Lodge Teachings Training (New Directions for Children, Youth, Adults & Families)
- Child and Youth Care Training Program (Ndinawe)
- Cybertip.ca and Mandatory Reporting of Child Pornography (Canadian Centre for Child Protection)
- five group care facilities and one foster home with a total of 30 specialized placements for sexually exploited children, youth and young adults, based on their stage of exploitation, and operated by Blue Thunderbird Family Care Inc., Ma Mawi Wi Chi Itata Centre Inc., Marymound Inc., and New Directions for Children, Youth, Adults and Families
- Manitoba Hotel Association campaign
- Our Circle to Protect Sacred Lives (Assembly of Manitoba Chiefs)
- Restoring the Sacred (Ka Ni Kanichihk Inc.)
- Sexual Exploitation Investigation Specialists (All Nations Coordinated Response)
- Snowflake Place for Children and Youth

- StreetReach Program (Child Protection Branch)
- Strong Hearts High Risk Victims Crisis Stabilization Unit (Project Neecheewam Inc.)
- Transition, Education and Resources for Females Youth Program and Mentor Program (New Directions for Children, Youth, Adults & Families)
- Support to Regional Teams and inclusion of survivor voice
- Youth At Risk of Sexual Exploitation Program (Ndinawe)
- Youth Outreach Worker (Addictions Foundation of Manitoba)
- Youth Resource Centres and Shelters (Macdonald Youth Services and Ndinawe)

For more information, please visit <http://www.gov.mb.ca/fs/traciustrust/index.html>

Examples of initiatives include the following awareness campaigns by the Canadian Centre for Child Protection:



Justice will not be served until those who are unaffected are as outraged as those who are."

Benjamin Franklin

SEXUAL EXPLOITATION AND SEX TRAFFICKING IN MANITOBA

For the purposes of the strategy, child sexual exploitation is “The act of coercing, luring or engaging a child, under the age of 18, into a sexual act and involvement in the sex trade or pornography, with or without the child’s consent, in exchange for money, drugs, shelter, food, protection or other necessities.”¹⁴ Child sexual exploitation of an individual under the age of 18 is clearly defined and interpreted as child abuse.

The definition of human trafficking adhered to for the purposes of this study was the internationally accepted definition cited in the *Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, which was adopted by the United Nations General Assembly in 2000, and ratified by Canada in 2002. According to Article 3 of the Palermo Protocol, three interdependent elements must be cumulatively present to constitute a trafficking offence:

1. **ACT** – the recruitment, transportation, transfer, harbouring or receiving of persons
2. **MEANS** – the threat or use of force or other forms of coercion, abduction, fraud, deception, 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
3. **PURPOSE** – 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 organs¹⁵

Every year, Manitoba’s Sexual Exploitation Unit is made aware of hundreds of documented cases of sexual exploitation and human trafficking (as defined above). The most common form of human trafficking in Manitoba is trafficking for the purpose of commercial sexual exploitation. This is followed by cases of forced labour (e.g., agriculture, construction and domestic servitude) and forced marriage.¹⁶

Winnipeg, in particular, is known internationally for the sex trafficking of children and youth.¹⁷ The Sexual Exploitation Unit is aware of many trafficking routes involving Manitoba as a source, transit or destination point across Canada. This includes an active triangular trade between Winnipeg, Thunder Bay and Kenora.

According to estimates by New Directions for Children, Youth, Adults & Families, every year approximately 400 children and youth are trafficked for the purpose of sexual exploitation in the visible sex trade in Manitoba, which represents approximately 10 per cent of the total number of cases. Approximately 90 per cent of cases occur in the invisible trade, meaning they take place behind closed doors or online. To date, we know very little about these cases and the individuals involved.¹⁸

Front-line service providers, who participated in focus groups for this study, reported that children and youth in Manitoba are forced to enter the visible sex trade as early as 12 or 13 years old. Additionally, Transition, Education and Resources for Females (TERF) has estimated that it takes an average of three years and seven attempts for exploited children to exit the sex trade.¹⁹ Of those exploited in the visible trade, approximately 70 per cent are Indigenous and approximately 80 per cent are female.²⁰ The vast majority have experienced previous physical or sexual abuse, live in situations of poverty, family violence and addictions, and have been involved with the justice system, as well as Child and Family Services.²¹

Quantitative data was analysed in this study on 282 confirmed cases of sexual exploitation or human trafficking for the purpose of sexual exploitation involving children and youth brought to the attention of StreetReach²² and the Sexual Exploitation Unit over the five-year period between January 1, 2011 and January 1, 2016.

The actual number of cases per year, including the demographics of those who are exploited in both the visible and invisible sex trades, remains anecdotal at best. This is because sex trafficking and sexual exploitation are hidden crimes, many Manitobans are not aware of the indicators to detect these human rights abuses, and it is estimated that a large number of cases go unreported. At present, the scale and scope of adult exploitation in Manitoba is even less clear.

The majority of participants in focus groups for this study were aware of hundreds of cases involving children and youth in the visible trade per year in Manitoba. One participant estimated the number might be more than 1,000 per year. Another suggested that as many as 15 to 20 per cent of adult women needing housing were sexually exploited.²³ Cybertip.ca's tipline receives approximately 30 reports per month from someone within Manitoba, including possible cases of exploitation of children.²⁴

Examples of sexual exploitation and human trafficking in Manitoba are not hard to find. Every year, children and youth of diverse sexualities (e.g., LGBT2SQ+²⁵) and backgrounds are lured into sexual exploitation at school and in public places such as restaurants, malls and stores where they can access the Internet or smartphones. Others are exploited by family members, friends and peers, in hotels, and in the visible sex trade in areas known as "on track"²⁶ across the province. Many, as emphasized above, are increasingly lured, groomed and sexually exploited online through social media, websites and apps.

In one case, a well-known offender exploited approximately two dozen children and youth. This convicted offender lured these children and youth through the other youth he was exploiting.

As this report demonstrates, in spite of Manitoba having legislation²⁷ and a formal strategy in place to prevent sexual exploitation and sex trafficking, individuals with lived experience, front-line service providers and community members report gaps and challenges in service. This is particularly the case for youth transitioning out of care,²⁸ and adults and individuals experiencing inter-related, co-occurring challenges (e.g., sexual exploitation, substance abuse, trauma, mental health or cognitive vulnerability).

*Imperfections are not inadequacies; they are reminders
that we're all in this together.*

Dr. Brené Brown

RESEARCH GOALS AND PURPOSES

This research report, titled *Collaboration and Best Practices to End Sexual Exploitation and Sex Trafficking in Manitoba*, is guided by mixed-method research that pivots towards the evidence with the goal of informing Tracia's Trust (the strategy) to more effectively counter and prevent human trafficking and sexual exploitation in Manitoba.

This report combines quantitative data and qualitative data collected from focus groups and case studies, including SWOT Analysis,²⁹ to better understand the strategy's strengths, weaknesses, opportunities and threats.

Since the launch of Tracia's Trust in 2002, and particularly since 2011, Manitoba has been able gather data from multiple sources and databases. However, until this initiative, this data has not been analyzed or used, meaning it has not been possible to pivot towards the evidence, develop a program logic, or empirically assess the macro and micro outcomes and outputs of Manitoba's work in this area.

The overall objectives of this report are as follows:

- provide evidence-based insights on current investigations, co-occurring phenomena, system gaps, placement dynamics, offenders, and the incidence of sexual exploitation in Manitoba
- identify important trends
- inform training.
- formalize emerging best practices
- inform policy developments, program evaluations and accountability
- inform future research, capacity building programs, resources and projects
- inform a proactive, upstream approach³⁰
- serve as an education, prevention and awareness tool for the public
- inform the establishment of a program logic for Tracia's Trust
- guide evidence-based measuring, evaluating and learning for the strategy

To date, the strategy has demonstrated that specialized services in the areas of justice, health, education, and child welfare are needed for this population. Similarly, there is a need for the development of different tools to intervene with offenders and predators. Overall, it has also been made clear that the strategy requires ongoing multi-disciplinary collaboration, strong leadership, and multi-systems based consistency and perseverance, whereby the needs, voices and expertise of trafficked and exploited persons are centred and prioritized.³¹

Social change is not going to come from just knowing more information, but from doing something with it.

Pia Mancini

METHODOLOGY

In total, the research team was made aware of hundreds of cases of sexual exploitation and sex trafficking in Manitoba. Full details on 282 confirmed de-identified cases involving children and youth were available for analysis in existing data collection systems over the five-year period between January 1, 2011 and January 1, 2016.

The research team conducted the quantitative analysis of these 282 cases. They also collaborated with partner organizations to oversee the analysis of 11 case studies, and completed the qualitative analysis of nine focus groups, with a total of 84 participants representing the following key sectors:

- front-line service providers
- community members and Elders
- law enforcement
- government officials
- survivors and experiential voices with lived experience in the sex trades

Procedure

STAGE ONE: DESIGN

Timeline: August 2016 – November 2016

Internal and external advisory committees were established to provide expert research advice and support on the project, as well as oversee comprehensive ethics processes, guidelines and create the overall design of the project. Once this phase was completed, the team identified all possible quantitative data sources available via internal databases and the Child and Family Services Information System (CFSIS). The team also identified all possible relevant case studies (see Appendix C). In consultation with internal and external advisory committees, 10 focus group questions (see Appendix B) were drafted and finalized, and a list of participants representing the diversity of voices and perspectives in each key sector was identified. The five key sectors identified were as follows:

- front-line service providers
- experiential voices
- community members and Elders
- law enforcement
- government officials

STAGE TWO: DATA COLLECTION

Timeline: September 2016 – April 2017

All existing quantitative data was extracted, case studies to be analysed were finalized, and nine focus groups were held, including regional teams and stakeholders from across the province. Focus group participants were provided with a standard ethics-approved consent form that explained the risks and measures in place to prioritize their privacy and safety. Each participant was informed that any information they shared during the focus group would be de-identified, meaning they would remain anonymous. Participants had the opportunity to withdraw from the focus group at any time.

STAGE THREE: DATA ANALYSIS

Timeline: April 2017 – August 2017

Quantitative Analysis

Microsoft Excel and IBM's Statistical Package for the Social Sciences (SPSS) software were used for quantitative analysis. SPSS allows researchers to conduct frequency tests on quantitative data. SPSS also makes it possible to conduct cross-tabulation tests to determine relationships between variables. Of particular usefulness is the application in SPSS that calculates the standard error of the mean (or margin of error). Together, these tests ensure findings are as accurate and empirical as possible. Without these tests, statistics can misrepresent phenomena. Given research on sexual exploitation and human trafficking is in its early stages, it is critical that there be an awareness of the limitations of quantitative methods and research analysis alone.

As Sally Engle Merry stresses, there can be problems when researchers "rely on practices of measurement and counting that are themselves opaque," and "the interpretations lurk behind the numbers but are rarely presented explicitly."³² For this reason, this project triangulates quantitative data, case studies and qualitative data, putting all of this information and data in parallelism to paint a more comprehensive, wide-ranging, and democratic picture of sexual exploitation and human trafficking in Manitoba.

Qualitative Analysis

Input from the focus group participants was transcribed verbatim by the research team. It should be noted that during the transcription process, punctuation and emphasis were not changed or altered to make for grammatically correct spelling or sentence structures. This is because the research team elected to fully maintain the authenticity, tone and voice of respondents. The verbatim transcriptions were then analysed using Nvivo qualitative data analysis software.³³ Nvivo, a play on the words "in vivo" (Latin for "within the living"), allows researchers to import source material to empirically code and determine commonalities.³⁴ All of the data from the focus groups and participant notes during the focus groups were analysed via Nvivo. The point of saturation was reached mid-way through the analysis, and confirmed at the end. Using Nvivo software, themes were coded and visually depicted via graphs and charts for this report.

Case Study Analysis

Depending on the case study, a combination of Nvivo, Excel and SPSS was used. Secondary sources, including academic research and publications, were also used to contextualize and complement findings throughout this report.

STAGE FOUR: WRITE UP OF REPORT AND PUBLICATION

Timeline: August 2017 – November 2017

Feedback on the draft report was provided by internal and external research advisory committee members, the Sexual Exploitation Unit and Manitoba Families staff. The drafting of the report and graphic design work were then completed.

STAGE FIVE: DISSEMINATION AND FOLLOW-UP

Timeline: November – December 2018

Final edits were completed for a release date of late 2018. Follow-up based on the report findings and next steps is anticipated throughout 2018-2019. This includes defining work for the Sexual Exploitation Unit, as well as informing and contributing to the government's child welfare transformation agenda.

LIMITATIONS

If researchers and service providers do not quantify sexual exploitation and sex trafficking, the collective ability to understand, assess the scale and scope, and respond to these phenomena is hampered. That said, in research on topics of this nature for which complexities are challenging to capture via quantitative analysis alone, pairing quantitative data analysis with analysis of case studies and qualitative data is critical. That way, with many sources, a more complete, accurate picture can be painted.

As Joel Best and others have demonstrated,³⁵ numbers are not everything. In fact, numbers can be confusing, in that they either pretend to prove something they do not actually prove, or prove something unintended and contrary to their intentions. For this reason, the research team conducted SPSS chi-square independence tests and margin of error tests. Nonetheless, no quantitative data is completely representative or empirical. As explained below, the sources of quantitative data for this report, namely CFSIS, had limitations.

More and more, scholars and policy makers acknowledge that researchers must go beyond quantitative data analysis where issues, specifically those involving violence or abuse, have been ignored. Qualitative data gathering via focus groups is a useful methodology for hearing, listening to, documenting, and recovering experiences that cannot be captured via quantitative data alone.³⁶

For this reason, focus groups were conducted. That said, the research team acknowledges that qualitative research also has limitations. Qualitative analysis includes interpretive judgments. Further, participants in focus groups no doubt have different priorities, experiences and biases that are not representative of all stakeholders. Consequently, focus groups were inclusive of as many diverse perspectives and stakeholders as possible to shed light on unheard perspectives, struggles, movements, organizations, discontents, rationales, thoughts and actions of individuals, groups and communities across Manitoba, giving voice to themes that have not previously been considered.

In this case, focus groups and case studies revealed findings that quantitative data alone did not. For instance, as outlined in the findings below, some stakeholders have experienced lateral violence or disrespect and felt bullied by groups who have different philosophies. Yet, to their dismay, those groups have spoken for them in the name of “the community,” “the survivor voice,” or “the Indigenous voice.” This, in turn, has had an impact on the children and youth served. As Tracia’s Trust moves forward, it is important that the strategy be inclusive, respectful and sensitive to the diversity of perspectives, ensuring that all voices are heard.

Overall, this report provides a snapshot of sexual exploitation and sex trafficking in Manitoba. While data and information on other forms of human trafficking were requested, namely on forced labour and forced marriage cases, the highest proportion of cases reported and analysed were cases of trafficking for the purpose of commercial sexual exploitation. To date, little information on other forms of human trafficking exists in the Manitoba context. This does not necessarily mean other forms are not taking place. Similarly, the higher reported proportion of females being sexually exploited or trafficked for the purpose of commercial sexual exploitation does not necessarily paint an accurate picture of gender dynamics. Many cases involving males and the LGBT2SQ+ population go undetected, unreported, or overlooked. As such, a higher proportion may exist in reality.

In some cases, it became clear that stakeholders and participants in the research viewed all forms of sexual exploitation (which include child sexual abuse, child pornography, child sex tourism and sex trafficking) as synonymous with human trafficking. This demonstrates the need for definitional clarity in this sector.

The research team stresses that this study’s findings are limited to Manitoba. Given other provinces differ from Manitoba in many ways, including demographic, political, cultural and economic variables, the specific findings in this study cannot be applied to them. That said, there are many interprovincial macro-level overarching themes that will be relevant. These general commonalities and trends can help inform other provincial strategies and interprovincial collaboration, as well as Canada’s National Action Plan to Combat Human Trafficking.³⁷

Limitations of the Child and Family Services Information System (CFSIS)

Limitations that have implications for CFSIS data include the following:

- Authorities and CFS Agencies use CFSIS differently. Some workers are using CFSIS in an inconsistent manner.
- Some data categories and sections are not being entered.
- Some data is incomplete, inaccurate or not updated.
- Pulling specific sections of data presents challenges due to the system limitations and design.

“One of the greatest gifts you can give another human being who is going through adversity, is hope.”

Shaka Senghor



THIS RESEARCH WAS GUIDED BY EXPERIENTIAL VOICES

Quotes, insights and feedback from experiential voices with lived experience in the sex trades guided and inspired this report. The invaluable words, experiences and recommendations of this diverse group of individuals come to the forefront throughout the report, including here:

MONEY AND ADDICTIONS ARE CENTRAL AND CANNOT BE IGNORED

"I was 15 years on the street myself. So I know that whole lifestyle. I know the addiction piece. I know what it's like to have a pimp. I know all of those things, um so I can see it from all aspects, right? So getting out of that lifestyle is extremely difficult because it's all about cash on hand, right? It's not about being exploited. It's not about the food. It's not about anything of the things I've mentioned as somebody that was exploited ... It's literally just the money and the addiction ... the entrenched piece is very surreal because you're so entrenched in what you're doing you don't see what's happening around you."

LOVE AND COMPASSION ARE NEEDED INSTEAD OF SHAMING BY SERVICE PROVIDERS

"I have been beaten by police officers, I've been told by women and nurses in hospitals 'You know what that happened to you because of the position you've put yourself in' so we're constantly having the shame dumped on us and I feel like I have had CFS workers say who have had experiences with addictions in their own personal lives say to me 'Well I did so you can do it, you just don't want to' right (laughs) so I think that across the board we need to kind of understand that what they—the history of exploited women and youth is so that we know that even though we have elements of experience that is similar, the background is different and that's really it's not about the symptom. It's about the root and let's get to the root and let's pour some love and compassion on that so we can melt that core of shame."

HEARING FROM EXPERIENTIAL VOICES IS CRUCIAL

"It's not gonna stop you know we can all sit here and come up with ideas on how it's going to stop but the people that need to be here people like myself who had to live that each and every day that's who we need to hear."

MORE ACCOUNTABILITY FROM ADULTS IS NEEDED

"A lot of programming was a waste as far as when I was a juvenile because the fundamentals are you need an education bottom line, and I wasn't receiving that so I was going in as a youth and getting my back patted on for being a great trooper that I was to get out of bed at noon and, you know what? There is so much of that going on. I have friends who have children that are 14 and the guidance counselors are coming into the homes and it's the 14-year-old who's in charge, like what is that? We need to be more accountable as adults, as caregivers and whatnot and get our children back to the basics and give them education."

OPPORTUNITIES LIKE THE NDINAWE CHILD AND YOUTH CARE TRAINING PROGRAM UNDER TRACIA'S TRUST ARE ESSENTIAL

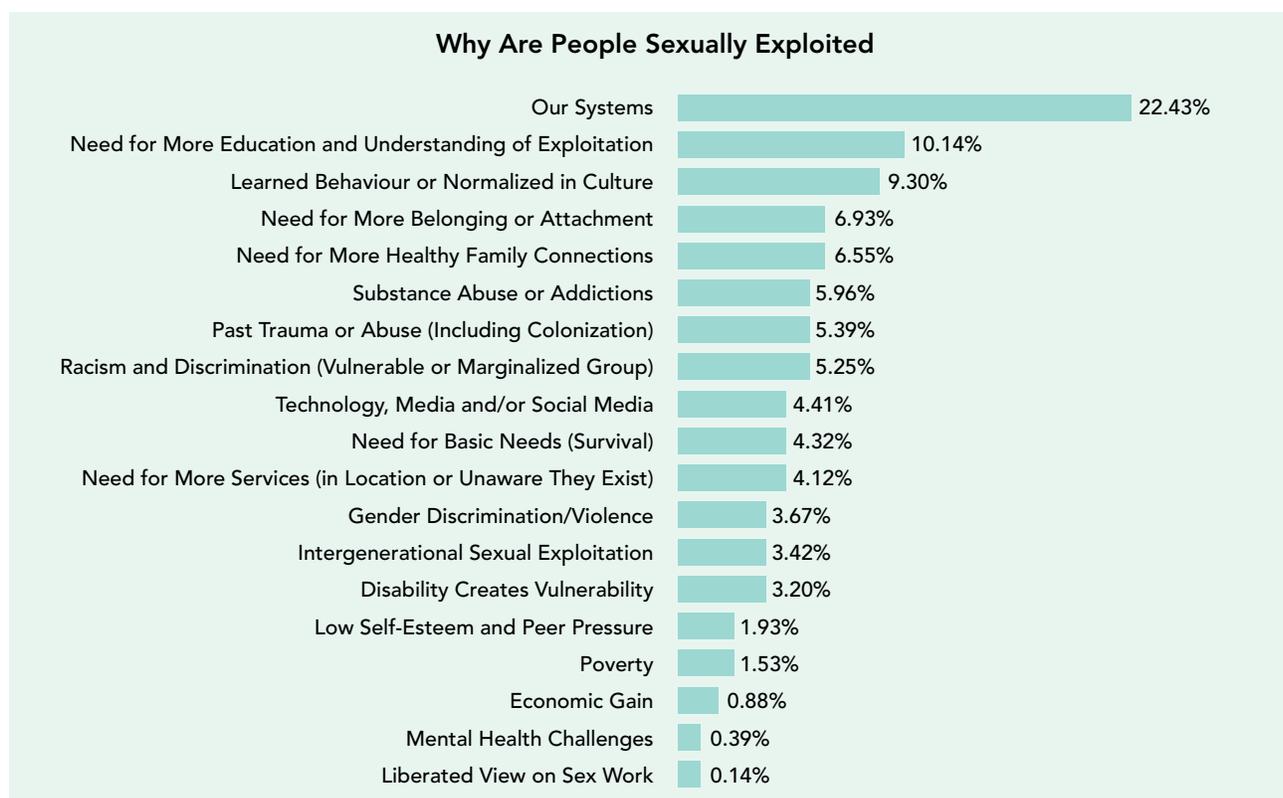
"I've been offered by Ndinawe to go back to school because of my experience ... I cried I couldn't believe that I would finally have the opportunity to have a career and I have so much to give, so yeah there has to be uh more programs like that."

RESEARCH FINDINGS

This section presents the quantitative data category analysis findings (listed in Appendix A on page 90), qualitative data analysis findings, and case study findings (listed in Appendix C on page 91) of this research study. Findings are structured in 10 sections. Each section corresponds to one of the 10 focus group questions (listed in Appendix B on page 90). Tables (listed in Appendix D on page 91), figures (listed in Appendix E on page 92), and quotes by focus group participants are presented throughout to complement the data related to each section. The quotes serve to highlight key themes shared by experiential voices, front-line service providers, community members, Elders, law enforcement and government officials who work with sexually exploited and trafficked Manitobans.

SECTION ONE: WHY PEOPLE ARE SEXUALLY EXPLOITED

Top themes emphasized by focus group participants in response to the question “Why is it that people are sexually exploited? What causes this?” were as follows:



PROVINCIAL SYSTEMS CONTRIBUTE TO KIDS BEING EXPLOITED

“You know, the child welfare system, it doesn’t set kids up to really necessarily succeed. Kids are running from placements, and that’s for a reason. Kids have many placements, so again, that makes them vulnerable. For kids who really struggle, education sees it as a behavioural issue. They get kicked out of school, and what do kids do when they get kicked out of school and have nothing to do?”

CURRENT SYSTEMS ARE REACTIVE

“I think there’s a lack also at times of preventative resources so at times we don’t recognize a youth or person as being exploited until they’re entrenched, and then we don’t kind of see the preventative side of things ... we wait till it happens and don’t put all the resources up front ... till later when ... we start putting – throwing some resources out to the problem. Instead of being proactive, **we’re kind of more reactive until the negative stuff starts happening.**”

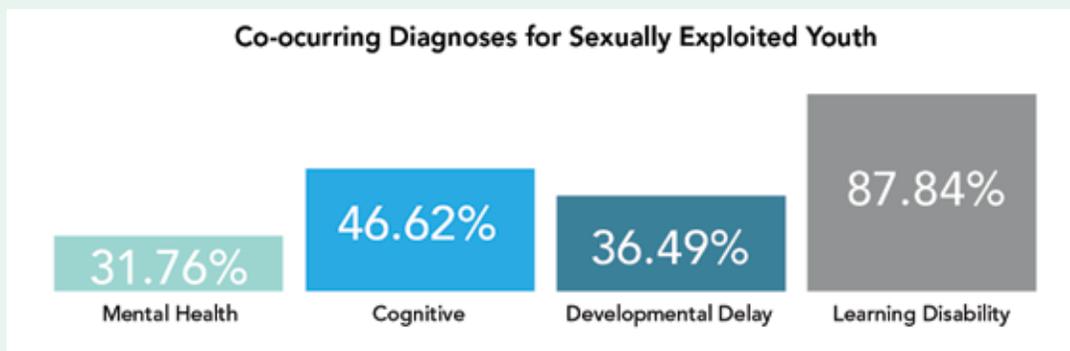
MORE RESOURCES ADDRESSING CO-OCCURRING ISSUES ARE NEEDED

"I think that there is not a lot of resources that address youth that exist with co-occurring issues that kind of create the perfect storm for them being exploited. So it becomes reactive."

Sexually exploited youth have co-occurring challenges

Each sexually exploited youth (SEY) had an average of four different co-occurring challenges in one or more of the following four combined categories in CFSIS: learning disabilities, developmental delays, cognitive impairments, and mental health conditions. For the same 148 SEY:

- 130 (87.84%) had one or more learning disabilities
- 54 (36.49%) had one or more developmental delays
- 69 (46.62%) had one or more cognitive impairments
- 47 (31.76%) had one or more mental health conditions



ATTACHMENT IS A SIGNIFICANT FACTOR

"About different placements ... the constant disruption to kids when they've had ... 24 placements in the course of their life, like there's no sort of opportunity to build any sort of attachment like attachment from the school, community for that matter ... so how do you feel safe anywhere?"

LOOKING UPSTREAM IS KEY

"We already know that outcomes of children in care, aren't great ... so how do we – how do we look further upstream at preventing children from coming into care in the first place not just by supporting families, but also just in terms of, you know, looking at CFS practices ... right now there are efforts within CFS to change how they do things and – and I want to really acknowledge that, but primarily when there is violence happening in the home, it is the woman, the mom who is the survivor with the children, the mom is held accountable ... so if you don't keep your children safe, if you don't leave this situation, we will remove your children because they aren't safe.... Nobody looks at the perpetrator right, to say and – and I really, I really think there's great potential right now in the general authorities to look at the *Safe and Together* model, which will really put more focus on the perpetrator, and open up CFSIS files under the name of the perpetrator versus the name of the mom."

SECTION TWO: TRAINING AND EDUCATION

Focus group participants emphasized that **EVERYONE** is in need of training and education.

In response to the question “What training or educational materials have you found most useful? Who is currently in need of training and education?,” the top themes emphasized by focus group participants were:

LEARN FROM THE KIDS AND SURVIVORS

“...the voice of the survivors, the voices of the kids I speak to on a daily basis. You know what? They live it and that’s their truth. They’re gonna teach me more than I’m ever gonna teach them, ever. I always say that when I talk to them. That’s the key, that’s why I say talk to each other, but talk to the kids, right? Cause you’ll get more information from these children than you will ever get from somebody who is studying it, right? The research part is huge and important because it’s all these voices, but ... the biggest wealth of information ... is the kids ... who are being honest about exploitation and why they’re doing it.”

RELATIONSHIP BUILDING IS KEY

“It’s a relationship piece with them – it’s not being the expert in any sense. It’s being there listening, validating, and getting to know all those pieces and getting to know what’s really happening.”

Manitobans in Need of Training and Education According to Focus Group Participants

Leaders and Bureaucrats	14.50%
Educators/School System Employees	13.95%
Front-Line Service Providers/Social Services	11.91%
Police	11.82%
General Public	7.23%
Hospitality Industry (e.g., Hotels and Mall Staff)	5.63%
Males and the Demand Side	5.36%
Airports, Cab Drivers, and Bus Drivers	5.15%
Vulnerable Communities and First Nations	5.08%
Medical/Health Care Professionals	4.74%
Public Services	3.86%
Religious Organizations	2.17%
Newcomers/Settlement/Immigration Services	2.01%
Parents/Families	1.91%
Sports Programs/Coaches	1.37%
Business Owners	0.91%
Justice System	0.79%
Youth	0.76%
Political Officials (Decision Makers)	0.56%
Emergency Services	0.29%

“Empathy has no script. There is no right or wrong way to do it. It’s simply listening, holding space, withholding judgment, emotionally connecting and communicating that incredibly healing message of you are not alone.”

— Dr. Brené Brown —

GET TO KNOW THE KIDS

"[I]n terms of the day-to-day in this position, I've learned more from the kids working with them closely than anywhere else, just about what happens to them and the best way to work with them and interact with them by spending the time with them and learning that ... and getting to know them because I have tons of kids that say 'Well my social worker thinks she knows me because she read my file, but they don't know who I am and they don't know my story or what I've been through.' ... I think learning from them and what those experiences mean to them, and what they need to heal is the most important learning tool that we have."

EDUCATORS AND SCHOOLS HAVE AN IMPORTANT ROLE TO PLAY

"I would like to see [Professional Development Days]. ... I would like to see a girls' group or something in every school across the province because we need to start creating a sense of belonging and start normalizing more of the ... behaviours and experiences that our youth have so that they can deal with the shame before the shame deals with them."

EXPERIENTIAL STAFF MAKE A DIFFERENCE

"What I've learned in the past 40 years ... being on the streets ... and having lived through everything I've lived through has taught me much more than those books have, but they are useful when I need to deal with a social worker or somebody in another agency. I can, you know, relate to them, but when it comes to working with ... our clients ... if you have the experience they understand that a lot better."

Most Helpful Training / Educational Resources According to Focus Group Participants

Experiential Voices	26.93%
Front-Line Experience	10.90%
Drug Use and Addictions	9.96%
Core SEY Training	9.83%
Ongoing Training	6.79%
Law Enforcement Training	6.45%
Importance and Power of Language	4.24%
C3P Materials/Conference	3.86%
Women's Shelter Training	3.69%
Community Work with Different Cultures	3.68%
Training by StreetReach	2.44%
Education on Healthy Sexuality	2.07%
Newcomer Training	2.06%
System Reforms	1.48%
Experience Working with families	1.39%
TERF	1.34%
Interviewing Skills	1.32%
Social Media	0.83%
Gangs (e.g., Slang Wo)	0.73%

GETTING EDUCATION OUT THERE FOR PEOPLE WORKING FRONT LINE IS KEY

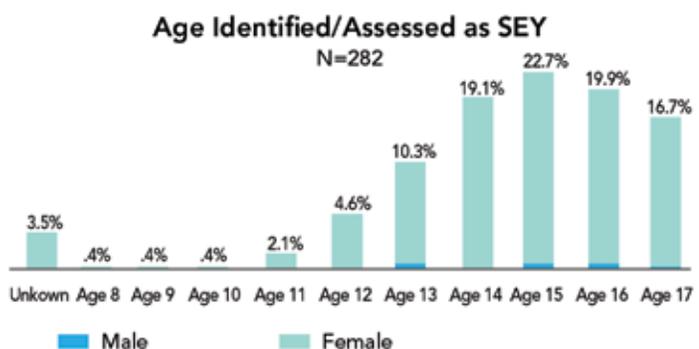
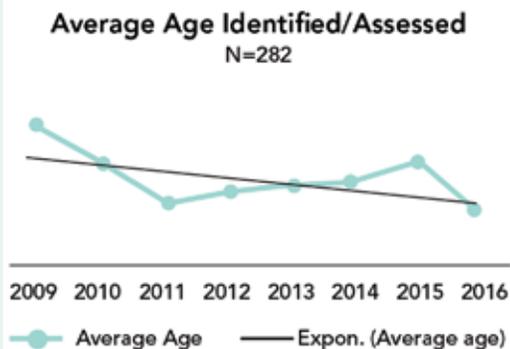
"[I]t always surprises me ... so many people are working with kids that are being exploited and have no clue what that looks like, what grooming looks like, what a fully entrenched kid even looks like. They are like 'ah that's not happening' and you're like 'what's wrong with you?!'... These are people working with kids for years, so getting that education out there for people that are hands-on with our kids is so huge."

TRAINING IS NEEDED AT ALL PLACEMENTS

"There's a lot of placements out there that have, they've never dealt with this before. They'll get a kid that's sexually exploited and they have no idea what to do with that or what to do about it or anything. So I think ... it should just be straight up mandatory if you're working in this field with kids you need to start learning what the signs are for exploitation."

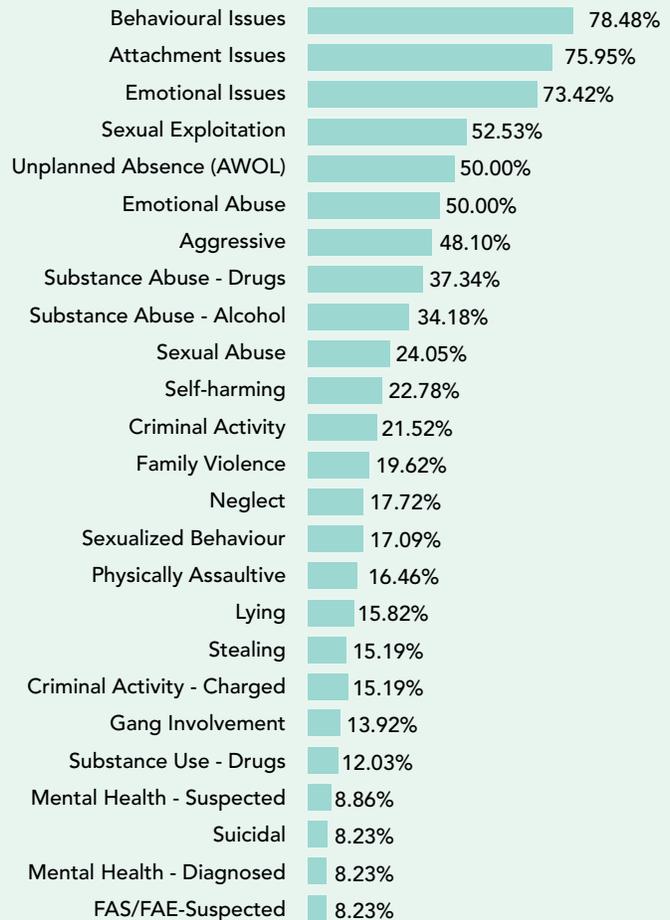
Exploitation is Not Being Detected Early Enough

In many cases, exploitation begins prior to the child or youth being identified. On average, sexually exploited youth are approximately 15 years old when they are identified and assessed as sexually exploited. However, this detection is happening too late. As evidenced in the chart below, children as young as eight years old are being assessed as sexually exploited.



Of 282 youth, 56 per cent had placement risks identified in CFSIS. Each youth had an average of 12 of the 55 different co-current risks.

Top 25 Provincial Placement Desk Risks



"I learned from the young women that I talked to that the best place for them to learn about stuff like this was in school, but what they were learning in school was delivered too late. They were already sexually exploited long before they received any information about what was happening to them. "

– Focus Group Participants

CASE STUDY 1: TERF SEXUAL EXPLOITATION RISK ASSESSMENT TOOL

(FORMERLY KNOWN AS NDAAWIN RISK ASSESSMENT)

In 2005, the Transition, Education and Resources for Females (TERF) program of New Directions for Children, Youth, Adults and Families, launched Canada's first Sexual Exploitation Risk Assessment Tool.¹ Since 2005, this tool has been used by TERF staff as a central piece in their youth and mentor programs for assessing levels of exploitation. Part of the referral process into TERF is to also have the participant's social worker complete the assessment tool. The stages of exploitation framework — *at risk, transitioning, entrenched, and transitioning away* — was created with clear indicators by Jennifer Richardson (Berry) and Jane Runner. This framework is taught in the provincial core training on "Understanding and Working with Children and Youth who have been Sexually Exploited/Trafficked,"² a course for professionals who work with or care for sexually exploited children and youth (e.g., social workers, foster parents, educators, health care professionals, probation officers and police officers). In addition, StreetReach started using this tool in 2013 to help assess new referrals for potential High-Risk-Victim (HRV) status. The tool was tested in 2015 and the Sexual Exploitation Unit assessed its margin of error to be less than two per cent in 2017.

TERF's Risk Assessment Tool is designed to support best practices in responding to sexual exploitation so that practitioners, agencies and stakeholders are better equipped to:

- Identify sexual exploitation.
- Develop a more accurate understanding of the risks for the child and youth.
- Gather information on the scale and scope of sexual exploitation.
- Inform appropriate intervention and supports for the individual, based on their stage of exploitation.
- Inform more general evidence-based responses and actions for this population.

The research teams acknowledges the need to pilot this tool by all of the authorities in Manitoba and suggests it continue to help inform best practice in prevention and intervention in this area.

1 Other formal risk assessment tools on sexual exploitation exist in the United States and one was created in the United Kingdom. See Sam Clutton and Jan Coles, "Sexual Exploitation Risk Assessment Framework: A pilot study," October, 2007, 51p.

2 Information on this core training offered in Manitoba is available at "TERF (Transition, Education & Resources for Females)," <http://newdirections.mb.ca/training-education-programs/terf-transition-education-resources-for-females/> (consulted April 27, 2018).

COLLABORATION OVER COMPETITION WILL LEAD TO BETTER OUTCOMES

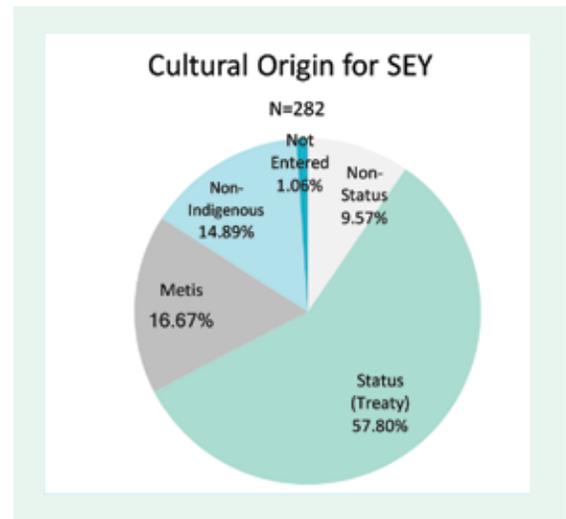
"One of the things ... that we've seen through the years is that there's competition for funding, right? And so that competition for funding with agencies each competing and um it makes it for some of that adversarial relationship and that doesn't serve anybody well, so to be able to really come together and say we each have ... a stake in this, we each have a piece of the pie. Let's work together. I'm gonna take on this piece, you're gonna take on that piece, and together we're going to better serve the youth that we're working with."

STANDARDIZED TRAINING ON SEXUAL EDUCATION AND CONSENT IS NEEDED

"I think there's a lot of thinking out there that the sex education program in our province is standardized, but it is not, and there's some schools that get nothing and there's some schools that get a lot and it depends on the teacher and the expression on their face, and how they want to say things, and that is a huge problem in my opinion. That's not starting early on and that, that's not mandatory and that's the thing. **All boys and girls need to understand what consent is and that one gender isn't more powerful than another and one group of people isn't less worthy than another**, and I think that, you know, part of the problem with not educating people who are coming in 'the business' is that it creates that 'othering' kind of mentality amongst everybody else."

INDIGENOUS YOUTH AND COMMUNITIES NEED MORE EDUCATION AND AWARENESS

"Young Indigenous girls and boys are currently in need of training and education. In addition, they need to be educated, starting in about Grade 4. I once did a study focusing on the reproductive health of Indigenous women in Winnipeg. I learned from the young women that I talked to that the best place for them to learn about stuff like this was in school, but what they were learning in school was delivered too late. They were already sexually exploited long before they received any information about what was happening to them. They didn't know. They couldn't get it from their families, because there were poverty-related issues and intergenerational effect issues at play. In some situations, and this is an unfortunate reality, some of the young girls were exploited and even pimped out by their own mothers who, as I mentioned earlier, needed to get their needs met. And these needs weren't just alcohol or drugs. They included things like groceries or money to wash laundry, or even a ride to an appointment. So, in addition to educating young people about protecting themselves, it may be helpful to educate older adults that it's wrong to exploit others – especially children – for personal gains."



MEDICAL PROFESSIONALS NEED TRAINING

"Doctors [need training] ... we hear from other people who experience exploitation or even ... young parents ... a 17 year-old mother, a 15 year-old mother ... they're stigmatized and they feel judged everywhere they go by the professionals in their lives."

SOCIAL WORKERS NEED BASIC TRAINING

"The workers do not know enough to look at this ... They're not picking up on the signs right away and it's actually their job to pick up on the signs right away. When you're looking at basic needs, well I got a placement, I got this, I got that. They're not looking at where they just placed them. So what's leading to exploitation across the board? It usually can be a breakdown of lack of basic needs, transportation, food, community, support, family – it actually encompasses everything – so any lack of those basic needs are going to extend into how does a child of 15 cope with the fact they have nowhere to live? Well, I'm so depressed that I'm going to start using, well I don't know where to live, but if I screw ... if I make a trade, I can have a place to stay tonight. Let's get real here ... you can't pinpoint a kid that's going to be exploited ... but you can start with basic needs because you can be from Tuxedo and having a vast amount of money and look like the ideal family on the outside, but if you don't have a sense of community within your family, you are just as easily groomed as that kid that has nowhere to stay tonight."

Focus group participants emphasized that more needs to be done to keep children and youth in their communities. The data below reveals that the majority of SEY experience exploitation and trafficking when they leave their home communities for urban centres, particularly Winnipeg. This highlights the need for more support for Indigenous and non-urban communities.

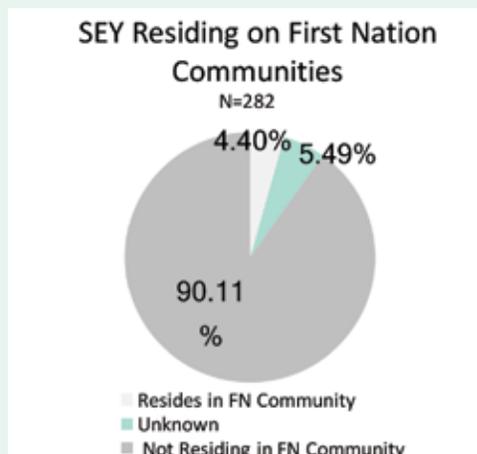
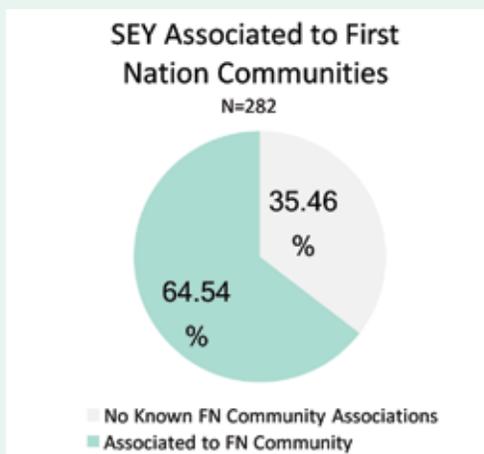
Connections to First Nations Communities in Manitoba

Out of 282 different sexually exploited youth,

- 35.46% had no known associations to a First Nations community
- 64.54% had associations to a First Nations community

Out of the 65% youth with associations to a First Nations community,

- Only 4.40% of the youth were listed as living in a First Nations community
- 5.49% of the youth were listed as unknown if residing in a First Nations community
- 90.11% of the youth were listed as not residing in a First Nations community

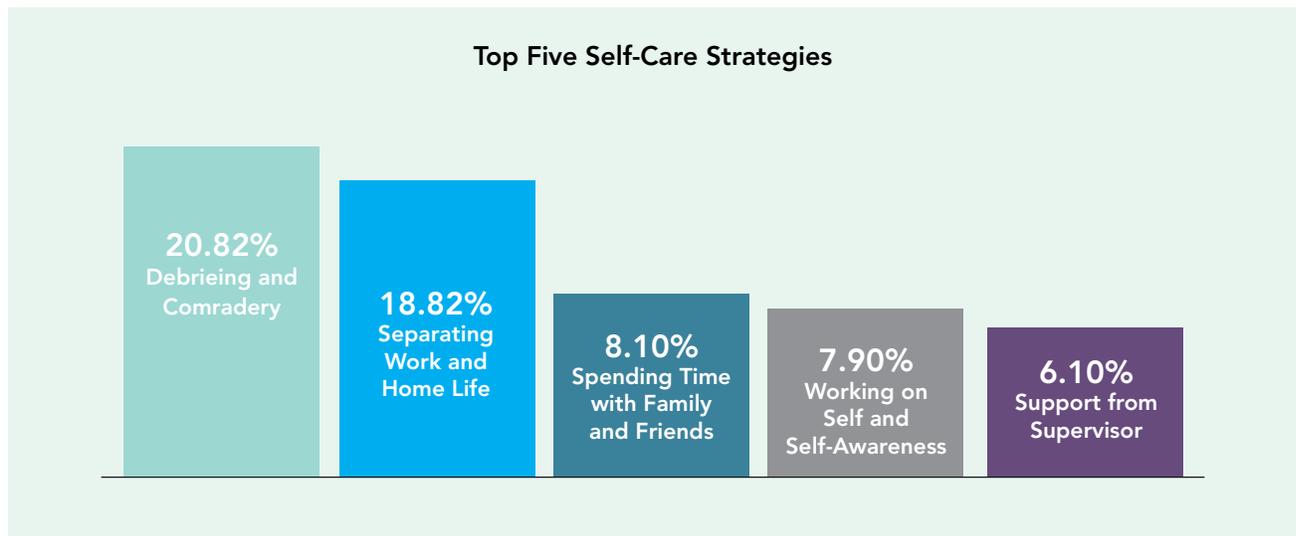


All focus group participants emphasized the need for training of all CFS agency workers, resource and group home staff; health care professionals; public service staff (e.g., at libraries, pools and after school programs), judges, lawyers, police and emergency services staff (e.g., EMS, firefighters and shelter employees).

SECTION THREE: HIGH BURNOUT RATES OF SERVICE PROVIDERS AND NEED FOR SELF-CARE

In response to question three, “What self-care do you do to reduce stress and vicarious trauma?,” all focus group participants emphasized that those working with this vulnerable population need to do more self-care and that there is too much burnout in this field of work.

Other top themes emphasized by focus group participants were as follows:



THE DYNAMIC IN THIS AREA OF WORK IS CHALLENGING

“I don’t know if you’re supposed to be comfortable with social work and these things. They’re incredibly uncomfortable, so how would you train people to be comfortable with knowing some of these things and it’s very traumatic. ... You can’t get caring people to not care. ... If you’re in a helping profession you’re going to absorb all the bad and it is incredibly wrong and so it’s going to be difficult to say ‘Okay, it’s going to be okay now,’ when you know for a fact it’s not going to be.”

IT’S HARD TO LEAVE THIS WORK AT WORK

“... kids just don’t just show up at 4 p.m. and situations don’t just stop at 4 p.m. ... so my phone ... when there’s something going on I’m constantly – like I’m not really looking at it, but I don’t want to miss something, right? Um, other times ... I can separate ... because I know that those kids are being put with people they need to be put with and are being taken care of, but – and I know I can’t fix all, but there’s times that it’s hard to separate. It’s hard to walk away and, you know, you leave your office and you got that phone call from the RCMP or the agency saying ‘Was that kid in school today?’ and you know someone’s on the search for them so ... we don’t know what kids deal with from 4 p.m. to 9 a.m. Like that’s going to stick. I’m a human being.”

GABOR MATÉ IS A HELPFUL RESOURCE³⁸

"Gabor Maté is a huge resource for me – and a lot of his stuff is dealing with yourself, dealing with your own pain, dealing with your own hurts, otherwise how can you be healthy enough, strong enough to try and carry someone else? Right, and so ... we do talk about those things ... about, you know, what are you doing to heal ... recognize your own hurts and barriers? "

"Debriefing is strongly recommended."

"Self-care is vital in this line of work."

MANDATORY GROUP THERAPY IS RECOMMENDED

"I can tell you an effective model ... every couple of months or so we would have a psychologist come in and we would have a group debriefing and it's as simple as uh you know if you can't sleep at night, you're dreaming about stuff all the time ... you might want to talk to somebody about it – that kind of thing – but **it has to be mandatory because there's stigma about seeking out that kind of care.**"

LEADERSHIP IN THE AREA OF SELF-CARE IS KEY

"So we always try to debrief. We have senior staff meetings. We have line staff come in and talk about how they're feeling about stuff ... because otherwise they take it home and it just builds up more and more and more because maybe sometimes people can go home and talk about it with their significant others, sometimes they can talk to a friend, a co-worker – it depends, it varies, but I think you just can't keep it inside because I've seen workers burn out because of stuff like that."

SELF-AWARENESS IS IMPORTANT

"You've got to be honest with yourself, there's a big piece on self-awareness of what you can handle and what you can't if you're feeling overwhelmed by talking to youth that just – just disclosed everything you could possibly imagine, if you need some – some help to deal with that, you should be able to feel comfortable enough to go to your supervisor, go to your co-worker, going to your family member and talking about it."

SAFE, RESPECTFUL SHARING AND LISTENING ARE KEY

"Sharing and hearing from others who share similar experiences and are open to respectfully listen to you unload [are important]. Communication is key to self-care. Having a safe, non-judgemental forum to release and unload. It's exhausting, but so refreshing."

Reasons Why People in This Field Are Burning Out

This Work Takes over Your Life, It's Difficult to Un-See Things and Turn off Your Radar	36.38%
Self-Care Needs to Be Embedded in Organizational Cultures	21.76%
More Stress Is Due to System Stuff Than to the Population Being Served	14.44%
Government Support or Funding Is Needed For Self-Care	7.99%
Worker Caseloads Are Too High for This Population	7.58%
This Work is Harder for Survivors and Individuals with Lived Experience	5.43%
Regional Teams Lack a Big Team and Need a Network	5.08%
Work Hours and Schedules Are Not Appropriate for This Population	1.35%

THE NEED FOR MORE RESOURCES BURNS PEOPLE OUT

“You feel the obligation to do more than your role ... all of us here wear a lot of different hats because there is a lack of different resources in our community – and kids that are being exploited put pressure on whatever the resources we have are, and they need more resources than we have and many we haven’t created yet.”

REDUCED CASELOADS ARE NEEDED FOR SEY CASE WORKERS

“Being a former worker in the working environment, if you know a worker is working with this particular demographic, do not say ‘Yeah she’s got 10 high risk SEY youth, but we’ll give her 20 more cases because that’s only 10. That 10 is equal to 40 sometimes and that’s when you’re getting burnout is when you have those high risk cases and then you have other ones put on top. It has to be realistic when you’re looking at the caseload.”

CASE STUDY #2: WINNIPEG POLICE SERVICES — MISSING PERSONS REPORTS

One of the most significant high risk indicators of sexual exploitation and sex trafficking is when a child, youth or adult is missing. Every weekday, the Child and Family Services Division receives information from Winnipeg Police Services regarding youth who are missing in Winnipeg. From 2014 to 2016, information on missing youth was received an average of 247 days (68 per cent) of the year.

Significantly, this data reveals that some youth were missing for over 50 per cent of the year.

Out of 282 confirmed cases of Sexually Exploited Youth (SEY), 9,402 Missing Persons Reports (MPRs) were recorded over a three-year period. Not all of these youth were active during these specific years. Some aged out of care, at which time they were considered missing adults (even if they are on extensions of care), some youth were placed outside of Winnipeg, and some youth were residing in locations where MPRs were not consistently being filed.

In Manitoba, it is mandatory to report a missing child as soon as there is concern regarding the child's whereabouts.*

*See Manitoba Child and Family Services, “Standard 1.4.7,” http://www.gov.mb.ca/fs/cfsmanual/pubs/pdf/1.4.7_enp.pdf (consulted August 14, 2017)

Missing Person Lists Received			
2014	2015	2016	Average
238	251	251	247
Top 50 Youth with Highest Number of Missing Persons Reports (MPRs)			
MPR Per Youth, Per Year			
2014			
Average MPR	32	13.55%	
Max MPR	107	44.96%	
2015			
Average MPR	50	20.02%	
Max MPR	110	43.82%	
2016			
Average MPR	46	18.51%	
Max MPR	135	53.78%	
2014-2016			
Average MPR	43	17.42%	
Max MPR	135	54.73%	

SECTION FOUR: MEN AND BOYS AS BUYERS, BYSTANDERS, AND VICTIMS

In response to the question “How might we better engage men and boys as buyers, bystanders and victims?,” focus group participants emphasized the following themes:

BUYERS ARE ORDINARY MEN

“These men are everybody. They’re your judges, they’re your social workers, they’re everybody.”

JOHN SCHOOL IS HELPFUL

“I think the John School is good.

Quote from experiential voice on John School:

“Years ago, when I used to um be more involved with John School, which is now the Prostitution Offender Program, I had gone and sat in ... and what I noticed with a lot of the guys um yeah they never realized because they had experiential women talk and other people talk about it and you can tell by looking at them they did not kind of make that connection. And when they did, I just saw some of those guys they were crying, they just didn’t get it, right? ... so how do we get to that younger age of people ... also to note though ... those who purchase the sex of young people is intolerable like we can’t breathe, but most men who purchase sex are not bad people .. then there’s always that small percentage of guys who are power hungry like control people who do hurt women and kids so there is that different group and that’s a different mindset of individuals.”

Top Ways of Engaging Men and Boys as Buyers

John School*	20.66%
Awareness Campaigns like Stop Sex With Kids Phase 3	14.89%
Need More Indigenous Teachings for Young Men	13.44%
Address Gender Sexualization in Mainstream Culture	12.49%
Upstream Focus on Harm Reduction and Socio-Economic Determinants of Health NOT Incarceration	7.85%
Help Them Understand the Victimization Piece	7.55%
Law Reform – Zero Tolerance and Tougher Laws	4.53%
Address Normalization	3.67%
Publish List of Buyers’ Names	2.48%
Be Fair, Firm, and Friendly	2.31%
Building Relationships	2.26%
Prevention through Healthy Relationship Role Modeling	1.92%
Address That These Are Often Ordinary Men of All Races Proportionate to Population	1.74%
Need Rehabilitative Services	1.15%
Need to Focus on Demand Side and Act on Intelligence	1.14%
Open Conversations	1.05%
Community and Cultural Engagement	0.66%
Random Visits	0.19%

*Focus group participants stressed that John School needs to be longer in length and that the Under Cover process through the Winnipeg Police Service needs to be evaluated.

THERE IS GRATEFULNESS FOR THE JOHN SCHOOL PROGRAM

“I am grateful for this program that provides a solid beginning for my future when dealing with my sexual identity and actions.”

John School Participant

CASE STUDY #3: PROSTITUTION OFFENDER PROGRAM

NOTE: The research team gratefully acknowledges the work and collaboration of Emily Richard, Hennes Doltze and Dianna Bussey, authors of the excerpts of the following case study on the Salvation Army's Prostitution Offender Program.³⁹

As Wortley, Fischer and Webster explain, "Despite increasing popularity of diversion in Western criminal justice systems, very little research has explored the actual impact of such initiatives ... Indeed, the expansion of the John School model in Canada has not been based on any formal, published evaluations of its effectiveness."⁴⁰ The following case study focuses on the Prostitution Offender Program (POP) in Winnipeg, providing demographic data for 308 individuals who participated in and completed the POP program from 2011 to 2016.⁴¹

Introduction

The POP is a community-based diversion tool for adults who have been arrested for *Obtaining sexual services for Consideration or Communicating in any place for that purpose* (Criminal Code, 1985, s286.1), or those who have other prostitution-related charges. The program is offered by The Salvation Army Correctional and Justice Services Winnipeg, in partnership with the Manitoba Prosecution Service, the Winnipeg Police Service and community-based social service agencies. The program has been in existence since 1997, and was modeled after similar programs in North America, which aim to reduce the demand for sexual exploitation. The program is self-sustaining in that it is currently not supported by any outside funding. There is no cost to Manitoba Justice or to taxpayers.

Program Objectives

The main objectives of the Prostitution Offender Program are:

- to educate and identify the socio-psychological concerns related to prostitution, organized crime and the community, including the role that buyers have in upholding the operations of the sex industry
- to reduce exploitation through prostitution by discouraging the participants' solicitation of those exploited through prostitution
- to provide participants with tools to analyze and address aspects of their lives that contribute to their engagement in prostitution, as well as to provide them with a sense of hope for their ability to make positive changes in their lives
- to respond to the community's urging that there be consequences to criminal behaviour and that offenders are held accountable for their actions

The program operates as a restorative justice initiative, which allows for an alternative means to repair harm done to those exploited through prostitution, as well as to the community, by ensuring participants take responsibility for their actions by applying sanctions to participants, facilitating dialogue between the two parties, offering rehabilitation to the participants, and providing participants with a means to give back to the community.⁴²



Graphic from Alaskan State Health and Social Services
<http://dhss.alaska.gov/djj/Pages/GeneralInfo/RJ.aspx>

"It gives me a second chance to get my life straightened out."

John School Participant

Background on Prostitution Laws

In 2014, the federal Protection of Communities and Exploited Persons Act came into effect. The act states that it is now legal for individuals to sell or advertise their own sexual services (with some exceptions), while it is illegal for sex buyers to exchange anything for sexual services or to communicate with the intent of arranging such an exchange. In addition, it is illegal for third parties (traffickers, pimps) to directly profit from the avails of prostitution. The new charge listed in the *Criminal Code is Obtaining sexual services for Consideration or Communicating in any place for that purpose* (Criminal Code, 1985, s 286.1). In other words, it is illegal to exchange anything (e.g. money, drugs or shelter) for any type of sexual service or to communicate in any way (e.g., in person, by phone, via text message or e-mail, or on social media) for the purpose of purchasing sexual services. This act serves to criminalize the demand side of prostitution, and is supported by research that demonstrates that criminalization of prostitution can reduce sexual exploitation and sex trafficking (Department of Justice, 2017).⁴³

It is recognized that many men prefer unpaid sex and that men experience feelings of guilt and remorse after purchasing sex, which indicates conflicting attitudes regarding men's engagement in prostitution.⁴⁴ Knowledge of this cognitive dissonance may help with the process of engaging with men about the dissatisfaction associated with paid sex, and may help to increase their recognition of their own desire towards mutuality in sexual relationships.

The other main strategy of the POP is to move participants from viewing sex as a commodity to viewing prostitution as a major form of harm to those exploited through the sex industry, as well as to the community. The buyers are part of the problem.

Program Advisory Committee

The POP is offered at the Salvation Army Correctional and Justice Services in Winnipeg, in partnership with Winnipeg Police Service, Manitoba Prosecution Service, and community organizations. An advisory committee oversees the operations of the program. This committee consists of representatives from the aforementioned organizations, as well as Probation Services, Mount Carmel Clinic, Employment and Income Assistance, Sage House, Aboriginal Health and Wellness Centre, RCMP, New Directions TERF Program, Klinik Community Health, and community members. The committee brings together a range of skills and perspectives, and includes experiential women who were previously exploited through prostitution.

Referral Process

Winnipeg Police Service operates reverse-sting operations on a regular basis, to detect and arrest those who attempt to purchase sexual services from police decoys posing as sex workers. This may include individuals who attempt to access sex work at the street level or by responding to advertisements online. These individuals are arrested in known prostitution areas in the West End and North End of Winnipeg, as well as in hotels in all areas of the city. At the time of arrest, their vehicle is usually impounded and cannot be accessed until they enroll in the POP, or until their legal matter is dealt with in court.



Those arrested are subsequently referred to the POP by the Winnipeg Police Service, with approval from the Manitoba Prosecution Service.

These individuals' offences are usually referred to as pre-charge, meaning their charges will be stayed upon successful completion of the POP. These individuals are not found guilty in a court of law. Rather, they accept responsibility for their actions and make the choice to deal with their charges at the POP, which serves as court diversion programming. During the period from 2011 to 2016, 93.5 per cent of program participants attended for pre-charge diversion programming. In the same timeframe, only 5.84 per cent of the individuals were referred to the program by the court because of a criminal conviction. Post-conviction participants are required to take part in the program as a condition of their sentence. In these cases, successful completion of the Prostitution Offender Program does not result in a stay of proceedings. A very small minority (less than one per cent) of program participants come through the program as self-referrals, which means that they are not mandated by the Winnipeg Police Service or the Manitoba Prosecution Service to participate in the program.

Eligibility Criteria

On referral, the POP has strict eligibility criteria to determine who can be accepted into the program. The diversion program is only for adults who:

- have been arrested for Obtaining sexual services for *Consideration or Communicating in any place for that purpose*, and other related prior serious charges
- are referred by the Winnipeg Police Service or Manitoba Prosecution Service as a pre-charge diversion case, or by the court as a post-conviction case
- have no previous prostitution or sexual-related charges
- have not previously participated in a Prostitution Offender Program
- accept, at the time of the intake meeting, responsibility for their actions related to the charges

As such, those who have previous prostitution or sexual-related charges, or who have previously participated in this type of program, are not accepted for pre-charge diversion. Those who complete the POP and are arrested for reoffending, are automatically referred to the traditional justice system. They do not receive a second chance in this program. While this particular program in Winnipeg is only for adults, the program has been adapted to help youth with their prostitution-related criminal charges in a one-on-one counselling setting.

Required Conditions for Successful Program Completion

Successful completion of the program is contingent on the participant's ability to adhere to strict conditions:

- attendance and participation at an intake and assessment interview with the Salvation Army counsellor
- signing of a sworn declaration of no past participation in a Prostitution Offender Program
- payment of program fees totaling \$800
- attendance at a full-day educational seminar
- completion of five hours of volunteer service in the community
- attendance and participation at an exit interview with the Salvation Army counsellor
- avoidance of known prostitution areas in the city of Winnipeg

There are penalties for non-compliance with program conditions, including the charge being dealt with in the courts, with the possibility of criminal conviction and suspension of the individual's driver's license. However, those who attend the program as a condition of a sentence may not always experience the same penalties, as there are separate legal sanctions associated with breaching a condition of a sentence. There are no penalties applied to those who self-refer to the program.

*“You start to see a bigger picture of who’s all affected
in the sex trade.”*

John School Participant

Program Components

The largest component is the educational seminar, which provides participants with a legal overview, awareness about reasons for engaging in prostitution, and awareness about the reality of the sex trade in Manitoba. This includes the harms to children and other exploited persons through prostitution, harms to the community, and risks (e.g., personal, professional, social, sexual health) for buyers and their families.

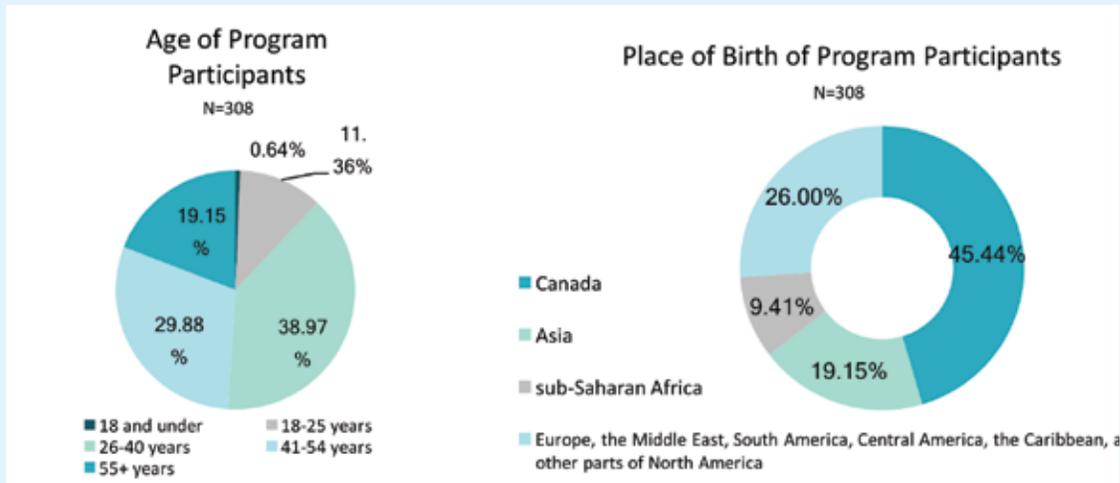
Profile of Program Participants

There is no uniform type of person that participates in the Prostitution Offender Program. Participants include anyone that is referred to the program and meets the eligibility criteria, which allows for a diverse group of individuals. Demographic data for all 308 participants who successfully completed the program between 2011 and 2016 is presented below. As aforementioned, this data reflects only those who participated in the program, and may not be an accurate representation of the entire demand side of prostitution in Manitoba. With that being said, the information presented below may help to better understand commonalities in those who purchase sex, as well as potential gaps in addressing the demand for sexual exploitation.

Age of Program Participants

While it is known that a large number of men between the ages of 26-40 years have participated in the program, the age at which they first purchased sex is unknown. Based on their own research in Winnipeg and other jurisdictions, McIntyre (2013), and Durchslag and Goswami (2008) suggest that the average age at which men first purchase sex may be younger than the 26-40 years category.⁴⁵ A large percentage of their research subjects indicated that they first purchased sex prior to their 18th birthday. As demonstrated below, only 11.36 per cent of the POP participants were under the age of 25, and 0.64 per cent were under the age of 18. Accordingly, it is likely that there are a large number of young or future sex buyers in Manitoba that have not been reached by this program. These individuals likely would not receive similar services elsewhere in the province.

The program participants were divided into the following age and place of birth categories:



Place of Birth and Ethnicity

Of the POP participants, 45.44 per cent were born in Canada, 19.15 per cent were born in Asia, and 9.41 per cent were born in sub-Saharan Africa. The remaining 26 per cent were born in Europe, the Middle East, South America, Central America, the Caribbean and other parts of North America. 31.49 per cent of participants identified as Caucasian, while 22.40 per cent identified as Asian. 19.49 per cent identified as African, Hispanic and Indigenous. Regrettably, there is no data on ethnicity for 26.62 per cent of the program participants.

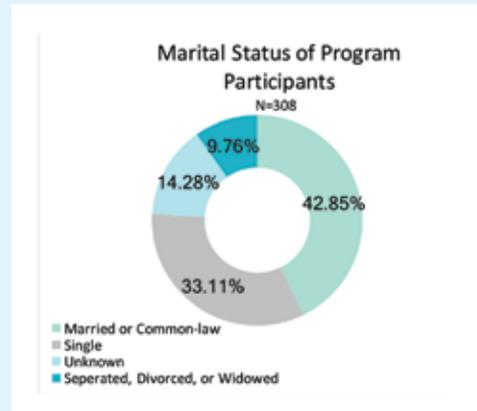
While close to half of the participants were born in Canada, a large number of them immigrated here in recent years. At this point, the following hypotheses exist as to why there are a large number of newcomers that take part in the Prostitution Offender Program:

- Newcomers are a growing percentage of the population, and the number of newcomers in the program is reflective of the population distribution in Manitoba.
- Newcomers may not be knowledgeable about Canadian laws surrounding prostitution or the sex trade. Prostitution might be legal or more normalized in their country of origin.
- Newcomers may come from cultures that promote different views towards women, and, in particular, the commodification of women's bodies.
- Newcomers might be less crafty or practiced in avoiding police detection when attempting to purchase sex.
- Through discussion with participants who are recent immigrants, it is believed that the reason for such a high percentage of newcomers in the program is a combination of all of the above; however, their personal reasons for engaging in prostitution vary.

POP Participant Demographics (N=308)	
Age	
18 And Under	0.64%
18-25 Years	11.36%
26-40 Years	38.97%
41-54 Years	29.88%
55+	19.15%
Place of Birth	
Canada	45.44%
Asia	19.15%
Sub-Saharan Africa	9.41%
Other	26.00%
Ethnicity	
Caucasian	31.49%
Asian	22.40%
African, Hispanic, or Indigenous	19.49%
No Data	26.62%
Marital Status	
Married Or Common-Law	42.85%
Single	33.11%
Separated, Divorced, or Widowed	9.76%
Unknown	14.28%
Place of Residence	
Winnipeg	78.89%
Outside Winnipeg	21.11%
Education	
Less Than High School	23.70%
High School	16.88%
Educated at College/University Level	31.49%
Other/Unknown	27.93%
Employment	
Held Regular Employment	84.42%
Retired	6.17%
Unemployed	5.19%
On Social Assistance	4.22%
Occupation	
General Labour	15.91%
Trades	15.58%
Driving (Taxi, Truck, Bus, Etc.)	10.39%
Self-employed	6.17%
Retail or Production	6.17%
Student	4.87%
Restaurant/Food Industry	3.57%
Cleaning or Custodial Services	2.92%
Healthcare (Aide, Homecare, Worker, Etc.)	1.95%
Professional	1.62%
Other/Unknown	15.26%
Not in Workforce	15.58%

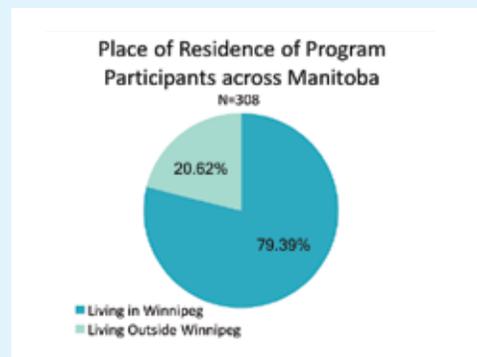
Marital Status

Of the POP participants, 42.85 per cent were married or common-law, while 33.11 per cent were single. The marital status of 14.28 per cent of participants is unknown, but the remaining 9.76 per cent were separated, divorced or widowed. It may be surprising to readers that such a high percentage of participants were married at the time of arrest, as men who purchase sex may be stereotypically categorized as “the lonely, sexually unattractive man with no other option for his sexual outlet than to buy prostituted women.”⁴⁶ However, this data is consistent with reports from Ekberg (2004) and Jabbour (2014), which state that not only are a large percentage of sex buyers married, but they also have regular sexual relations with their partner or many partners.⁴⁷ In addition, the earlier aforementioned motivations and false justifications for engaging in prostitution as a buyer can exist regardless of marital status.

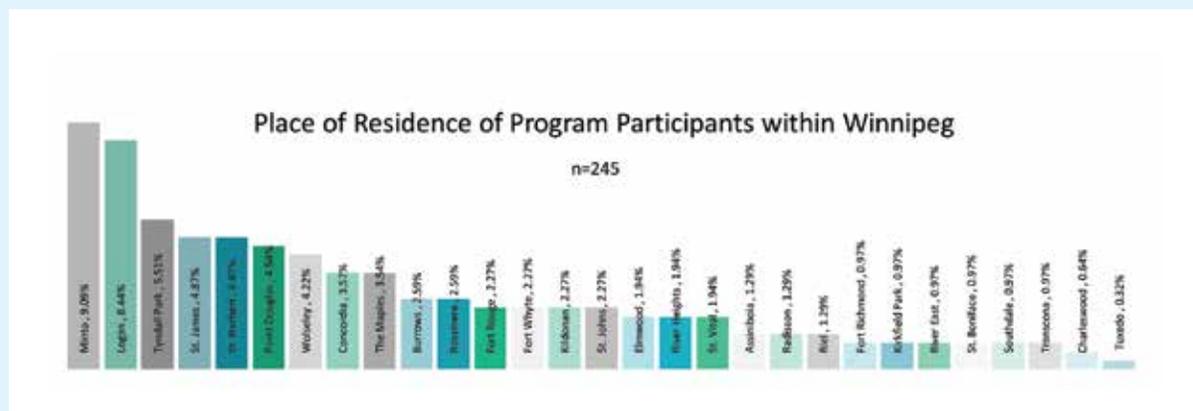


Place of Residence

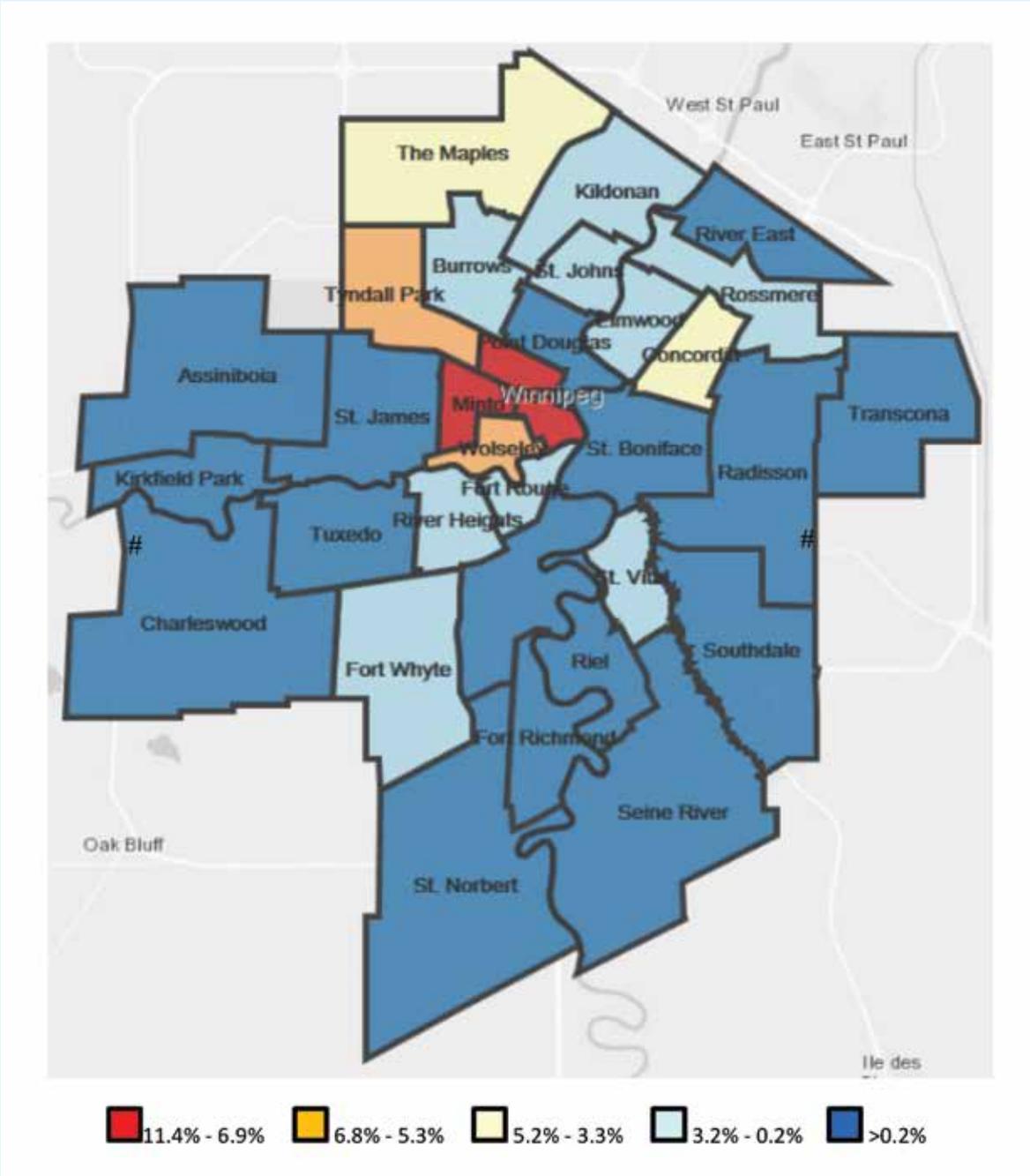
Program participants came from all over Manitoba and Canada, but the majority (79.39 per cent) were living in Winnipeg at the time of arrest. Within Manitoba, participants came from Selkirk, Anola, Beausejour, Altona, Brandon, Dugald, East St. Paul, Komarno, La Brocquerie, Lundar, Niverville, Portage La Prairie, Ste. Annes, Stonewall, West St. Paul, Bellsite, Carman, Erickson, Falcon Beach, Gimli, Holland, Île-des-Chênes, Killarney, La Salle, Lockport, Marquette, Norway House, Oakbank, Oak Bluff, Pilot Mound, Riding Mountain, St. Agathe, St. Clements and Stony Mountain. Participants also came from across Canada, including Edmonton, Calgary, Kenora, Etobicoke and Mississauga. One client came from Irving, California, and another from Rio De Janeiro, Brazil.



In Winnipeg, participants lived in almost every provincial electoral division across the city, as demonstrated below. Note: The participants’ place of residence in many cases is far from their place of arrest. Many of them were arrested in the city’s West End or North End neighbourhoods.

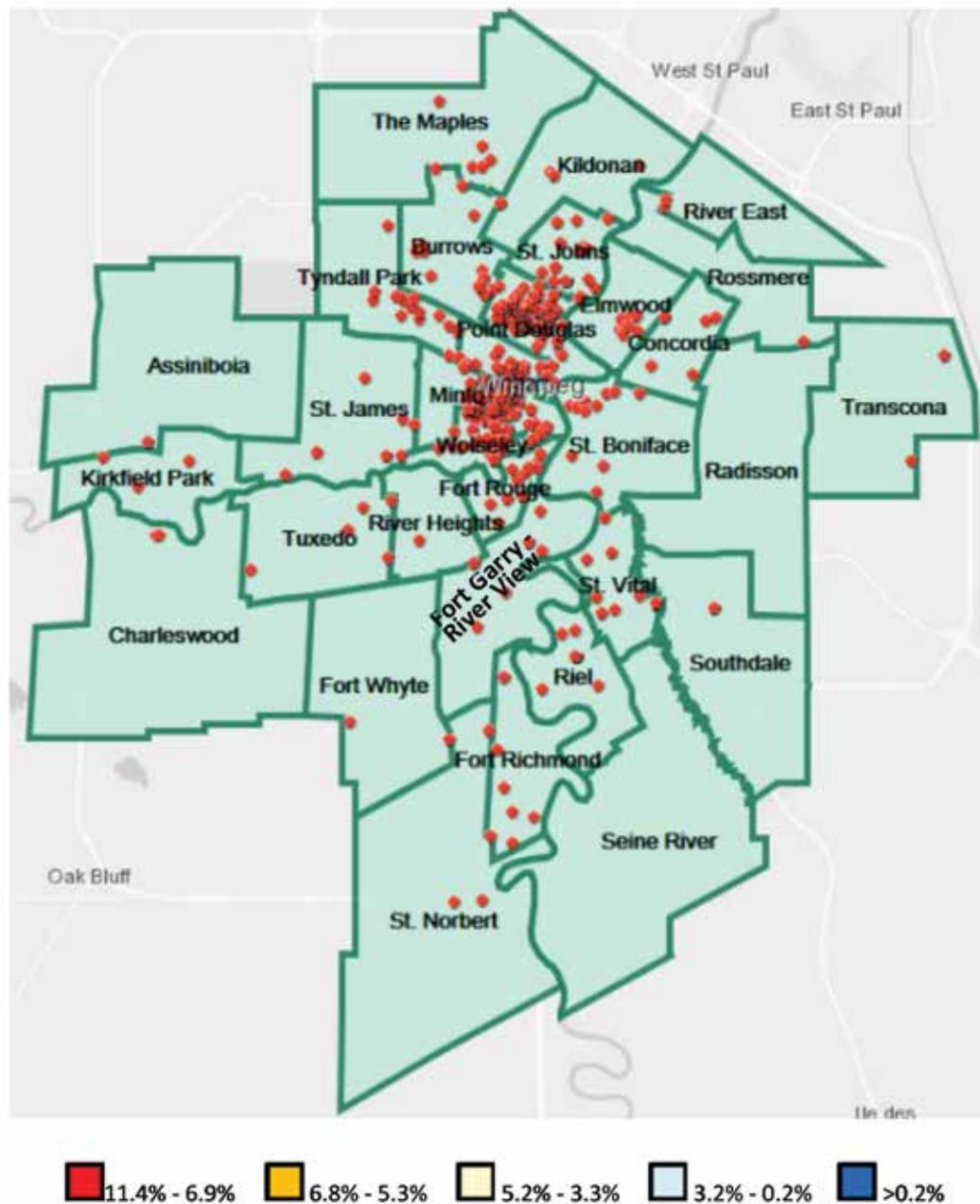


Locations of Prostitution Offender Program Participants



Locations refer to the places of residence of Prostitution Offender Program Participants.

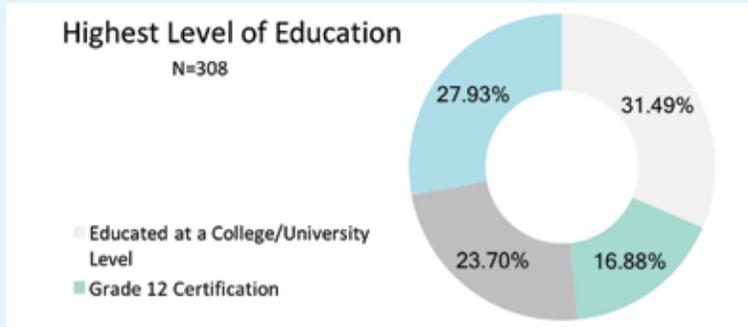
CASE STUDY #4: LOCATIONS ENTERED INTO SUSPECT TRACKING DATABASE



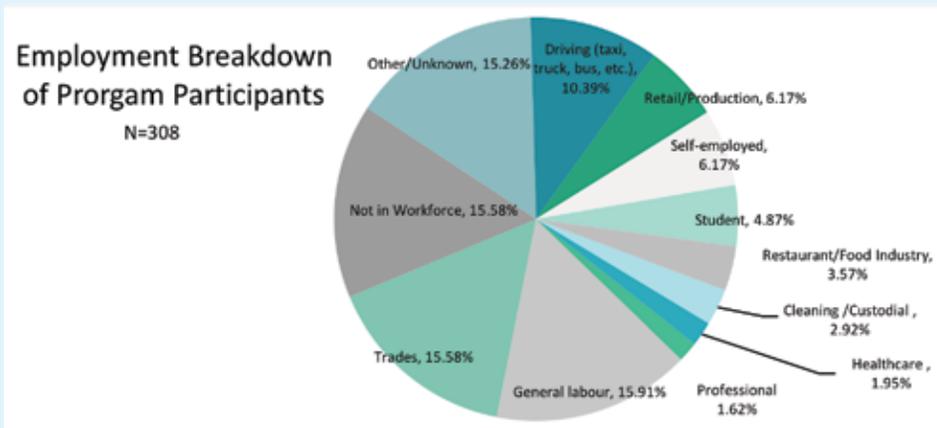
The *Suspect Tracking Database* is a database developed by Jennifer Richardson and Wendy Scheirich of the Child and Family Services (CFS) Division to track alleged predators that may not have otherwise been reported to CFS, the Winnipeg Police Service (WPS) or Royal Canadian Mounted Police (RCMP). The information gathered can be anything from a name, a phone number, a partial plate number or physical descriptors.

Level of Education and Type of Employment

31.49 per cent of POP participants are educated at a college or university level, while only 16.88 per cent had their Grade 12 certification, and 23.70 per cent had less than a Grade 12 education.



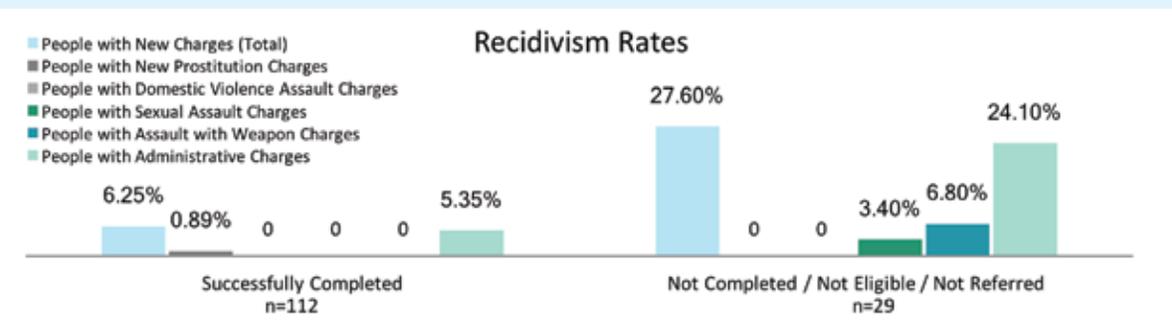
Nearly 85 per cent of participants held regular employment and occupations in the following areas:



The remainder were retired (6.17 per cent) or unemployed and on social assistance (9.41 per cent). This data highlights the fact that most participants were employed at the time of their arrest, suggesting that the majority were in a stable economic situation.

Program Recidivism Rates

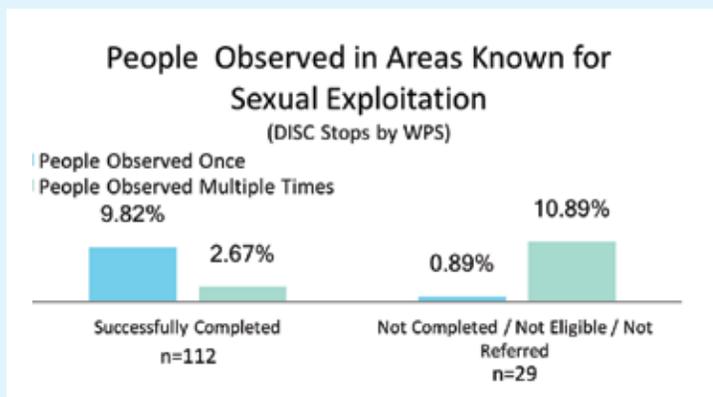
Participants in the program from 2008 to 2010 were tracked by the Manitoba Prosecution Service from the period of program completion until the end of 2016. Recidivism rates were compared with individuals who, within the period of 2008 to 2010, had prostitution-related charges, but were not eligible for the POP or declined participation. The following is a summary of recidivism rates for both groups, which was provided by the Manitoba Prosecution Service:



This information demonstrates that the vast majority of participants did not recidivate (with any type of charges) in the six to eight years after completing the POP. However, those who passed through the traditional court system demonstrated similar rates of recidivism. There are limitations to looking at recidivism rates to indicate program success. Mainly, recidivism captures only those who are re-arrested and charged. There is a possibility that program participants continue to engage in prostitution as buyers, but simply are not caught by law enforcement. Additionally, the percentage of sex buyers in the province who are detected and arrested by law enforcement is likely very low. Therefore, if arrest rates are low to begin with, it is safe to assume that re-arrest rates are also low.

Winnipeg Police Service Deter and Identify Sex Trade Consumers (D.I.S.C.) Stops

In light of the challenges with relying solely on recidivism rates with new criminal charges to analyze program success, it is possible to use entries from the Deter and Identify Sex Trade Consumers (D.I.S.C.) database provided by the Winnipeg Police Service (WPS) to determine whether participants continue to engage in prostitution after program completion. D.I.S.C. involves law enforcement making contact with individuals who



are observed driving around known prostitution areas, and who are behaving in ways that suggest that they may be looking for persons in prostitution.

These individuals are entered into a national database, which identifies them as consumers of prostitution. Although they are not arrested or charged, the removal of anonymity serves as a deterrent to these individuals.

WPS tracked the same individuals who were arrested for prostitution-related charges from 2008 to 2010 (both those who completed the POP, and those who did not qualify or declined participation) by looking at the number of times they were entered into the D.I.S.C. national database up until the end of 2016. It is recognized that this data does not include those who accessed prostitution through means other than solicitation at the street level.

Another way to evaluate the success of the program is to look at participants' evaluations, and in particular, their comments about the effectiveness of the program. Below are trends in comments from participants in the years 2012 to 2016.

Participants found the POP Program helpful with regards to the information provided on:

- lives and struggles of women involved in the sex trade
- informative and increased level of awareness
- testimonies were helpful
- lots of information and knowledgeable presenters
- awareness of disease spreading through prostitution
- awareness of consequences by the police officer and crown attorney
- awareness that the money being spent on them is digging them more deeply into the circle of prostitution and drugs

“It will change my behavior because I have never thought of my daughter being in this position. It is not something I would like her to be involved in and I would not like her to know I was involved in it.”

John School Participant

Positive Feedback from POP Participants

Informative - raised awareness and understanding of impacts and consequences of the sex trades	14.10%
Will do all that can to not reoffend and avoid communicating with sex workers	8.88%
Well prepared program and good presentations - in non-confrontational way	8.57%
Gave motivation to change and learn and rethink from what happened	7.72%
Would change my attitude, decisions or behaviour	5.60%
Good impact on me - changed outlook	5.48%
Survivor presentations were most impactful ex - they cried	3.06%
Learn to respect women as equals and other people's way of life	2.65%
Johnology was most impactful - helpful - would have liked more time	2.45%
Now know need to get help, be responsible and accountable	1.83%
Appreciate this alternative to prosecution	1.67%
Informative health and STI info in nurse presentation	1.60%
Pop led to spiritual growth	1.30%
Message of human dignity and using our lives for good	1.15%
Demonstrate results of john school and its positive impact	0.68%
WPS presentation was eye opening	0.46%
Hid this for 4.5 years – not hiding was great	0.38%
Want to be sober	0.30%
Now understand Canadian law	0.28%

*The comments from POP Participants are separated into two sub-categories, *Positive Feedback from POP Participants* (68.16%) and *Participant Comments Regarding Need for Clarity and Improvements to POP Program* (31.84%).

What Participants Said About the Prostitution Offender Program (POP)

“Need for program to be spread over more than one day.”

WHAT DID YOU LIKE THE BEST, OR WHAT WAS MOST VALUABLE ABOUT THIS PROGRAM?

“The experiences shared by the ladies who were in this trade [and] faced the challenges and what life they have been through.”

NEW UNDERSTANDING AND AWARENESS

“The fact that this girl you pick up on the street, you don’t know about 90 per cent of their life experience.”

HOW HAS THIS AFFECTED YOUR LIFE?

"Biggest regret of my life."

JOHNOLOGY WAS IMPACTFUL

"I really liked the last speaker [D.S] showing us why we did what we did [and] what our emotions were."

A SECOND CHANCE

"It gives me a second chance to get my life straightened out."

Program Limitations Identified by The Salvation Army

The main challenge with the program is that the time allotted for the intake interview, educational seminar, and exit interview might not allow for an in-depth intervention that promotes long-term change.⁴⁸ This is especially true for clients who come into the program involuntarily. With these types of clients, it generally takes time to develop a trusting relationship and facilitate recognition of the discrepancy between the client's behaviours and their attributed or acknowledged problems.⁴⁹ Especially during the educational seminar, there is not enough time for facilitators to engage with participants, or for participants to reflect and internalize the information.

In addition, the content of the educational seminar does not address important overarching issues that perpetuate sexual exploitation, such as the "patriarchal justifications and rationalizations presented by male buyers as truths,"⁵⁰ and the culture that informs their views towards prostitution, including pornography and the portrayal of women and girls as sexual objects in the media. The program mainly assumes that men buy sex for two reasons: to cope or distract from underlying issues, and because the commodification of women's bodies has become normalized in our society. While the presentation by the POP counsellor focuses on some of the underlying issues linked to one's decision to pay for sex, there is little to no engagement with participants about the ways in which patriarchy and cultural norms influence their actions.

Further, the program relies heavily on arrests made by Winnipeg Police Service, as the majority of participants become involved with the program post-arrest. As such, the program serves as secondary prevention of the demand for sexual exploitation. The program only reaches individuals after they make the

Participant Comments Regarding Weaknesses and Need for Improvements to POP Program

Need For Public Awareness And More Information (e.g., School Curriculum for Students and Parents so Others Learn Before Its Too Late)	5.33%
Caused Shame, Embarrassment, Regret or Guilt or Impacted My Reputation	3.86%
Good Presentation on Legal Side But More Time Needed For Crown on Legal Consequences Etc.	3.12%
Affected Family Life	3.00%
Psychological Impacts Ex - Lower Self Esteem	2.67%
Prostitution Led to Negative Life Consequences Ex Stress	2.11%
Felt Cops Were Trying to Scare Him And Not Helpful	1.65%
Would Like to See More Programs For Individuals In Prostitution	1.40%
Too Much For One Day - Make It Longer Over More Than One Day and Provide Materials So Can Get Updates	1.38%
Program Was A Financial Burden	1.24%
Would Have Liked More Pastoral, Ministry or Spiritual Focus	1.08%
Recommends Discussion About Sex Addiction	1.05%
Negative Influence of Porn And TV	0.88%
Felt Judged	0.70%
Price of Program Should Be Higher	0.51%
Find Out Why Most of The Participants Are Immigrants	0.48%
Impacted Job and/or Affected Work Life	0.48%
Would Change Heavy Community Presentation	0.38%
System Is Flawed and Failing	0.26%
Will Stay Away From Winnipeg	0.19%
POP Has Had No Impact on My Life	0.07%

*The comments from POP Participants are separated into two sub-categories, Positive Feedback from POP Participants (68.16%) and Participant Comments Regarding Weaknesses and Need for Improvements to POP Program (31.84%).

decision to purchase sex. In addition, the program only reaches a small percentage of sex buyers in the province, meaning there are a large number of current or future buyers in the province who likely do not receive the same intervention as those who participate in the program.

Recommendations Specific to the Winnipeg Prostitution Offender Program (John School)

Considering the limitations of the Prostitution Offender Program in addressing the demand for sexual exploitation in Manitoba, the following are key recommendations compiled by the Salvation Army and the research team to improve service delivery, and broaden the scope of education for boys and men:

- Increase the length of the Prostitution Offender Program educational seminar to allow for more time for facilitators to engage with participants, and to allow participants time to reflect and internalize the information. Based on consultation with stakeholders and evidence-based research (Farley et al., 2011)⁵¹, the enhanced program should incorporate aspects of ‘batterer-intervention’ programs. This could include more content pertinent to understanding the cultural norms and values that perpetuate sexual exploitation in Manitoba, the links between prostitution and other forms of violence against women, as well as other factors linked to engagement in prostitution, such as consumption of pornography.⁵²
- Create a committee that focuses on primary prevention to address the demand for sexual exploitation. Ideally, the committee would have representation from government (e.g., the departments of Education, Justice and Families), educational institutions and community organizations (e.g., the Tracia’s Trust Advisory Council, the Tracia’s Trust regional teams, newcomer-serving agencies, sports teams, sexual health education programs and religious organizations). This committee could collaborate on projects.
- Engage in further research about the demand for sexual exploitation and inclusion in public awareness campaigns.

Returning now to top themes stressed from the 84 focus group participants who participated in this research study, the following findings are important to consider regarding men and boys as buyers, bystanders, and victims of sexual exploitation and sex trafficking in Manitoba:

EDUCATION IS NEEDED ON THE SEXUAL EXPLOITATION OF BOYS

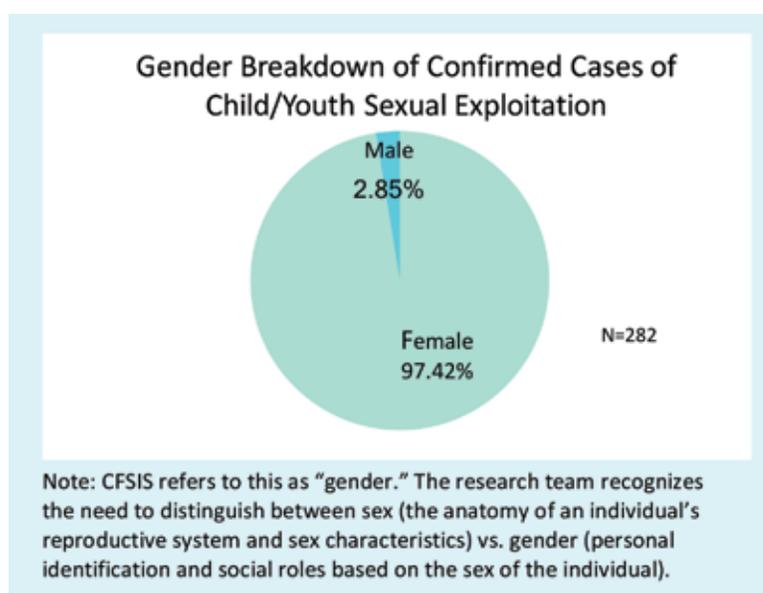
“I think, with boys, we just automatically assumed it was other stuff right, we think they’re in gangs ... we’re not thinking that it could be possibly sexual exploitation. ... So I think [we need] more education about recognizing it around boys ... cause I guarantee a lot of us pass it off as something else and it’s going to be the staff or the people in their lives, police, everybody’s going to assume it’s something else rather than digging deeper and finding out what else it is and to identify those boys so that we can start working with them.”

REMOVE THE SHAME FOR MALE VICTIMS

“From any of the male victims we’ve worked with, both as youth and as adults later on, a big part of it is the shame.”

GENDER SEXUALIZATION PLAYS A ROLE

“You know I find that there’s a lot of reluctance to talk about gender sexualization and the role that the normalization of men – repressing a lot of emotion ... and programs that are addressing how we socialize men to be



men in this culture and its heavy problematics ... sex is really glamorized to young men ... it provides you with status, so you have to think about what we're teaching our young men ... It's the social norms around them. You're a cool kid if you've had this many partners ... If you look again at the rap ... they have a harem ... It's very glamorous for the males and it's glamorous for the females to seem to be picked or to be chosen ... sex is violent and sex is a degradation of women, right? There's this lack of empathy."

APPROACH SEXUAL EXPLOITATION AND TRAFFICKING OF CHILDREN SIMILAR TO BULLYING

"With the same kind of gusto that we've approached bullying and I know that's not, that's a different issue but it's ... it's in the schools ... people are aware and working and kids are now learning to come forward and that it's safe to come forward. Well, we need bystanders to be able to have some courage and to recognize what it is, right, instead of joking about it or turning their back on it, right?"

INFORM AND EDUCATE KIDS IN SCHOOL ON THIS EARLIER

"Talk about sex with children ... If we don't expose them to some of this information, then they don't know how to spot it when it's happening."

WHAT WORKS BEST CANNOT BE TAUGHT IN BOOKS

"The women who used to speak at John School's go in and share their experience ... and then perhaps have a male who was a previous buyer who has changed his way of thinking and share his experience ... **I think – I mean that's what works best ... we can't teach ... our boys from books, we have to teach them from life experiences and give them role models.**"

TEACH BOYS AND MEN ABOUT THEIR SACREDNESS

"They need to know their sacredness, especially through their cultures."

TEACHINGS FOR YOUNG MEN ARE NEEDED SO THEY CAN BE WARRIORS WHO UNDERSTAND THE DIFFERENCE BETWEEN SEX AND LOVE

"There's a big difference between love and sex ... all these young men came and they sat around me and they said ... "Grandmother we need to have more teachings with grandmothers"... so I'm telling you this story because that's what they need. That's what's missing in the lives of these young men. They do not know who they are, what they are ... they've been unloved, they've been beaten badly, and they grow up with that feeling ... they're feeling inadequate, they're feeling like they have to be mean and not cry and not – not show their emotions because I have young women meeting with me ... and they actually break away from their relationships because they say a man feels as if he owns you – he owns your body and every part of you, and 'if you don't listen to me I don't like you going to get educated because I don't want you to think you're better than I am then' ... because they don't know of what the true spirit of being a young man [is] ... If you do anything at all where you are working to begin to educate these young men ... you're all very smart and wise ... so ... you are ... going to have some young men in your community who you are going to know are doing well, so call upon them and fight them and say ... 'would you like to volunteer? We really need smart young men like you to – to come and help us to work with other young men who are lost.' And I think if you tried that instead of trying to heal these young men who are so broken ... if you have some young men who are really warriors in the community and have had those teachings bring them forward ... then they might go out and start talking and give them a purpose ... We all need a purpose. Otherwise, our lives are empty. If we have no purpose then our lives ... fall apart ... They come to me often these young men and tell me their problems and ... they suffer a lot from not knowing what to do, so we help to create warriors."

REPORTING SEXUAL EXPLOITATION IS CHALLENGING FOR MANY PEOPLE

“People just don’t know how ... how do I go about kind of reporting this or they do get frustrated with um, you know, no one returning their call and, you know, people don’t want to leave this kind of thing on voicemail ... so they just don’t know ... who to contact ... or how to talk about these kind of things or ... sometimes people ... worry that they’re making an assumption, or they’re making a judgement and they’re like ‘I don’t want to make a statement about it and it not be true’. You know these are big ... allegations against somebody. People are kind of hesitant to make that first call. [They] worry about the impact this could have on somebody’s life if, let’s say, it wasn’t true.”

THE BYSTANDER PIECE IS A GAP AREA

“It’s like ... that study that was done where there’s this woman that was murdered in New York and the whole apartment building, they saw it, but nobody called it in because they all thought somebody else was gonna ... I think that’s what happens a lot of the time ... we all see the same thing and think ... somebody else will do that and nobody winds up doing it.”

School Based Prevention and General Public Education	45.71%
Make People, Particularly Front-Line Workers and Families, Aware of Their Obligations to Report	25.91%
Provide Help and Support to the Public to Encourage Them to Make Reports*	13.99%
Adopt a Family Village Approach	5.37%
We Need to Work Together Towards Reconciliation by Respecting One Another and the 7 Teachings	4.73%
Talk About the Bystander Effect	2.70%
Provide Men With Opportunities to Take Action in This Area	1.59%

*The Canadian Centre For Child Protection does work in this area.

PEOPLE DON’T UNDERSTAND OR KNOW THEY ARE BYSTANDERS

“I don’t know that people understand that they are bystanders ... it’s almost like an ivory tower thing, where you have people who are really sort of educated on this issue and they’re back in some policy area, but our front-end people ... I don’t know that those folks know to look behind the stories, there’s probably something going on here, so it’s probably very narrow the way they’re looking at it ... There’s some innocent bystanders, if you will, innocence in the sense there’s no education, they’ve never been taught, they don’t understand that there’s something bigger going on here. Certainly in our world **a lot of front-line workers don’t know that they’re actually a bystander.**”

“If you could change the way people, at large, the community, bystanders, see sexual exploitation I think that would be helpful ... I hate the word ‘prostitutes’. ‘Hooker’, ‘prostitutes’ makes me want to gag and not say the word, but they use that a lot ... as if it’s a choice. I know there was a campaign. I appreciate the campaign, the Stop Sex With Kids campaign, where they were saying no this isn’t buying sex, it’s child abuse. If we could get that out more, that this is actually abuse of a child, I think people would report a lot more because, God help me, schools

Teach and Share Indigenous Teachings with Them	20.20%
Remove the Stigma and Shame so More Feel Comfortable Coming Forward	16.73%
Positive and Healthy Male Role Models and Mentors	16.24%
Have Education and Structures in Place to Protect These Kids	10.22%
Need Resources and Good Services for Males, but First Need to Scale the Problem and Their Needs	8.38%
Learn about Their Needs Directly from Them	6.32%
Health - Drug Use - and CFS Systems Are Failing Boys	5.61%
Watching Our Language so That It Includes Men and Boys and Doesn't Victim Blame	5.32%
Outreach to Connect with Them and Learn Indicators of Male Exploitation	4.97%
Building Relationships and Trust	3.23%
Fear of Losing Something When Outed	2.79%

report when a kid doesn't have enough snack and they're calling CFS ... but yet they're not calling on that girl who seems to look a lot older and has things that her family probably couldn't afford to buy. They do notice those things, but they don't recognize it as abuse."

'BROS BEFORE HOES' — SILENCE AND THE NEED FOR MORE REPORTING

"[Males] live by the silence of bros before hoes."

POSITIVE MALE ROLE MODELS AND MENTORS ARE NEEDED FOR BOYS AND GIRLS

"We need more mentoring, mentors in our schools, in our community centres, in our group homes not just for youth, but for females to experience positive relationships with males, but for men also ... when we talk about that mentoring too, males who have had experience with sexual abuse, um, that are maybe in a space where they're not carrying that shame so much and can talk about it more freely because with men, boys, males ... again socialization, culture you are not allowed to be a victim ... you need someone whose gonna bridge that gap, who's gonna model that."

AWARENESS CAMPAIGNS DON'T NECESSARILY WORK⁵³

"There's been some research on the campaigns that have focused on, you know, 'not my mother', 'not my sister', and the interesting thing is that lots of men still don't relate to it, so to me that's a real kind of conundrum, you know? How do we create that environment where they can kind of relate? "

MORE SERVICES AND RESTORATIVE JUSTICE FOR OFFENDERS ARE NEEDED

"Dr. Gabor Maté [talks] about how when someone does something bad we put them in jail, like the toddler approach, where we expect them to learn their lessons, which would be jail, but what are we doing with them when they're in there? What kind of resources are we providing to reduce recidivism? I feel like that is a huge gap, they have the John school, but that is only eligible for a certain population."



Action Therapy Youth Gathering
Graphic provided by Mitch Bourbonniere Consulting
<http://www.mitchbourbonniere.com/images.html>

EDUCATION, EDUCATION, EDUCATION

"I've encountered men and boys who have been victims and who have been victimisers ... we need to help them understand that ... you don't need to live this way, that ... you have rights, you have rights to go to someone and say 'I'm being victimized' and not to feel ashamed of that. I know that uh when I was asked at the emergency when it happened to me when there was two police officers that were there and they came and asked me what happened, because I was black and blue and I was bleeding, and I says 'I don't know,' I was given a drug and didn't remember anything. When I look at our young men and boys ... there's no education around . You're going in the schools and they don't talk about ... young boys working the streets or men working the streets. They hit on men that are perpetrators, but they never look at the victimization of ... male children, so I think [education is needed] not just for schools but for everyone because ... **people need to take a stand and say 'Hey, enough is enough'.** "

LANGUAGE MATTERS AND CAN LEAD TO VICTIM BLAMING

"We hear a lot of language, even when I read social histories and stuff. 'Yeah the child was prostituting themselves' ... just the language that's used really puts a negative connotation and it doesn't recognize ... the kids being exploited [as] victims ... that has a huge impact."

SECTION FIVE: THE CULTURE OF PURCHASING SEX

In response to the question “Has the culture of people feeling they should be able to buy sex changed in the last 10 years?,” focus group participants emphasized the following themes:

SOCIAL MEDIA HAS CHANGED THINGS

“Like even if you’re going back like 20 years, for any of the escorts that were working back then, you had to be in the newspaper, right? You had to be in the phone book or in the newspaper, or standing on the street. That was the only way you were gonna get a client. And now, like I said, it’s the social media and it’s huge and they’ve got these apps.”

“I think with social media it has taken it – the visual off the streets and it’s gone through the social media so no one is on the streets. So we don’t see it as a strong presence anymore, but it’s still there and I think with the social media it goes underground a lot more.”

IT IS A DIFFERENT TECHNOLOGICAL AGE

“It’s a different time and age. It’s the age of technology. We have people ... exploiting on top of exploiting on top of exploiting, and you can’t track them, so there’s privacy you don’t have to get into your vehicle and go look for it.”

Top Focus Group Themes on the Culture of Purchasing Sex

Need to Amplify This Issue through Creative Awareness (e.g., Media, Public Service Announcements, and Technology)	16.55%
Awareness Is Higher but It’s Not Clear if It’s Effective Because Exploitation Appears to Have Increased	14.56%
The Sex Trades and Exploitation Are Normalized and Legitimized (e.g., Pimps, Music Videos, Media, Facebook and Porn)	13.63%
Need to Bring Back Stop Sex With Kids/Tracia’s Trust Awareness Campaigns	7.45%
Loss of the Value of Women and Girls and Respect for Consent	6.10%
Need to Teach People It’s Not a Victimless Crime	5.95%
Social Media and Technology Have Changed/Influenced the Sex Trade Culture and Made It Easier and More Accessible	5.74%
The Culture of Buying Sex Has Gotten Worse	3.91%
Elected Officials (Males) Are Complicit	3.72%
Incrementally the Public Is More Aware and Things Will Get Better	3.61%
Perception That It’s More of a Choice	2.02%
Language Matters – Develop A Media Policy on This	1.96%
Need Tougher Laws, Consequences, and Penalties for People Abusing Children (e.g., Releasing Their Names)	1.93%
Cultural Tolerance (Even Though Illegal) of This for Some Newcomers (New to Canada)	1.80%
This Population Is Still Viewed and Treated as Gutter, Not Human Beings	1.78%
Positive Shift in Decriminalizing Survivors of Sexual Exploitation	1.75%
Need to Reframe the Issue as a Women’s Issue of Inequality That Impacts All of Us and Leave Race out of It	1.68%
It’s Now More Secret and Online	1.60%
Gangs Exploiting Disabilities and Mental Health Is More Prevalent	1.57%
We Lack Evidence To Know if Things Have Changed	1.06%
Cultural Awareness/Acceptance Is Cyclical	0.91%
Sex Work Advocacy Has Led to Confusion and Polarized Views	0.72%

SOME PEOPLE SEE NO EVIDENCE THAT THE CULTURE OF BUYING SEX HAS CHANGED

“I think we’d like to believe it’s changed, but I don’t think we have any evidence that it actually has changed and hasn’t gotten worse. One of the things ... is that gender-based violence has increased.”

AWARENESS APPEARS HIGHER, BUT THERE IS STILL A LOT OF EXPLOITATION AND TRAUMA

“We have this idea of safety, but is it safe for a child to be away from their parents? Like is it emotionally safe? Like that’s where talking about people’s hearts, their lives, you know, you’re putting them in a situation where you’ve just said nobody gives a shit about you and neither does the system.”

“Not every story has a happy ending ... but the discoveries of science, the teachings of the heart, and the revelations of the soul all assure us that no human being is ever beyond redemption. The possibility of renewal exists so long as life exists. How to support that possibility in others and in ourselves is the ultimate question.”

— Dr. Gabor Maté —

THE SEX TRADE IS NORMALIZED

“It has legitimized [sexual exploitation], it’s made it seem like ... it’s like online shopping, like it really has changed things, and the culture is really different than it was 20 years ago, right? Cause, you know, there was a lot more flash and ... stuff 20 years ago and now it’s really like I go on Backpage and see the kids that I’m working with, and I know that they’re working to feed a habit, right?”

LAUNGE IS HUGE

“I think language is huge, right? Cause it’s a whole lot different to say ‘prostitute’ as compared to someone’s 13 year-old daughter who is a child.”

VICTIMS ARE GETTING PAID LESS THAN BEFORE

“When I had first started working in the field with exploited youth coming from being exploited and seeing what the youth are doing for \$10, [I was] completely shocked, you know, because it’s so different. Cause back then it was a couple hundred dollars for things that they’re doing for \$10. That’s the sad part ... I see some of these girls posting like ‘bring your friends I have a bottle’, ‘well can you pay for a cab?’, ‘no you girls make your way here’ and ‘don’t ask for any money’, it’s like ‘bring all your friends and I have a bottle!’ [Emotional]. You know like it’s sad.”

EXPLOITATION SEEMS TO HAVE INCREASED

“I just think that there’s so much more, being exploited now is so much bigger than it used to be ... it was a lot more secretive back then too, so you had a group of people that were exploited, as they called it back then [...] a lot of kids are being exploited, you know, their parents have been exploited and now they’re being exploited and they’re raising their sons to exploit.”

THIS IS NOT A VICTIMLESS CRIME

“Some people ... they think it’s a victimless crime, cause [they think] it’s kind of like a fair trade, right? So when they’re learning how many of these um people are children that can make an impact.”

MORE INFORMATION SHARING IS NEEDED

“We’re the police ... and we’re not getting the information, so the public’s not getting information.”

EVERY SHAPE, EVERY SIZE, EVERY RACE – INCLUDING NEWCOMERS IS KEY

“It’s global, right? We’re living it here in Manitoba, but in many countries around the world, it is legal to purchase sex, to sell sex. I have the opportunity to speak at John School – the Prostitution Offender Program – and people always say ‘What does an offender look like?’ ... Every shape, every size, every race, every age, it’s ... amazing to sit in a room with 30 men who have been charged with purchasing sex from women. A high newcomer population, but a lot of the feedback is that this is okay in my country and they’re not lying. This is okay in their country and this is what they do on a daily basis.”

PEOPLE DON'T SEE THE HARM

"I remember when I was a teenager and there were prostitutes standing on the streets in Winnipeg ... It was like a thing you didn't talk about it, like you didn't want to know about that stuff. That was bad stuff. Nowadays they talk about prostitutes on the street and it's like nothing."



Tracia's Trust Stop Sex With Kids Campaign

THIS IS ALSO ABOUT THE LOSS OF VALUE OF WOMEN AND GIRLS AND TRADITIONAL WAYS

"What really upsets me is when I – I'll go through my Facebook and I see these young girls taking these selfies in such a provocative way. It just scares the hell out of me, cause who do you think is looking at that?"

SOME PARTICIPANTS SUGGEST BRINGING BACK THE STOP SEX WITH KIDS CAMPAIGN

"I think when Tracia's Trust first started, there was a lot of advertisement, it was on buses, it was on billboards – there needs to always be, there needs to be something showing, something, some kind of indicator that something's happening ... and I think during that time people were becoming more aware. They wanted to educate themselves about it. They saw it as an issue more, but if you don't see the billboards, and you don't see the buses driving around, people just forget about it so time goes on ... That was years ago when Tracia's Trust first started. [There] always needs to be a sense of emergency around it ... I'm glad it made them uncomfortable. There were pictures of men that would say like 'Stop Sex With Kids', it was a male campaign, I mean it was effective, very, very effective, because it was right in your face. You couldn't stop seeing what someone was saying, or 'This Could Be My Daughter'. Those are powerful statements that make people stop and read."

OTHERS STRESS THE NEED FOR MORE EFFECTIVE AWARENESS CAMPAIGNS

"What research has been done to show public awareness campaigns are effective? ... I found that there's almost nothing – very little and nothing specific to this issue. So we need research on this, but that's just low hanging fruit ... Maybe that \$3 million could be better used ... You can put out a public service announcement or a big social media ad campaign, but how does that really affect people? How does that really get them thinking?"

PROACTIVESNESS IS WHAT WE NEED INSTEAD OF REACTIVENESS

"That's the thing that's been scary with one of the workers of a youth I've been working with ... I **keep saying that her rights are going to end up killing her** and I know that that's a really intense statement, but now when she's turning 16, there's nothing involuntary for her ... we looked at different treatments around the country and now that she's 16, it has to be voluntary for her to take part in any of the treatment and ... that's what – one of the things that we're lacking."

"We don't allow people who have a mental health issue to run into traffic and kill themselves. We try and intervene and do something, with force if necessary. I think that's what the system needs for these people who have been manipulated, and groomed and coerced and – and I would argue that they're not of a sound

mind and that you can't make a decision to do that when you're 14 years old."

"If we had a magic wand I would love for there to be a long-term treatment involuntary facility ... definitely working with them to get back out into the community, but when they're so entrenched in this culture, along with the addiction they may be experiencing, it's so hard for them to be making any of those decisions by themselves, especially giving a 14-year-old, a 15-year-old that choice is – is crazy to me, so it was shocking as a worker when I had a 15-year-old girl in front of me that **we were worried that she would die any day** when she was on the street, that she was able to make those decisions and not go into any facilities, and this is a Canada-wide problem. I think there is nothing for these kids under or over 16. It just, it blows my mind."

A SENSE OF ENTITLEMENT AND NORMALIZATION MAINTAINS THE STATUS QUO

"I think when you look at it, and this is going to sound really cliché, but even when you look at like what kind of videogames and music videos youth are watching, it's like if you look at lots of the video games it's all very sexualized and there's a lot of interactions where they're virtually purchasing sex. So it's just very normalized in the entertainment culture, which I think would give like a sense of entitlement because, that's what they're seeing, what's in their face all the time."

CASE STUDY #5: HARM REDUCTION FOR ALL

Position Statement by the Winnipeg Regional Health Authority

As highlighted by the Winnipeg Regional Health Authority (WRHA) in their 2016 position statement, harm reduction "is an effective and viable approach" to addressing harms associated with the sex [trades], including those associated with stigma and criminalization.¹ Harm reduction approaches necessarily involve "the community, families, and individuals with lived experience to inform policies, programs and services."² This extends to adults in Manitoba who self-identify as sex workers.³

Focus group participants for this study stressed the need for a non-judgemental approach in working with Manitobans in the sex trades, whether they self-identify as sex workers, as having free choice, or as being exploited or trafficked. As made clear by the WRHA, services for all Manitobans should be client-centred and free of the imposition of individual philosophies or agendas, including the sex war debate.

In the words of one participant, "The sex war debate has been toxic for everyone.... it's polarized everyone and I think like um in other countries in the world those groups are working collaboratively. This issue we're talking about is sexual exploitation, so ... we need to devise a strategy so that we can bring those groups together without judgment and set aside some of that toxicity."

Work is underway to do this, including dialogue and collaboration with the Sex Workers of Winnipeg Action Coalition.⁴ As research on collaborative models in other countries demonstrates, sex workers are a) against exploitation and human trafficking and b) can play an important role in counter-exploitation and counter-trafficking efforts.⁵

1 See Winnipeg Regional Health Authority, "Position Statement on Harm Reduction," December 2016, p. 2. The full document is available online at: <http://wrha.mb.ca/community/publichealth/files/position-statements/HarmReduction2016.pdf> (consulted October 2, 2017)

2 Ibid, p. 4.

3 As the WRHA points out, sexual exploitation is often conflated with sex work. Ibid, p. 6.

4 For more information on the Sex Workers of Winnipeg Action Coalition, see their website at <http://sexworkwinnipeg.com/> (consulted October 3, 2017)

5 See, for example, the Durbar Mahila Samanwaya Committee (DMSC), a sex workers' collective of over 65,000 members in India. As Wendelijn Vollbehr explains, this committee "has demonstrated the positive potential of involving sex workers in anti-trafficking initiatives through their use of self-regulatory boards. Each board is made up of sex workers as well as social workers, health workers, police officers and local government officials. When a new person enters the red light district, sex workers arrange an interview to inform their new colleague about their rights, available services, and to check that person's motives and make sure he/she is not forced or underage." See "Improving anti-trafficking strategies: why sex workers should be involved." July 17, 2017, <https://www.opendemocracy.net/beyondslavery/wendelijn-vollbehr/improving-anti-trafficking-strategies-why-sex-workers-should-be-involved> (consulted October 2, 2017)

THE CULTURAL PIECE SEEMS TO BE WORSE

"It's like online shopping."

EXPLOITATION IS NORMALIZED IN SOME COMMUNITIES

"Yeah, I had a CIC who had a baby at 15 and I went to serve the father and realized he was in his thirties, but nobody in my agency had done anything about that until I came along and raised a lot of flags and I wanted him charged and it had become so normalized in that community ... she was raped at 15, she's not consensual, she is FASD affected, in no way was she 15 mentally. It's become so normalized in some societies ... so we need to start putting our foot down as a society and saying, 'NO'."

REPLACE THE SEX WAR DEBATE WITH UNDERSTANDING AND A CONTINUUM OF CHOICE

"Sex work advocacy mixed up with combating sexual exploitation has polarized the conversation in our culture and polarized these two issues, placing them in opposition of each other and created competition when instead this should be viewed as a continuum of choice, and not that only one or the other is legitimate."

ONE YOUTH AT STRONGHEARTS CRISIS STABILIZATION UNIT TOLD STAFF

"It's like now I get a break, like I used to dream about going to jail so I get to eat three times a day, sleep without being raped."

CO-OCCURRING PHENOMENA ARE NOT REFLECTED IN TRAINING AND SPECIALIZED PLACEMENT RESOURCES

"I don't think I've ever had a girl [who is] high risk who uses substances that I'm not also concerned about her cognitive level ... all the resources I find are very focused under one lens ... they need to be focusing on all of the co-occurring issues that are happening with all of the youth ... because, as we know, addictions, cognitive delays, mental health ... they all go hand-in-hand with exploitation, so you can't just treat one thing and expect the other three to go away. They all need to be worked through."

"I'd be more curious as a worker to see what we could try to tie into treatments for somebody who has been diagnosed with FASD, as well as someone who is being sexually exploited, and um maybe having an addiction problem as well."

CASE STUDY #6: STRONG HEARTS CRISIS STABILIZATION UNIT FOR HIGH RISK VICTIMS

The same youth who are chronically missing from their placements are self-admitting into Project Neecheewam's secure crisis stabilization unit.

YOUTH SELF-ADMIT BECAUSE:

They feel safe, they feel like people care ... I think when kids are sexually exploited they need the same ingredients like water, sun, that plants do – those things, and we ... provide those things and give them that non-judgmental support, a lot of my staff do that really well, a lot of people do that really well ... And I think a lot of these exploited youth are in the child welfare system, we can build them back there, that program building families, we can get them back there I think we can do it ... You have to remember that with that – that attachment piece with youth too that **the biggest success is that building relationship. Like if a kid calls you to tell you that she's running away or she knocks on your door when she's in the middle of doing that, right? That's huge, right, because that's where our influence is and our influence is relationship, it's not in services, it's not in therapy. You know it's in relationship ...** it's important to be able to open that door again and have that consistency and relationship.

On average, a youth is self-admitting to Project Neecheewam's High Risk Crisis Stabilization Unit ONCE A WEEK.

"The world is changed by your example, not by your opinion."

Paulo Coelho

BEST PRACTICES ON THE TREATMENT SIDE ARE UNCLEAR

"In terms of the information that we need, I think it's about best practice in group care and best practice across what is going on, and how people are combating this? ... What are people doing that's successful ... what actually has shown success for exploited youth or addictions? So, I care more about the treatment side than I would about the correlation side, because I feel like we've already established correlation."

TRAUMA PREVENTION BY THE SYSTEM IS NEEDED

"We're dealing with people's hearts ... A lot of what we try to do is damage control, trying to help them understand the system."

HEARING AND LEARNING FROM THE KIDS THEMSELVES IS IMPORTANT

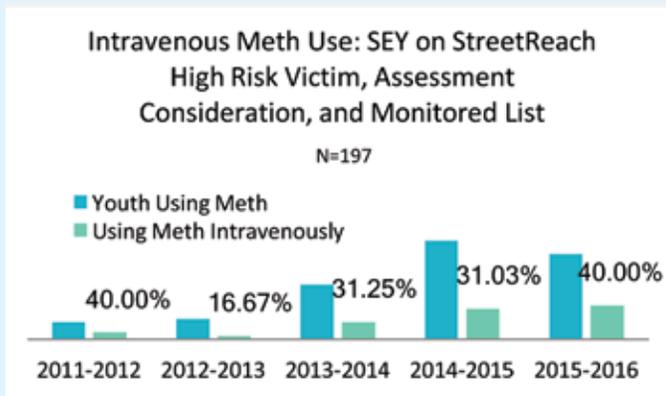
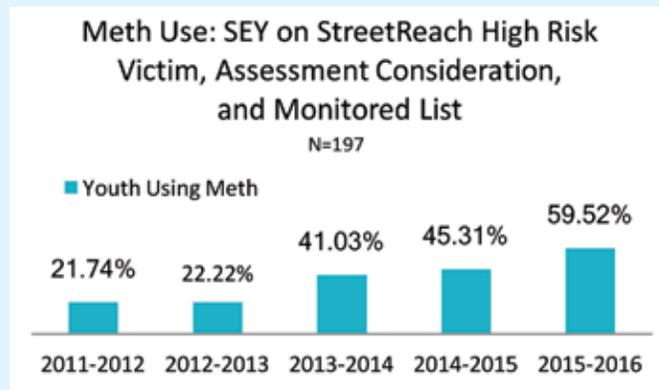
"I think hearing from the kids themselves, I know kids in care are very hard to do research on for good reasons um, but I think hearing from them, kind of what their experiences have been and what they feel they need to heal and to move forward and what services would've helped them in that situation and what that looks like, I think that is the most valuable um research."

METHAMPHETAMINE INFORMATION FROM A SURVIVOR:

"With the use of meth, I don't know if any of you know that meth has been around for over 40 years, we were using it back in the sixties and early seventies, and it's come back and it's dirtier than it ever was. One of the things I realized while I was in my addiction the last couple of years is the number of young people that are injecting versus smoking. And when you come to treatment centres, a lot of staff aren't knowledgeable on meth, you know, and how to deal with it and we see the numbers. ... I've seen myself ... and [...] over 100 now in the last year, so how come we're not getting better results than that, to help people get away from that addiction?"

CASE STUDY #7: METHAMPHETAMINE USE BY SEXUALLY EXPLOITED YOUTH

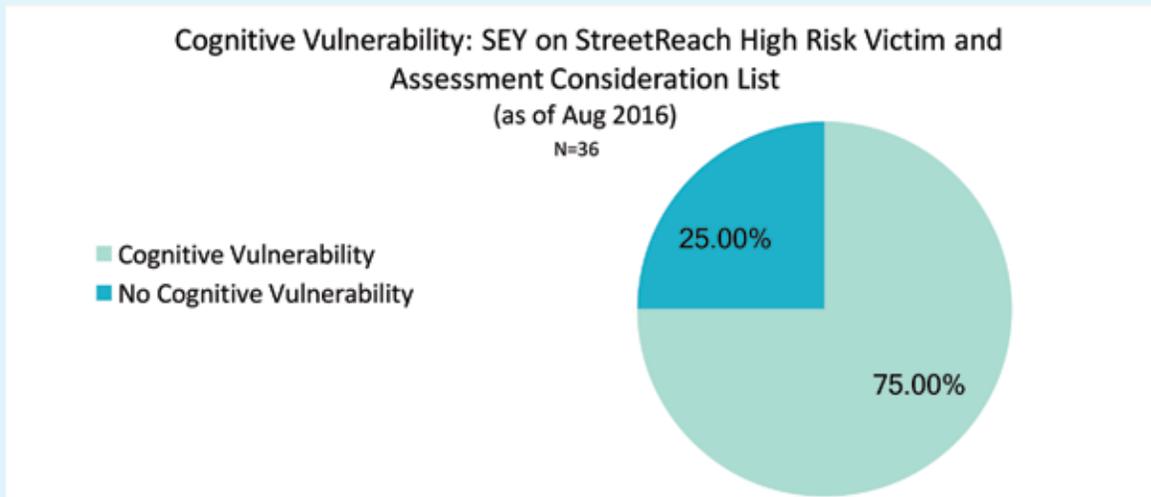
The data below shows that methamphetamine (meth) use is increasing among sexually exploited, high risk youth. It is important that those providing services to this demographic acknowledge the unique challenges that accompany meth use (e.g., withdrawal symptoms for up to 90 days, altered personality, exacerbation of pre-existing mental illness(es), drug-related psychosis, and the risk of permanent brain damage, etc.)*



*For more information, see Department of Justice, "Methamphetamine Report for Federal-Provincial-Territorial Ministers Responsible for Justice," July 2007, www.justice.gc.ca/eng/rp-pr/other-autre/meth/p3.html (consulted April 26, 2017) and Canadian Centre on Substance Abuse, "Fact Sheet: Methamphetamine," www.ccsa.ca/Resource%20Library/ccsa-011134-2005.pdf (consulted April 26, 2017).

CASE STUDY #8: COGNITIVE VULNERABILITY OF SEY

"...they're the brain domains that are impacted so ... the lack of control over impulses. They're just vulnerable, they don't know how to say no, no stranger danger, those sorts of things, functioning issues, **they're perfect victims, right?**"



Early research identifies cognitive vulnerability and sexual exploitation paired with lack of attachment to family, identity, and spirituality as significant co-occurring factors. When attachment to family, identity and spirituality are absent, women, girls, boys and men are more vulnerable.

ADDICTIONS ARE EMERGING AS AN EPIDEMIC

"Manitoba seriously needs to consider, given sort of the epidemic of the meth use and all that sort of stuff ... what do we have in terms of treatment?"

ADDICTION TREATMENT – A WEAKNESS IN MANITOBA

"I would also say more research on kind of the youth addictions side of things and best practices on that because that's something we're hugely lacking in this province, is addiction services for adults and for youth because ... **I have workers who have youth who are very addicted and there's nothing**, so that's a huge gap that we see, so if we're looking at what's working in terms of other provinces in terms of facilities, if they're involuntary lockdown and what that looks like, what kind of progress they're making in that area would be extremely helpful."

CFS, EDUCATION AND JUSTICE SYSTEM OUTCOMES FOR THESE KIDS APPEAR TO BE POOR

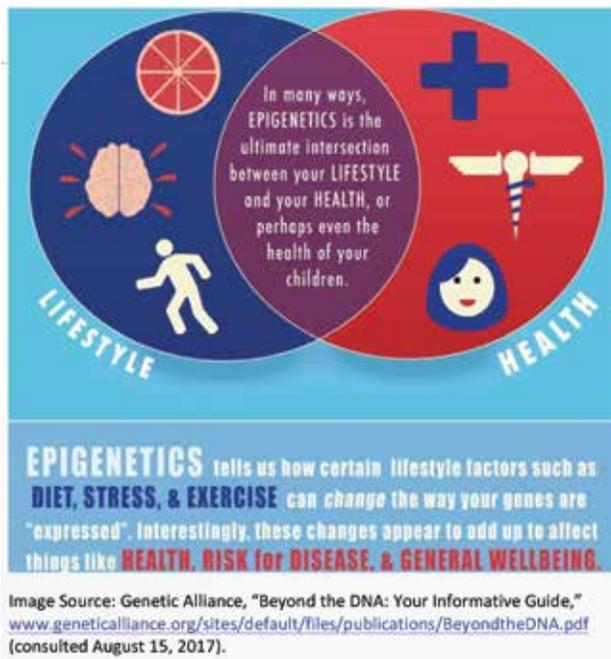
"We have this "no fail" system now, but ... what education are they actually getting to have successes, to have opportunities? I want to know how many of those kids are in care ... that are ending up in the Manitoba Youth Centre, what their education outcomes are? I want to know if these kids, is the system providing support to these children?"

RURAL EXPLOITATION IS TAKING PLACE

"I think we'd be quite naive to believe that sexual exploitation isn't happening in small communities."⁵⁵

CASE STUDY #9: EPIGENETICS

Epigenetics is an exciting new field of research that enhances our understanding of how genetics play a significant potential factor in issues having an impact on vulnerable populations, including sexually exploited and trafficked Manitobans. For example, early findings suggest that trauma can be inherited and passed down at the DNA level. This is particularly relevant to individuals who have experienced intergenerational trauma, including children of parents who experienced abuse, newcomers, and Indigenous populations who continue to experience trauma as a result of colonial practices. For more information on this growing field of research, see the sources cited in the endnotes and bibliography.⁵⁶



SECTION SEVEN: STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Focus group participants participated in a SWOT Analysis exercise, during which they identified the following strengths, weaknesses, opportunities and threats related to the strategy.

STRENGTHS



WEAKNESSES

“Children’s rights may end up killing them.”

A SECURE FACILITY IS URGENTLY NEEDED

“I think if we’re being really honest with ourselves as service providers, we all know of children who have died. Because we don’t have these secure placements, we’ve literally lost kids and I don’t think anybody’s willing to say that.”

“I’m thinking of one teenage girl that ... the minute she goes out, she wants to get high and she calls up the men that give her money and stuff and then we’ll take a statement from her, but we have nothing for her, we have no support for her, so she goes right back out and does what she has to do.”

“It’s not that we’re locking kids up for the sake of locking them up ... it’s for treatment and because they need that support. One of the adages we always use is that you know we’ve heard it again and again and again “we don’t want to restrain kids,” well you put a seat belt on your child for their own safety, how many times do kids kick and scream when you try to put them in their car seats, but you gotta put them in there, right? So, it’s like you have to look at the bigger picture and recognize that we’re one of the only provinces and places in the world that doesn’t do this. You know, we deal with experts around the world on this issue and they cannot believe that we don’t have a secure treatment facility.”

“It can be controversial locking kids up, but I think with the addictions piece that the physical addiction is so strong you can’t always convince a kid that this where they should be or that this is where they’ll do best ... the addiction piece, it could be whatever else is out there that is just pulling them back out and sometimes kids just don’t make the best decisions for themselves and they need other people or adults or places to kind of take that option away from them to take full control.”

MORE STREETREACH SERVICES ARE NEEDED FOR SEXUALLY EXPLOITED CHILDREN AND YOUTH

"If a youth is on the consideration list of StreetReach or even a high risk youth, but they're not up to the point of qualifying for an actual SEY placement ... they need to stabilize before we can look at a youth foster home, right, because there are other youth who are more stable who deserve the spot more, but then ... it's like chicken or the egg, it's like how do you stabilize somebody without a stable, kind, caring environment ... it's very frustrating."

Participants stressed the need to expand StreetReach services.

SERVICE PROVIDERS DON'T GET IT

"When we look at the services, when we look at the help, experiential services, as well like say [the Addictions Foundation of Manitoba], and like hospitals and just everyone that interacts, it's just that they – they're missing training you know, women are getting kicked out of addictions treatment because of their sexualized behaviour, well hello ... there's just so much that's happening that shouldn't be happening and they're not getting what they need."

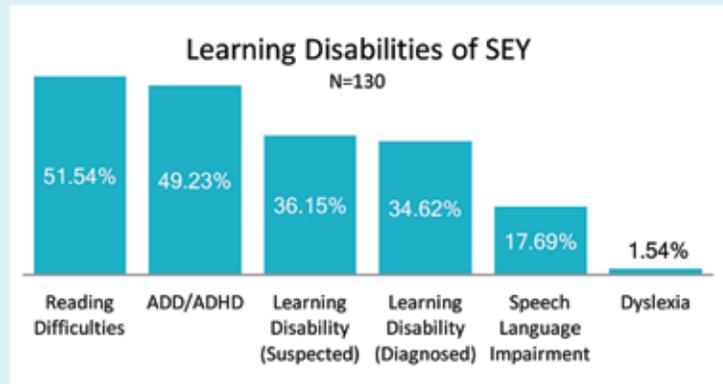
YOUTH PRACTITIONER WAGES ARE TOO LOW

"It's a tough job and we're working with a lot of kids and a lot of issues, and often, our casual staff are working at McDonalds and at gas stations for almost the same amount of pay ... We're undervaluing our youth by doing that, as well, we're undervaluing our women."

Learning Disabilities of SEY

Out of 130 SEY, 248 different **learning disability** entries were identified and listed. On average, each SEY with a learning disability had two co-occurring learning disabilities.

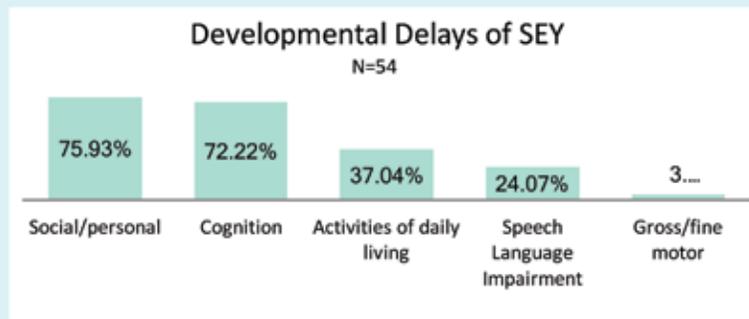
- 67 had **reading difficulties**
- 64 had **ADD/ADHD**
- 47 had **learning disabilities (suspected)**
- 45 had **learning disabilities (diagnosed)**
- 23 had **speech language impairments**
- 2 had **dyslexia**



Developmental Delays of SEY

Out of 54 SEY, 102 different **developmental delay** entries were identified and listed. On average, each SEY with developmental delays had two co-occurring developmental delays.

- 41 youth had impairments related to **social/personal functioning**
- 39 youth had impairments related to **cognition**
- 20 youth had impairments related to **activities of daily living**
- 13 youth had a **speech language impairment**
- 2 youth had **gross/fine motor delays**



THERE IS A CONNECTION BETWEEN MISSING AND MURDERED INDIGENOUS WOMEN AND GIRLS AND EXPLOITATION AND TRAFFICKING

“Exploited girls are the next to be missing and murdered. They go hand-in-hand, although it’s a sensitive issue, because you don’t want to say everyone who’s missing is exploited.”

LIABILITY ISSUES GET IN THE WAY

“We’re in a liability-based system where everybody’s trying to shift the responsibility onto someone else.”

“I had an experience with a youth that was at court and the judge was pointing fingers at the child welfare system, so it is almost like a war of liabilities of who’s dealing with what, so I think that’s definitely a weakness we all need to be working together.”

“I have the perfect example ... yesterday a girl returns and she’s definitely coming off the drugs so let’s take her, you know, to the place where she can detox. No, well “we won’t take her until she’s medically cleared.” Well, then you go to the hospital and you sit there for hours and by the time they medically cleared her she was already off, so then the place won’t take her because she’s not coming down off drugs anymore. And [Child and Adolescent Health PY1] won’t take her and then it just comes back to that frontline placement, you’re getting paid, it’s your job and I think another weakness is although we have a lot of people that are very dedicated and committed to that frontline work, I look at the things that we’re dealing with – with these kids and know the issues that they face, how well trained and how well paid are these people? So those are two big weaknesses there, a lack of training, a lack of sort of commitment to this being a profession, and paying people professional wages.”

MORE RESOURCES FOR A FAMILY APPROACH ARE NEEDED

“I think another [weakness] is the lack of resources in the work we do ... with families and you know ... the expectation is there, but the time to be able to do it, the resources to be able to do it ... I know a lot of people that feel like they end up working more for the family, like they become like the social worker for the family ... because we take kids, you know, take them from their family. We’re expected to do that piece, but where’s all the work coming for the family? ... The family needs that work and that time and commitment too.”

EARLIER PREVENTION IS KEY

“Kids are not identified until they are potentially already entrenched. There needs to be a way of tracking concerning identifiers earlier on, build partnerships.”

OPPORTUNITIES

SECURE FACILITIES AND LONGER PROGRAMMING COULD SAVE LIVES

“More locked facilities ... girls are literally almost on their death beds from the addictions piece being so entrenched and their safety is at risk, having nowhere for them to go ... But there has to be, I think there’s a huge gap missing in locked facilities. Because you’re in a facility where all the structure is provided and really your opportunity to use or get into harmful situations is beyond your reach, so some kids do really well there, they enjoy being there, and that’s helping. It’s like ‘bang, now you’re out’.”

“The programming is short, like seven days in [the Youth Addiction Stabilization Unit]. Really? What can you get out of that?”

“They need longer – longer services, cause the addictions have changed, cause meth ... it’d be nice to have something for at least 90 days [for the period of proper withdrawal].”

“You need to keep them safe long enough to even have that detoxing stage or opportunities ... for minds that change.”

“Another thing that I’ve heard for ... homes and locked facilities is that we are – **we are grooming children for an institutional lifestyle** ... because um, because when they go into jail it’s very similar, all their friends are there, it’s the same kind of process, routine structure. That needs to change and that’s kind of what I mean when I say less punitive so that there is a difference when they go to jail, so there’s a ‘I don’t like this’.”

MORE SUPPORTS ARE NEEDED AT THE CRISIS STABILIZATION UNIT FOR SEXUALLY EXPLOITED OR TRAFFICKED YOUTH

“There are girls that are self-admitting cause they’re like ‘I need a time out, I need to refresh, recharge’, you know, it’s handy that way, but I would definitely say more services while they’re in there, you know expanding on that.”

“It definitely needs to happen just because you know the [Crisis Stabilization Unit] is for the girls that are exploited, right? It’s for [High Risk Victim (HRV)] girls and they need to definitely have some programming going on in there, cause literally you know even when they are knocking on the door because they want to feel safe and have somewhere to sleep, um but um coming out of there they’re like I was just sitting in the basement ... it’s boring.”

PUT EMPHASIS ON WILLINGNESS TO COLLABORATE AND WORK TOGETHER

“Right now, judgement, philosophy, people’s agendas and politics are getting in the way of serving this population. So collaboration, a willingness to work together is KEY.”

PREVENTION AND FAMILY CENTRED PROGRAMS REDUCE SEXUAL EXPLOITATION

“One opportunity is we know what could be done to reduce victims’ vulnerability, like reduce poverty, improve opportunities for education and employment ... don’t take the child out of the family, take the offender out of the family if at all possible ... create family-centered programs where we have – you know – places within our organization for our entire family to come and live and receive the exact same resources as the child might receive, but you have everybody there doing it together.”

CREATE PROGRAMS FOR KIDS WHO ARE NOT IN CARE, SO THEY DO NOT NEED TO COME INTO CARE TO GET HELP

“Make programs for kids who aren’t in care. Why should a child have to come into care that’s exploited? There should be programs for those parents.”

THREATS

CURRENT LOSS OF PLACEMENT REGULATIONS LEAD TO TRAUMA

“That’s a really big thing for kids to go through. They’re incarcerated, or they’re in treatment or they’re in YASU ... want to go to treatment, but they don’t want to lose their placement ... I’ve had many conversations with ... kids that, you know, let’s get you out to Compass or a treatment facility and they’re like ‘It’s so long, and I want to keep my bed’, and you can’t even tell them they’ll get to keep their bed. [Emotional].”

LOSING GOOD STAFF IS AN ONGOING CONCERN

“I work for a non-profit. I’m not there for my pay cheque, obviously.”

“The money is a big thing because I think even in our ... social services profession, um so many of the positions that are considered extremely hard are considered entry level positions ... you’re looking at our group home staff and our caseload workers and they’re very under paid. Um, and that’s why you get group home staff that don’t speak English, like you wonder why these kids run away? Like you have group home

staff that aren't compensated for the very, very difficult work that they do. Often those people are spending the most time with our kids, and they're getting paid the least. And I think it's some invaluable work."⁵⁷

"The Child Protection Branch [now known as the Child and Family Services Division] needs to hold organizations more accountable. Politics has interfered with people's ability to actually worry about the kids and go do child protection, so the branch is supposed to ensure that all the agencies and people are doing what they are supposed to be doing to protect children [not] getting caught up in the politics, and not protecting our children."

CONFLICT AND COMPETITION BETWEEN ORGANIZATIONS WASTES TIME AND RESOURCES

"Well, we all need to work together; we're all on the same team, right? So, when our ego gets in the way and it becomes about us and not about what we're trying to do, once we're distracted, I think so much of our time in the organization is eaten up by 'us versus them' or this idea versus this idea....How many person hours are wasted in that every week? What are we modeling to ... the kids that we're working with, right? Like, if I have a kid that has a relationship with agency A and agency B, but agency A and B are in conflict, now the child's loyalties are divided, there's confusion. You're keeping secrets and this is supposed to be safe and healthy and it's not anymore."

"We need to be on the same page for the youth."

WORKERS ARE FRUSTRATED

"When we're looking at all these issues and we look at workers who burn out or decide maybe this isn't their career, I think that this can tie into it because, as a worker, you're working so hard to get somebody connected to a resource because you can see that maybe they are being exploited or they have an addiction, and there's nothing really that you can access. I think that's one of the most frustrating things about being a worker, is sometimes you want something to happen, but that thing [resources] might not exist."

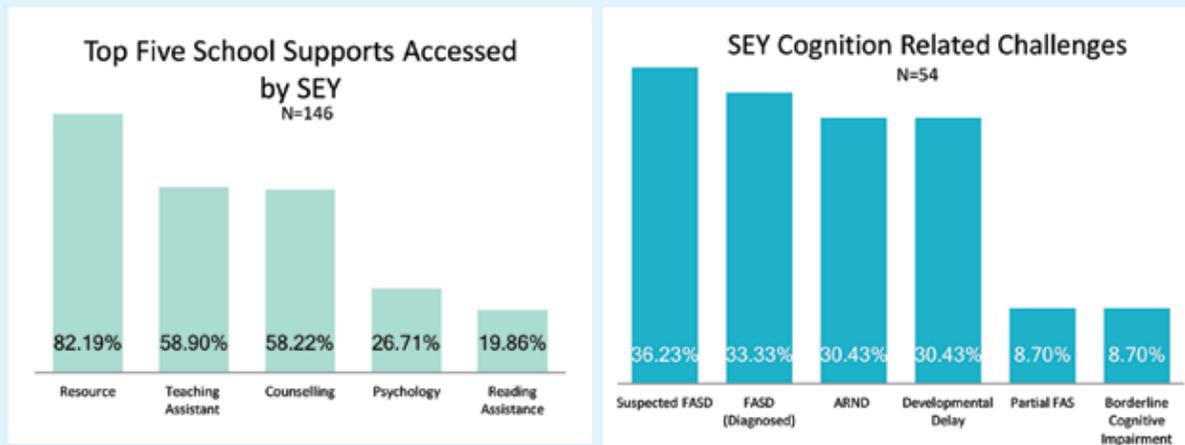
DIFFICULTY SHARING INFORMATION LEADS TO KIDS FALLING THROUGH THE CRACKS

"There are times when we're sharing information with other collaterals and not with everybody, so we're picking and choosing who information is going to ... who is providing resources and that's how we have kids who fall through the cracks and that's how we have unfortunately kids who lose their lives or become seriously injured or harmed."

One key area where sharing of information is needed is with schools and educators, so that SEY can get the supports they need. Manitoba's legislation, The Protecting Children (Information Sharing) Act, can help accommodate this sharing of information.⁵⁸

This data is based on SEY for which school support and cognition challenge-related information were reported in CFSIS.

For 146 SEY, 389 different school supports were identified and listed. On average, each SEY had accessed approximately three different school supports over a five-year period. For 54 SEY, 69 different cognition-related challenges were identified and listed, indicating that some youth had co-occurring challenges.



MORE TRANSITION PLANNING IS NEEDED

“They’re being forced out of care by the agency, as opposed to having a proper transition plan, even though they’re still engaged in exploitation and addictions. Especially these kids, they’re a liability to agencies.”

“I think the time it takes for transitions, like I think of [Community Living DisABILITY Services], which I think is a great program, but the referrals have to be in two years before when the kids’ 16 [years of age] so funding can be there when they’re 18, but with workers’ high caseloads, it doesn’t always happen. You have kids who will refuse to participate in assessments, so they’re not able to even make some of those referrals. [That’s] a huge gap.”

“[Transition planning] was the problem 40 years ago when I went out of care. They gave me a cheque for \$360 and said goodbye. Today these kids are uh leaving care with no skills – no skills whatsoever. How do I pay rent? How can I do that and how can I do this, and how do I apply for a job?”

THE GARBAGE BAG PROGRAM – MOVING FROM PLACEMENT TO PLACEMENT IS TRAUMATIC

“I plop you in a house and I just drive away, and I come see you once a month because you’re on my case load so, um, you know ... and that breaks down. I’m going to plop you in another house and I’m going to drop you off at the next place, and um one of the things that I was reading about, it’s a program I think it’s called the ... “Black Bag” program ... **Children being moved place to place with garbage bags, that’s their lives.**”

“I remember the garbage bag.”⁵⁹

Survivor

GO BACK TO WHAT TRACIA OWEN, WHOSE NAME IS IN THE STRAGEY, NEEDED: A ONE-ON-ONE MENTOR

"I remember being involved in Tracia's case and she died, and what would have Tracia wanted? Let's go back to Tracia that's what this is all about, right? ... The young girl that committed suicide and was sexually exploited ... What did Tracia need that she didn't get, that the system failed? ... I like that one-on-one thing ... a one-on-one [mentor] and that was probably the only place I didn't get in trouble that I respected because it was a person that really actually did care and they were very good at matching."

CONSIDER KIDS WHO ARE NOT IN CARE WHO LIVE AT HOME AT 25 YEARS OF AGE VS. THOSE IN CFS CARE WHO TRANSITION OUT OF CARE AT 18 YEARS OF AGE

"You're out when you're 18 and you're 16 and um oh you want to live on your own, okay and that's it and we have ... children who tend to leave – live in our homes, our children and they stick around for 25 years. What does this child need and how are we going to support this child? And that's the you know – creating low barrier services because let's face it, 16-year-olds, 17-year-olds, 18-year-olds aren't very patient. Right? ... You're not ready ... And we're not really going to ask you what you want by the way ... so you sit in front of the front desk with your garbage bag ... It doesn't change from that day [at 18 years of age] to the next."

SECTION EIGHT: WHAT TO DO BETTER OR DIFFERENTLY AT THE PROVINCIAL LEVEL

In response to the question, “What can we do better or differently at the provincial level?,” focus group participants emphasized the following themes:

ADDRESS THE DEMAND SIDE AND CREATE OFFENDER STRATEGIES

“Longer jail sentences for offenders ... it’s ridiculous that somebody who has a lot of weed gets a longer sentence than somebody who sexually offended 10 women.”

PUBLISH JOHN’S NAMES

“I don’t think there is a lot of support for families, like whether it’s the perpetrator or the victim, the focus is not on the people surrounding them, so ... I think that goes even towards publishing Johns’ names and the fear of the family, but I think there’s work that can be done there too, because keeping people in the dark also facilitates it to continue to happen ... it sends a message almost like it’s okay ... the kid that’s being victimized, is well they’re living the rest of their life with that, so why shouldn’t the criminals... right? There’s consequences for their actions, right? You’re an adult, you’re having sex with an underage youth. The consequence for having sex with these guys is huge.”

SUPPORT ADULTS WHO IDENTIFY AS EXPLOITED OR AS SEX WORKERS BY CHOICE

“The group of grown women that identify [as] sex workers, who think of it as their field of work and they’re adults and ... they feel like it’s the same as making a choice to be a dancer.”

WE NEED TO ADDRESS WHY YOUTH ARE RUNNING AND GOING MISSING FROM THEIR PLACEMENTS

“They’ll keep running, whether you report it or not.”

Changes to Make at the Provincial Level (as Identified by Focus Group Participants)

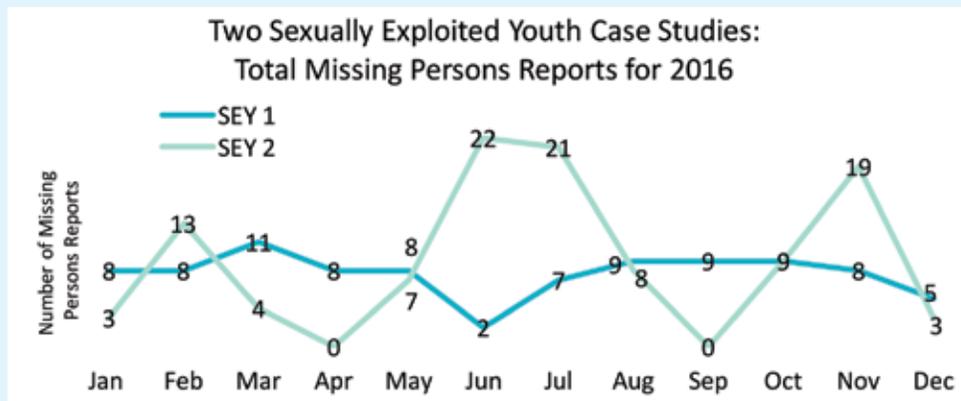
Reform human resources (those best suited for this work are overlooked)	11.64%
Placements and resources don't match needs of SEY (not preventative, and staff underpaid and unequipped)	10.71%
More support, networking, resources, and sharing of information in rural regions/areas outside Winnipeg	10.64%
Support needed for adults in sex trades and post 18, including those who identify as exploited and as sex workers (irrespective of sex war debate positions)	10.64%
Better government accountability of agencies and resources doing work in this area	7.84%
Need to think outside the box, be more intentional, and create solutions	7.82%
Need for strong provincial government leadership and to work together to improve capacity and avoid duplication of services	7.71%
Improve response to offenders and reduce demand	6.67%
Restorative justice focus and supports for victims, families, and offenders	6.19%
More awareness, training, education, and increased understanding of, and work under, the strategy	3.65%
Survivor and experiential-led services	2.95%
Action is not being taken for political reasons and patriarchy (e.g., the boys' club)	2.20%
Expand StreetReach – would like a StreetReach staff member at each placement to help prevent youth from leaving and running	2.20%
Need to address why youth are running and going missing	1.93%
More information in school and university education on this topic	1.34%
Children's advocate – advocacy for SEY and Jordan's Principle	1.31%
Better mentorship of workers is needed	0.99%
More funding for sustainable programming and results	0.93%
Reducing and removing hoops people have to jump through	0.82%
More work with First Nations communities	0.70%
Need support and understanding for victims who turn into predators	0.40%
Getting youth involved/engaged	0.31%
Involuntary addictions treatment	0.24%
Need more research and consultation	0.17%

“Figuring out why one child will be [on the run] 65 days out of 80 in a placement and moves to another placement and stays there and stabilizes and won’t be missing more than two times in a month. Like, what is happening from the home that they came from that they weren’t able to stabilize when it was specialized?”

“If I was responsible to report someone missing and I wasn’t, I would be in trouble ... and I know certain kids aren’t being reported missing and I know this is happening in our system, but I feel like nothing is being done because it continues to happen ... If I did something like that, I’d probably get in big trouble and it wouldn’t continue.”

CASE STUDY #10: MISSING YOUTH — A FORM OF YOUTH HOMELESSNESS

A link exists between number of placements and future homelessness.*



Many exploited youth experience youth homelessness due to chronic running away. The SEY 1 and SEY 2 case studies above highlight the current housing instability for sexually exploited youth.

SEY 1

This youth was missing for 92 (37 per cent) of 251 days in 2016. During this time period, this youth was 13 or 14 years old. This youth self-disclosed that she was exploited since she was 11 years old. This youth was using drugs daily and intravenously, and did not attend school in 2016, due to the youth’s addictions and chronic absconding. This youth is a permanent ward, and had seven placements from 2014 to 2016. This youth had two placement breakdowns in 2016. Both placements broke down due to placements being unable to meet the child’s needs. The second placement breakdown was also due to system conflict. In total, 15 co-occurring placement risks were identified for this youth: aggressive, attachment issues, behavioural issues, criminal activity - charged, emotional abuse, emotional issues, FASD - suspected, medication - prescribed, mental health - diagnosed, neglect, self-harming, suicidal, unplanned absence (AWOL), and violent.

SEY 2

This youth was missing for 109 (43 per cent) of 251 days in 2016. During this time period, this youth was 15 or 16 years old. This youth is a permanent ward, and has had 16 different placements from 2011 to 2016. This youth lost their placement in 2016, due to chronic running away. In total, seven co-occurring placement risks were identified for this youth: aggressive, attachment issues, behavioural issues, emotional issues, physically assaultive, sexual exploitation and unplanned absence (AWOL).

*For more information on the link between the child welfare system and homelessness, see, for example, Jordan Press, “New study suggests link between foster care system and youth homelessness,” (Canadian Press: 2017), <http://thechronicleherald.ca/canada/1493181-new-study-suggests-link-between-foster-care-system-and-youth-homelessness> (consulted August 14, 2017).

MORE GOVERNMENT ACCOUNTABILITY IS NECESSARY

"The government needs to hold people accountable. People that are supposed to be doing this work and aren't ... like people that are dropping the ball, right, and not keeping kids safe, reporting kids missing I think and care providers ... holding people accountable and holding agencies accountable."

"There's such a lack of accountability on the systems that are involved with these kids."

"I think we need to be really careful [in] moving forward ... that we don't just put in more checklists or more structures because I don't think that's the answer. I think all of us working in this field can say people working in this field go into it with pretty altruistic reasons, people want to help, but I think we need to arm them with the education and the training and the support they need to fulfill the accountability piece ... It needs to be sandwiched from both sides that we can't just jam these checklists down people's throats and just say, you know, you have to fill out these check lists. They're just going to check the boxes and not give a shit, but if you actually, you know, arm people, and, you know, give them the confidence and ... being proud of their job I think it will go a lot further on their accountability to their youth."

"Workers ... aren't fulfilling their responsibilities to their kids and their families ... and in terms of case planning, age of majority planning, their monthly face-to-face requirements, you know, it's their rules it's their job, that they're supposed to be doing, but time and time again, notes, the expectations just aren't being met, and uh, why is that? And who's following up with that? And what's happening?"

AVOID DUPLICATION

"You don't want to tell one organization that oh these people are doing it too and they're fighting for their funding dollars, but when I look I know there are three or four that do similar things ... there should be some sort of ... not get rid of staff, but combine them, so they're not doing the same thing."

THINK OUTSIDE THE BOX

"A lot of people have never been encouraged to think outside of the box ... get creative, how are we going to solve the problem? How are we going to use the legislation and the laws to our advantage, rather than being harmed by them?"

"We keep dumping all this money ... into social workers, into foster parents, and then we wonder, the parents aren't helping themselves, they're not healing, they're still in their addiction and the kids are suffering. At some point in time and it may not be in my lifetime, but hopefully it'll come about, that we stop investing money into programs that separate. Let's invest money into families so that our families become strong. I mean Manitoba is a beautiful province, you know I've called it home all my life ... And when I see the numbers of kids that are in care and kids that are being exploited that hurts because we haven't moved forward that much in 50 years from when I was in care. So what are we doing?"

THE TRACIA'S TRUST STRATEGY NEEDS REJUVENATION

"It would be good for this department to take leadership again and get the other departments involved because [the strategy] needs a rejuvenation."

MORE SUPPORTS FOR REGIONAL TEAMS ARE NEEDED

"It's even more than just a trip, right? I think it's the connection and networking and relationship building and you know ... everyone is so unique ... there's opportunity for sure going forward ... creating a really equitable voice in our province."

SUPPORTS ARE NEEDED FOR ADULTS

"More funding ... **It's great that these youth have all these programs and services available. But what happens when they age out and turn into adults?** ... there's no services or we can't provide anything because we don't have anything. There's no room to [help] kids exploited when they're 18, they don't want

to be in care, right? A lot of them say, "I can't wait till I'm 18, I'm out of here," well, where are they going to go? There's no transitional planning for them. We need that bridging, that gap with the other services we can meet before they turn 18."

"It is a lot of money and stuff, but, at the same time, they're clearly not emotionally, cognitively, mentally ... ready to be an adult and they need the supports."

REFORM EXISTING SPECIALIZED PLACEMENTS TO MATCH THE NEEDS OF THE POPULATION

"More placement options to work with the population in smaller groups, because I mean I look at some of the programs I oversee, you know, we do amazing work, but, you know, it's really hard sometimes to do that amazing work with six girls who all have some of the same or different, bigger challenges ... and vulnerabilities. I mean you really have to adapt and also like the number of, you know, funding dollars we get for staffing, you know, six really high-risk vulnerable girls for two staff? That's crazy".

"They often have girls there that are entrenched or more involved than the preventative ones right, so it definitely mixes and it adds that different risk level ... they'll know each other anyways, but at the same time living with somebody 24/7 is a lot different than passing them or a worker dropping them off."

"At the same time, they say 'Well you, I go do whatever I want, they don't really care about me,' so there is that piece of it. They want somebody to stop them ... but legally were not allowed to, right? So it's like legally we're not allowed to stop them ... **If it was my kid I'd be like 'Hell no!' and be grabbing them."**

"It's exhausting, I think that because the kids, as we've established, are very smart and they know their rights, they know that they can leave and they don't have to come back until whatever time and that their social worker's not going to do anything about it and that you can't do anything about it, like I mean you know not matching needs, etc."

SUPPORT SURVIVOR-LED AND EXPERIENTIAL EXPERTS WITH DIVERSE PERSPECTIVES

"You can read all the books you want, you can look at all the videos you want, people who've lived it know exactly what they're talking about, and those are the ones the kids are going to listen to."

GENDER-BASED POWER AND CONTROL IS A THREAT TO DEALING WITH THE LARGER ISSUE OF EXPLOITATION

"I've got a gender-based issue that we need to name, and it is a threat in dealing with the larger issue or a threat to the smaller issue of exploitation. It's gender based power and control and political role models, rooted in patriarchy ... you know white privilege and patriarchy ... It's the big boys' club."

Excerpts from the Manitoba Nov. 21, 2017 Throne speech;

We will engage and work with communities, experts and service providers, to support innovative solutions and better care, best practices, better outcomes, and better integration of programs. We will reduce the number of children in care and achieve better outcomes for children and youth.

Working with Indigenous partners, child welfare and community organizations, our government will introduce fundamental reforms to the legislation governing Manitoba's child welfare system. This will entail more community-driven prevention, more funding for results, more lifelong connections through reunification and permanence and fewer children and youth in care.

SECTION NINE: SOCIAL MEDIA

In response to the question, "Social media has its problems and opportunities. What do you see as the strengths and weaknesses in this area?," focus group participants emphasized the following themes.

PROBLEMS AND CHALLENGES

THERE ARE NO PROTOCOLS OR BOUNDARIES THAT ARE CLEAR FOR WORKERS WHEN USING SOCIAL MEDIA AND TECHNOLOGY

"To connect with kids and I think the thing is people are either afraid of it or afraid of getting in trouble, or they're blindly aware or blindly unaware that it is a risk to contact youth, so I think that it's all about transparency within organizations ... We should be using all the tools we have to connect with our kids so long as it is transparent in our organization's policies and procedures ... We have caseworker accounts, but it's well known that that's how we're connecting, so using those opportunities and I think we see the same thing in terms of being able to connect and knowing youth are okay at least, whereas 10 years ago they would have been totally off the radar, nobody knew where they were, whereas now we know that they posted this photo, we know that they added that friend, we know that this is going on, so it's almost like putting your finger on the pulse of what's going on with that youth because if there's total silence, that's far more concerning than if they're [on the run] and posting."

ONLINE PICTURES CAN HAVE ENDURING CONSEQUENCES

"While social media can be an incredible tool to get the information out there, um it's also so easy to lose control over a child's information, um, you know, when you think these kids especially are chronic missing kids, their info is all over the Internet and that's really, really difficult for them when down the road they wanna be able to get a job or do other things with their life, their information's out there."

SOCIAL MEDIA HAS CHALLENGING PROS AND CONS

"I find it difficult, you know, working with this population because I think, you know, your first instinct is to take away much of that access ... 'No, you can't have a phone, you can't have a Facebook account, you can't have Instagram, no you can't go out on your own, you need to go with staff,' but then you sort of look at well that's the world that they live in when they're exploited, having that control, having everything taken away. So that's difficult and for the longest time at one our homes we didn't have a computer for the girls because it was broken and when we got it back, I mean this could really mean nothing, but that was when a lot of girls started taking off again, and even though we stand there and monitor, they're quick. You look away for a second and they're doing a quick message, or whatever, so I find it so difficult ... and I don't want

Problems and Challenges with Social Media

No provincial protocols for social media usage (e.g., for workers, direct service workers, etc.)	23.81%
Provides anonymity and easy access to vulnerable youth	16.71%
Need to learn how to manage technology (e.g., online pictures, privacy, and sensitive information there forever/you can lose control of the messaging and info)	13.27%
Need for an entire social media team for this work	13.10%
Can put children, adults, and youth at risk (e.g., Facebook without private settings or parents posting inappropriate things)	7.78%
Technology soon gets obsolete, is tricky (e.g., Snapchat gone in 10 seconds), or moves to another trend or new site for offenders	7.27%
Indoor and underground – hidden exploitation	5.99%
Challenges in getting websites and apps to take photos down (photos used to facilitate child exploitation)	2.54%
Takes away the human sharing and face-to-face interactions	2.15%
Bullying and online shaming	2.14%
Online drug dealing and exploitation by drug addicts	1.85%
Tech normalizes exploitation and other things like cheating online and glamorizes the sex trades	1.64%
Youth seeking attention online	1.08%
Need more training in this area	0.38%
Facilitates sexting and child porn	0.28%

my values to be what comes out of it, you know, if it was your own kids I'd be like 'yup take it all away,' but given the culture and stuff around that, you have to be careful."

TECHNOLOGY MAKES IT ANONYMOUS AND EASIER FOR OFFENDERS

"Makes it way too easy, uh so anonymous and I think that – that helps both the offenders to not feel as guilty about it because it's not as real to them and even **its almost as easy as ordering a pizza. You click on a website, you find what you're looking for, and then it shows up at your door.**"

OFFENDERS ADAPT AND IT'S HARD TO CATCH UP

"Then there's always a new site ... Because people figured out that law enforcement is on to them ... They find something else."

TECHNOLOGY SOON CHANGES OR ADAPTS

"They keep coming out with new apps like Snapchat. It erases after, things like that, cause every time we come up with good things with Facebook, the new one comes in, so it's always a constant battle to stay ahead of technology, and I know with our resources ... you know it's not enough."

THE HIDDEN, INVISIBLE NATURE OF SOCIAL MEDIA AND ONLINE TECHNOLOGY MAKES SOME PEOPLE MORE VULNERABLE

"Especially for the girls who like have some like cognitive disabilities too, they don't always necessarily realize they're being trafficked, they don't realize they're being asked to come to an unsafe situation. Unless there's someone who has access to their Facebook and can read their messages, they're going into very unsafe situations where they can be exploited, where they can like start being groomed right from the beginning, because they just don't have the capacity all the time to know."

Focus group participants identified the following opportunities to use social media to prevent sexual exploitation and sex trafficking:

THERE ARE POTENTIAL APPLICATION PROGRAMS FOR MOBILE DEVICES

"An online strategy, including an app on how to connect with services."

"I think a lot of kids have an iPod, or whatever, they don't have phone plans. They're not paying for a monthly plan. They're going store-to-store to access Wi-Fi. It has to be something that is over Wi-Fi, cause generally they're not using a phone and calling. They're using texting apps. **They text our cell phone at work – they text us.**"

"What kids don't want to talk about, they'll text it to me though like a whole book and being able to respond to them, even if they're sitting beside you, helps sometimes. That's just what kids do now, so we have to go into their world."

"I think just our agencies need to understand more that this is where kids are at. I think people who have been at it for a long time get stuck cause they don't want to learn the technology."

IT'S POSSIBLE TO REMOVE THE PICTURES IN MISSING ALERTS

"The kids missing alert system, we no longer send the [Portable Document Format] PDF or even send out electronic JPEGs or anything like that. It's all about the website. Every time a child is missing and we send out an alert as soon as a child is located, the website comes down and nobody can access the information. So, technology is really great, but we need to learn how to manage it."

SOCIAL MEDIA AND TECHNOLOGY CAN BE USEFUL FOR PROSECUTIONS

"We've found a lot of kids like that, yeah, and it allowed me to prosecute, it allowed me to get a protection order. He posted on her – he was messaging, they were messaging, my CIC and I took that in front of the judge and said 'Here's her Facebook, here he is' ... I got three or four protection orders."

Strengths and Opportunities with Social Media

Potential to educate and spread awareness to the masses	22.25%
A way to communicate with SEY, especially when missing (generally do not phone or have data plan, but SEY text workers and supports)	19.29%
Source of intelligence (e.g., for investigations, case management or locating missing youth)	13.47%
Potential to connect a hard-to-reach demographic to resources (e.g., reach people and build relationships)	10.65%
Get information to the masses quickly – get public interest	8.32%
Cybertip.ca (great tool for online reporting)	6.64%
Potential use for reporting to police and child welfare through a 24/7 website	5.93%
Potential to create an app specific to SEY to meet them where they are at	4.85%
Potential to create an online bad date list	3.67%
Media strategy with celebrities	2.17%
Potential for social workers to interact with supports and family members	1.59%
Opportunity to intervene with predators	1.17%

SECTION TEN: FINAL CONSIDERATIONS

In response to a final question, “What would you like to stress or add?”, focus group participants emphasized the following themes.

“When a front line youth care worker is making \$2 more than my son working at a bowling alley, that’s a problem.”

PREVENT RE-EXPLOITATION OF EXPERIENTIAL PEOPLE

“There’s this big push to put experiential people out front and centre and tell their story, you know, make the masses react and empathize and connect with a real person, and there isn’t a lot of follow up and support afterwards. I’ve seen it myself. I’ve experienced it myself and that’s something I’m really passionate about, people having appropriate supports, and appropriate after-care, in situations like where I’m seeing younger kids going and speaking in conferences and having absolute meltdowns and going and using all night after. That’s a problem ... there is a value from experiential people that you can’t learn from a book and you can’t learn from a job experience but ... don’t exploit them ... don’t further exploit them.”

CREATE A LOCKED SETTING

“I’m for a locked setting, absolutely, but I’m also not saying that every kid should be in a locked setting. That might not work for them. We need to have multiple, every kind of approach for these guys.”

WE NEED STRONG LEADERSHIP TO ADDRESS UNHEALTHY GROUPS

“It is not a safe space to share. I think the biggest piece of what would make things better to be honest is a very, very strong leader ... we need somebody who is leading from a perspective of openness, and not from a ‘my agency goes and whatever they say is the strongest’.”

Considerations to Stress or Add

Celebrate and learn from success stories	16.50%
Existing specialized placements are not suitable due to co-occurring phenomena	11.30%
Need to be more proactive, creative, and bold enough to speak the truth	9.72%
Need for more accountability and quality assurance of resources	7.45%
Need an honest, healthy, open space with strong leadership to bring different sectors together	5.94%
Need to continue networking and sharing information across the province (e.g., via Internet)	5.16%
Need for focus for youth on identity and healing through culture and the arts (e.g., via Grandmothers Protecting Our Children)	4.92%
Prevent re-exploitation of experiential people in this area	4.78%
Stable and consistent long-term funding to retain good staff, avoid burnout, ensure consistency, better mentorship, and make a difference	4.69%
Need for child welfare reforms and to fix its problematic systems (e.g., via specialized workers and training for this population)	4.59%
Work is needed to have healthy, safe, and respectful spaces for all (e.g., free of lateral violence)	4.05%
CFS reforms to improve supports for family and increase reunifications	3.82%
More experiential voices and workers as front-line workers	3.38%
Look into prevention focused on boys and transgender people	2.61%
Need for people to work together, have respect for their role and other organizations, and not compete	2.33%
Adapt work schedules and hours to needs of sexually exploited and trafficked persons	1.94%
Provide youth with opportunities to have a voice, including an evaluation of services from the youth perspective	1.43%
Need a secure locked setting as part of a full continuum and range of options for SEY	1.37%
Public awareness that compels the public to act	1.19%
Need to address structural causes	0.55%
24-hour support needed	0.50%
Treatment services and supports are not equal for SEY across the province	0.50%
Involve action therapists in the community	0.49%
The Manitoba strategy is very important	0.34%
Increase funding	0.29%
StreetReach 24/7	0.13%
Look into newcomer dynamics in this area	0.04%

WE NEED ACCOUNTABILITY FOR ALL, INCLUDING STAFF OUTSIDE WINNIPEG

"I had an issue ... I found that there were no ramifications to the person that messed with our investigations – we were upset by that ... and the person who was involved with working on that, when they left there weren't any reports taken, so it kinda seems like they should've been – I don't want to say punished, but there should've been something, saying you know what you did, is not acceptable. There is a problem in Manitoba with this, you're not helping and it should have been addressed – as soon as there is accountability people start doing their job and I think like part of the issue that we have in Manitoba is accountability ... Making sure everybody is doing what they are supposed to be doing."

WE NEED APPROPRIATE AND SUITABLE PLACEMENTS

"I have this youth I was working with and ... **there's no placements that are suitable for her right now ...** so she's like stuck ... What do you do with someone like that, like where does she fit?"

Focus group participants reported that "kids aren't being believed" and that we have a collective ethical and moral obligation to do better, more comprehensive abuse investigations.

EVERYONE NEEDS TO BE HUMBLE AND KEEP LEARNING

"One of the biggest challenges we have is that when people walk into the room they think they are the expert and – you know, nobody's really the expert on these complex issues, so I'd stress that that we all need to continue learning ... we need more collaboration, more coordination of what exists."

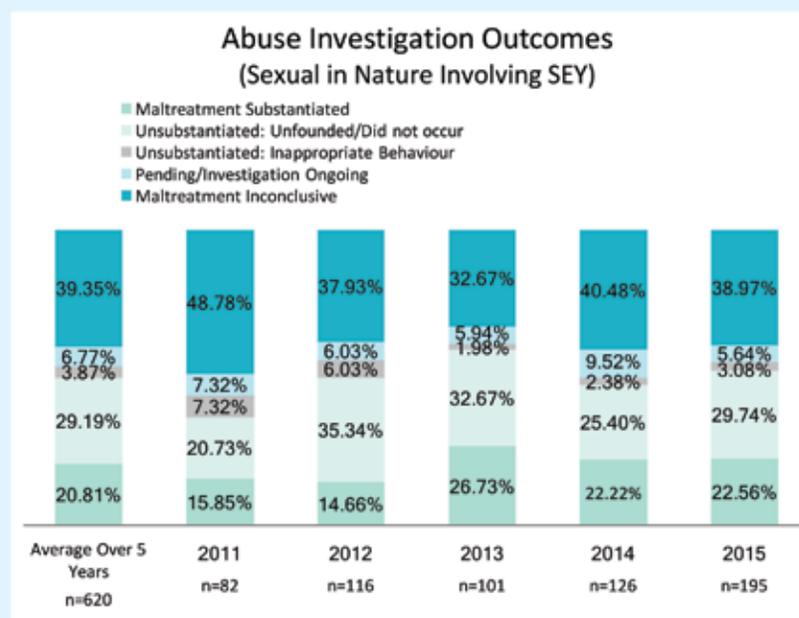
WE NEED TO EMPOWER PEOPLE

"We need to empower people working in the system to have the moral courage to identify what needs fixing openly, and work on it as a community, and, I think the big issue that it comes back to is where the responsibility lies, instead of referring the responsibility to another sector, another agency, we have to share the responsibility and be client-centred."

Abuse Investigation Outcomes (Based on CFSIS Data)

Currently, the substantiation rate for child welfare investigations that are sexual in nature is lower than for other types of investigations. These investigations are also found to be inconclusive more frequently by the All Nations Coordinated Response Network. In 2012, for example, only 14.66 per cent of investigations resulted in substantiated maltreatment. The impact of this low rate is that many SEY don't feel believed, that they should come forward, or report sexual abuse.

The data below highlights the need to improve child welfare-specific sexual abuse investigations. This could include looking at existing processes, updating abuse protocol manuals, additional training and professional development for abuse investigators on statement analysis and interviewing, consultation and goal setting on best practice targets.



LET'S CELEBRATE AND LEARN FROM SUCCESS STORIES

"When we run our unit, where we spend 24/7 with these girls, all the addictions, all the issues, right? A good day is a day without incidents ... with communicating and building relationships ... that's a success."

"They need to just be kids and be defined by more than the five, six instances whatever it is, we need to write the good things about them."

"Some of the girls that are so exploited, like I have one of the highest risk in Manitoba and she'll text me, you know, she trusts me. She'll come to me and that's half the battle there. I'm able to build a relationship with her."

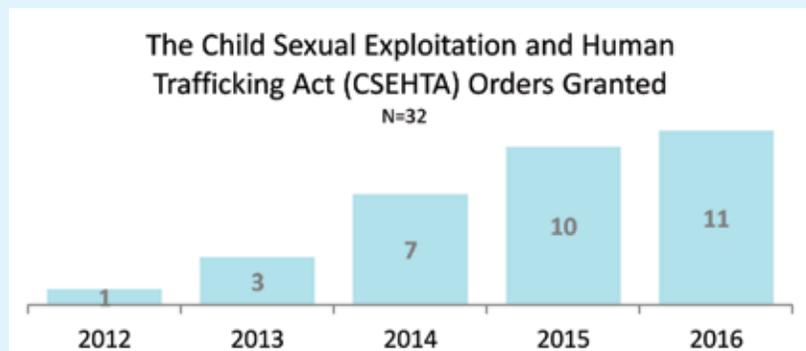
"As far as success stories go, every time that a kid calls me when they're missing to get picked up is a success to me because that reflects the relationship that we've built with them."

"A somewhat success story ... for me last summer was when I was working with a 15-year-old that was continuing to be on the streets, continuing to be in [the Youth Addictions Stabilization Unit], Strong Hearts, once or twice a month ... **I had that 'aha' as a worker: I can't stand by this and I have to do more and I have to let my passion come out, and I think all of us around the table feel the same way. We're all here for a reason** ... I think it's neat to have all of us coming together ... and I think **this is just the beginning of some of the change within our province.**"

CASE STUDY #11: CHILD AND FAMILY SERVICES ACT AND CHILD SEXUAL EXPLOITATION AND HUMAN TRAFFICKING ACT JOINT PROJECT OUTCOMES

Continued multidisciplinary collaboration is needed to bring together experts to collaborate and share information regarding repeat offenders.

In 2014, Jennifer Richardson of the Sexual Exploitation Unit collaborated with collaterals to lay charges relating to exploitation under Section 52 of The Child and Family Services Act. CFS of Western Manitoba connected with StreetReach, initiating a joint project between the Child and Family Services (CFS) Division and Brandon Police Service (BPS). The case grew when law enforcement and child welfare workers shared expertise and information. The project spanned from 2014 to 2015, leading to a one-year custody sentence in 2015 for a repeat offender. In dozens of other instances, the StreetReach team has collaborated to assist workers in successfully getting protection orders for SEY under The Child Sexual Exploitation and Human Trafficking Act (CSEHTA). Examples include the following:



LISTEN TO THE YOUTH

"We had one of our youth two years ago, who was missing for two weeks in a row without contact constantly, and we got her in the crisis unit and talked to her and she said 'I can't live in this placement anymore, nobody's listening to me, nobody's hearing my voice, and I'm just going to keep running' and ... we were able to get her a lot of support in a specialized foster home, and she's no longer in care and has been reunified with her family, and hasn't been missing."

LEARN FROM OTHERS' SUCCESS WITH HIGH RISK SEY

"I think that um for the youth that uh we saw a lot of success with in those [placements] we really, we faked a wraparound approach, but the caregivers were really – really um supported. They knew what they were getting, they sort of knew the difficulties they were being presented with prior to having uh, a kid living with them, so we had less placement breakdown whereas SEY, specialized SEY resources may have and we also worked in collaboration with other agencies and other programs so pre-placements took longer, uh spent a really long time getting to know the youth, their probation officer, the FASD program worked with StreetReach daily like a million times a day ... it was really a team effort with these kids. We surrounded them like a community."

LEARN FROM WORKING WITH COMMUNITY ON NON-COMPLIANCE OF LABOUR STANDARDS

"We're very fortunate in Manitoba that we proactively knock on employers' doors, and see what's going on, and if people are getting paid properly. So we did a review of all the sushi restaurants of Winnipeg and we found almost 100 per cent of non-compliance with standards ... nobody getting paid overtime, people working 14 hours a day for less than minimum wage, and the good thing about that problem is there was a lot of media coverage of our results ... We ended up having someone contact us from the Korean Times that was so embarrassed about this that he basically made all the restaurants come out to a big presentation that we did and we've seen dramatic improvements in compliance. So getting back to education and cultural issues, it was really interesting to have an ally and sort of a leader in that community to say 'you know I don't want to be in the media again as a community like this,' so ultimately, it made a lot of difference."

RELATIONSHIP BUILDING WORKS — DON'T GIVE UP

"Most of my kids are relationship based, and without that, there's no chance of supporting them ... don't walk out, don't give up on our kids because they may just start scratching the surface in six months, uh in eight months ... Everything we do is relationship based ... **we don't judge them. We look at them as individuals, not label them, so any – and it's hard to explain, but it's always about relationships, nothing else matters but relationships.**"

NOT FOLLOWING-UP ON FOCUS GROUP FEEDBACK WOULD BE DANGEROUS

"Some of the concern with the government is – great ideas go to die a bit and so – this [report] has the potential ... to come up with some actual strategies. And I think it uh has the potential ... to be disheartening for people to come and share their story, and then have it go nowhere, so I hope this is a great success."

CONCLUSION

This research report on *Collaboration and Best Practices to End Sexual Exploitation and Sex Trafficking in Manitoba* has sought to better understand the incidence of sex trafficking and sexual exploitation in our province, the needs of those who are exploited, the challenges that exist in providing services to them, and next steps to improve service delivery.

The quantitative and qualitative findings herein identify emerging best practices and current strengths, weaknesses, opportunities and threats to Tracia's Trust: Manitoba's Strategy to Prevent Sexual Exploitation and Sex Trafficking.

The findings in this report also lay the groundwork for child welfare and other system reforms informed by a program logic that includes evidence-based measuring, evaluating and learning practices. The latter are essential to good counter-trafficking and counter-exploitation work that can transform lives and provide leadership in this field at the local, provincial and national levels.

As demonstrated, Manitoba needs a robust counter sexual exploitation and trafficking online strategy, an adult strategy, and a substance abuse treatment strategy specific to the methamphetamine crisis for this population. Additionally, the findings in this report call for reform of current specialized placements and resources for sexually exploited and trafficked persons to address co-occurring factors, for more dialogue and work to include all of the urban and rural stakeholders under Tracia's Trust.

The report provides opportunities and a path for Tracia's Trust, as a whole, to move forward in collaboration, including the diverse perspectives, strengths and ideas of experiential voices, community partners, front-line service providers, law enforcement and government officials.

Moving forward with this strategy requires the guidance, wisdom, sharing and knowledge of the many voices who contributed to this report. This also requires all stakeholders coming together in the spirit of action to put the needs of children, youth and adults collectively served, first and foremost.

*“Social change is not going to come from just knowing more information,
but from doing something with it.”*

Pia Mancini

ENDNOTES

- ¹ Truth and Reconciliation Commission of Canada, *Canada's Residential Schools: Reconciliation, The Final Report of the Truth and Reconciliation Commission of Canada, Volume 6* (Montreal: McGill-Queen's University Press, 2015), p. 213. This quote is from Borrows, Mayer, and Mi'kmaq Legal Services Network, Eskasoni, "Mi'kmaq Legal Traditions Report," p. 7.
- ² LGBT2SQ+ (Lesbian, Gay, Bisexual, Transgender, Two-Spirited, and Queer+) is the current acronym used by the Rainbow Resource Centre of Winnipeg, Manitoba.
- ³ The Tracia's Trust Advisory Council of Knowledge Keepers encompasses traditional Elders (e.g., grandmothers with wisdom to share) and experiential/survivor voices with lived experience in the sex trades. Together, they have healed, advocated, and done work in the community to foster social justice and human rights for all. They are committed to bridge building, open-mindedness, and creating healthy spaces free of lateral violence.
- ⁴ United Nations Office on Drugs and Crime, Inter-Agency Coordination Group Against Trafficking In Persons, Issue Paper: "Pivoting toward the Evidence: Building Effective Counter-Trafficking Responses Using Accumulated Knowledge and a Shared Approach to Monitoring, Evaluation and Learning," (New York: 2016), p. vi.
- ⁵ For instance, while many well-intentioned initiatives and organizations have stressed the need for awareness campaigns, recent research points to the absence of evidence to support their success. In other words, these types of campaigns are perhaps not the answer or the solution to amplifying these issues. See Robert Christmas, "Modern Day Slavery and the Sex Industry: Raising the Voices of Survivors and Collaborators While Confronting Sex Trafficking and Exploitation in Manitoba, Canada," (PhD Dissertation, Winnipeg: University of Manitoba, 2017), pp. 228-231, <http://hdl.handle.net/1993/32586> (consulted September 13, 2017).
- ⁶ For more information on the Upstream Approach, see Upstream, "About Upstream," http://www.thinkupstream.net/about_upstream (consulted August 8, 2017).
- ⁷ See Winnipeg Regional Health Authority, "Position Statement on Harm Reduction," December 2016, accessed October 2, 2017, <http://www.wrha.mb.ca/community/publichealth/files/position-statements/HarmReduction.pdf>.
- ⁸ United Nations Office on Drugs and Crime, "Pivoting toward the Evidence," p. vi.
- ⁹ See Western Centre for Research & Education on Violence Against Women and Children, Learning Network, Issue 2 – "The Issue: Human Trafficking," September 2012, p. 3 and Criminal Intelligence Service Canada, Strategic Brief: Organized Crime and Domestic Trafficking in Persons in Canada," August, 2008.
- ¹⁰ See United Nations, *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime*, GA Res 794 (VIII), UNGAOR, 1953, art 3(a), 15, (November, 2000), (entered into force 25 December, 2003) [Palermo Protocol].
- ¹¹ See Elizabeth M. Wheaton, Edward J. Schauer, and Thomas V. Galli, "Economics of Human Trafficking," *International Migration*, 48:4, (2010), p. 114.
- ¹² The Tracia's Trust team was selected as the winner of the 2016 Commitment Award by the Manitoba Human Rights Commission, the Canadian Human Rights Commission, and the Manitoba Association for Rights and Liberties. The Human Rights Commitment Award recognizes those who have promoted respect for human rights and fundamental freedoms and have advanced the rights of Manitobans. For more information on this award, see the following online articles: <https://www.winnipegfreepress.com/local/law-student-anti-exploitation-group-receive-human-rights-awards-today-405465406.html> (consulted

July 17, 2017) and <http://www.manitobahumanrights.ca/v1/news-events/pubs/7-human%20rights-award-recipients-announced.pdf> (consulted July 17, 2017).

¹³ See CNN Freedom Project Ending Modern-Day Slavery, "Focus on the victims," <http://www.cnn.com/2016/08/23/world/canada-indigenous-sex-trafficking/> (consulted July 18, 2017).

¹⁴ See Manitoba Family Services, "Standard 1.3.5 Child Sexual Exploitation," <http://www.gov.mb.ca/fs/cfsmanual/1.3.5.html> (consulted August 14, 2017).

¹⁵ Wheaton, Schauer, and Galli, "Economics of Human Trafficking, p. 114.

¹⁶ Forced marriage cases in Manitoba have been brought to the attention of Dr. Karlee Sapoznik Evans. To date, the scale and scope of trafficking for the purpose of forced marriage involving Manitoba is not clear. On forced marriage in Canada, see Karlee Sapoznik Evans, "Forced Marriage in Canada: To Criminalize or Not to Criminalize?" *Canadian Journal for Human Rights*, (2017), 6:1, pp. 49-85.

¹⁷ See Benjamin Perrin, *Invisible Chains: Canada's Underground World of Human Trafficking* (Viking Canada, 2010) in which he identifies Winnipeg as a hot spot for trafficking for the purpose of sexual exploitation in Canada.

¹⁸ Data shared by New Directions for Children, Youth, Adults & Families.

¹⁹ The estimate for adults who are exploited is longer than three years. These statistics are from 2011, and based on data collected by the Transition, Education and Resources for Females program run by New Directions. See SEY Core Training Course, Jennifer Richardson (Berry), Jane Runner et al., *Understanding and Working With Children and Youth Who Have Been Sexually Exploited/Trafficked* (Manitoba Core Competency Training Centre: 2005. Edited 2017).

²⁰ Ibid.

²¹ Ibid.

²² StreetReach is a program launched in 2008 under phase II of Tracia's Trust. It is housed in the Child Protection Branch of the Child and Family Services Division and modeled after the Dallas (TX) Police Department's High Risk Victims and Sexual Exploitation Unit model. It has four goals: (1) Locate sexually exploited and at-risk children as soon as possible and intervene to ensure their return to places of safety as designated by the legal guardian; (2) Identify and investigate offenders in collaboration with the Child Protection Branch, Winnipeg Police Services, the All Nations Coordinate Response Network, agencies and authorities to hold offenders accountable; (3) Provide intensive systems coordination in order to stabilize the high risk child or youth; (4) Coordinate multi-organizational teams to support and assist with the above goals and engage high risk children in their safety plans.

²³ As noted in the case study on p. 68, there is a link between housing instability and homelessness and the risk of sexual exploitation. For a helpful definition of Indigenous homelessness, see Jesse Thistle, "Definition of Indigenous Homelessness in Canada." Homeless Hub, <http://www.homelesshub.ca/IndigenousHomelessness> (consulted August 14, 2017). On the need to target youth early in order to prevent homelessness, see Metro News, "Ending Homelessness Means Targeting Youth Early," <http://www.metronews.ca/news/edmonton/2017/10/22/ending-homelessness-means-targeting-youth-early-researcher.html> (consulted August 14, 2017).

²⁴ For more information on Cybertip, a tipline to report the online sexual exploitation of children run by the Canadian Centre for Child Protection, visit www.cybertip.ca.

²⁵ As noted above, LGBT2SQ+ (Lesbian, Gay, Bisexual, Transgender, Two-Spirited, and Queer+) is the current acronym used by the Rainbow Resource Centre of Winnipeg, Manitoba.

²⁶ Definitions of "track" vary. This is an area of a city or town, or a particular section of a street where there is known prostitution and exploitation. In Winnipeg, there are multiple tracks. Susan McIntyre defines "track" as follows: "The street where you work is known as the 'track' or 'stroll'. No one knows for sure why it is called a track. Some relevant connotations are: that it is the wrong side of the tracks; track marks

up and down arms; often by railway tracks; people drive up and down like they are on tracks. 'Tracks' are sometimes seen as high and low. 'High track' meaning higher quality girls and prices and 'low track' meaning lower quality girls and prices." See Justice Canada, Research and Statistics Division, "Strolling Away," (August, 2002), p. 69.

- ²⁷ Relevant legislation includes The Child and Family Services Act, The Child Sexual Exploitation and Human Trafficking Act, The Worker Recruitment and Protection Act, and *The Criminal Code of Canada*. To the research team's knowledge, there have been at least 33 successful orders related to The Child Sexual Exploitation and Human Trafficking Act. For more information on this piece of Manitoba-made legislation, see <https://www.gov.mb.ca/justice/csehtact.html> (consulted August 7, 2017).
- ²⁸ This finding on the vulnerability of youth aging out of care or who are on the cusp of adulthood is corroborated by other studies. See, for example, Karlee Sapoznik (now Sapoznik Evans), Felicia Gabriele, Anvar Serokitdinov, and Elaine Williams, "The Incidence of Human Trafficking In Ontario," (Toronto: Alliance Against Modern Slavery, 2014) in which the most common age of trafficked persons was 17 years old.
- ²⁹ See explanation of SWOT Analysis in the List of Terminology and Definitions on p. iii.
- ³⁰ See Upstream, "About Upstream," http://www.thinkupstream.net/about_upstream.
- ³¹ The Tracia's Trust Advisory Council of Knowledge Keepers launched in 2017 will play an important role in fostering collaboration, strong leadership, and consistency, ensuring the diverse voices and expertise of trafficked and exploited persons are respected, centred and prioritized.
- ³² Sally Engle Merry, "Measuring the World: Indicators, Human Rights, and Global Governance," *Current Anthropology* 52 (Supp. 3), (2011), p. 84. On the effectiveness and reliability of indicators and numerical measures that are themselves unclear, but are presented as objective, and their impact on policy decisions, see Kevin Davis, Angelina Fisher, Benedict Kingsbury, and Sally Engle Merry, *Governance by Indicators: Global Power through Quantification and Rankings* (Oxford: Oxford University Press, 2012).
- ³³ One focus group was compromised. As such, data from this focus group was not analysed.
- ³⁴ Nvivo software can work with audio and video sources, dataset sources, spreadsheets, picture and social media sources. It is also useful for the unstructured or semi-structured data generated from interviews and focus groups. See Bengt Edhlund and Allan McDougall, *Nvivo 10 Essentials: Your Guide to the World's Most Powerful Qualitative Software*, (LULU PR: 2013).
- ³⁵ See, for example, Joel Best, *Damned Lies and Statistics: Untangling Numbers from the Media, Politicians, and Activists* (Berkeley: University of California Press, 2012) and *More Damned Lies and Statistics: How Numbers Confuse Public Issues* (Berkeley: University of California Press, 2004).
- ³⁶ See, for example, Joan Sangster, "Telling our stories: Feminist debates and the use of oral history," *Women's History Review*, 1994, vol. 3, no. 1, pp. 5-28.
- ³⁷ See Public Safety Canada, "Canada's National Action Plan to Combat Human Trafficking," Government of Canada (2012), 47 p., available at <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-en.aspx> (consulted October 16, 2017).
- ³⁸ Helpful books by Gabor Maté include *In the Realm of Hungry Ghosts: Close Encounters with Addiction* (Vintage Canada, 2009) and *When the Body Says No: The Cost of Hidden Stress* (Vintage Canada, 2004).
- ³⁹ We gratefully acknowledge the work and collaboration of the authors of this case study: Emily Richard, Hennes Doltze, and Dianna Bussey. Note: A longer, more substantive report prepared by these authors from the Salvation Army is available upon request. Due to the space constraints of this report, only high-level content is presented here. The term prostitution is used throughout as per its use in the *Criminal Code* and by The Salvation Army.
- ⁴⁰ For comparative purposes, see S. Wortley, B. Fischer, and C. Webster, "Vice lessons: A survey of prostitution offenders enrolled in the Toronto John School Diversion Program," *Canadian J. Criminology*,

44 (2002), pp. 369-402. As Wortley et al note on p. 371, "The National Crime Prevention Council and the Department of Justice sponsored a multi-component, independent evaluation of the Toronto First Offender Prostitution Diversion Program". On this topic, also see: S.P. Sawyer and M.E. Metz, "The attitudes toward prostitution scale: Preliminary report on its development and use," *International journal of offender therapy and comparative criminology*, 53 (2009), 3, pp. 334-347; V.E. Bohrer-Padavos, *An examination of the support services needed for clients to reduce prostitute solicitation* (Doctoral dissertation, 2015); and M. Shively, K. Kliorys, K. Wheeler, and D. Hunt, "A national overview of prostitution and sex trafficking demand reduction efforts," (Washington, DC: The National Institute of Justice, 2012).

⁴¹ This data does not capture the demographics for all sex buyers in Manitoba. It is limited to those who were arrested for charges related to prostitution and subsequently referred to the POP program.

⁴² D. Hughes, *Best practices to address the demand side of sex trafficking* (Washington DC: Department of State, 2004) and J. Lewis, "Shifting the focus: Restorative justice and sex work," *Canadian Journal of Criminology and Criminal Justice*, 52, (2010), 3, pp. 285-301.

⁴³ More information on Canadian prostitution legislation can be found in the longer version of this case study.

⁴⁴ See Ghada Jabbour, *Exploring the Demand for Prostitution: What Male Buyers Say About Their Motives, Practices, and Perceptions* (Beirut, Lebanon: KAFA (enough) Violence & Exploitation, 2004) and Susan McIntyre, Hindsight Group, & Canadian Electronic Library. *Buyer Beware: A Study into the Demand Side of the Sexual Exploitation Industry* (Calgary, Alberta: Hindsight Group, 2013).

⁴⁵ McIntyre, *Buyer Beware*, 2013. Also see R. Durchslag and S. Goswami, *Deconstructing the demand for prostitution: Preliminary insights from interviews with Chicago men who purchase sex* (Chicago: Chicago Alliance Against Sexual Exploitation, 2008).

⁴⁶ G. Ekberg, "The Swedish law that prohibits the purchase of sexual services," *Violence Against Women*, 10(10), (2004), p. 1194.

⁴⁷ Ibid. and Jabbour, *Exploring the Demand for Prostitution*, 2004.

⁴⁸ M. Monto, "Female prostitution, customers and violence," *Violence Against Women*, 10(2), (2004), pp. 160-188.

⁴⁹ R. H. Rooney, *Strategies for work with involuntary clients*, 2nd ed. (New York: Columbia University Press, 2009).

⁵⁰ See Jabbour, 2014, p. 60.

⁵¹ See M. Farley et al. "Comparing sex buyers with men who don't buy sex: 'You can have a good time with the servitude' vs. 'You're supporting a system of degradation'," (San Francisco, CA: Prostitution Research & Education, 2011).

⁵² This recommendation is substantiated by multiple studies.

⁵³ As Robert Christmas explains, "the standard response to any social issue is 'education' or 'training,' and yet, we have little to no evidence that shows any of these interventions, singly or multiply, are effective. In relation to campaigns targeting purchasers of sex, we know from decades of research that sex offenders have a vocabulary of denial and minimization or simply don't care. It's an unfortunate reality that education is not a universal solution (despite the fact that, as is noted in Chapter 11, everyone clamors for it as some sort of panacea)." "Modern Day Slavery and the Sex Industry", (PhD Dissertation, 2017). For more information on this topic, see K.D. Czarnecki et al., "Media Campaign Effectiveness in Promoting a Smoking-Cessation Program," *American Journal of Preventive Medicine*, (2010), 38 (3S), pp. S333-S342; A. De Shalit et al. "Human Trafficking and Media Myths: Federal Funding, Communication," *Canadian Journal of Communication*, (2014), 39, 3. pp. 385-412; and Global Alliance Against Traffic in Women, "What's the Cost of a Rumour? A guide to sorting out the myths and the facts about sporting events and

trafficking," (GAATW: 2011), 75 p. As the Global Alliance Against Traffic in Women points out on p. 14, "The hype around large sporting events and increases in trafficking for prostitution is often based on misinformation, poor data, and a tendency to sensationalise."

- ⁵⁴ The Manitoba government has committed to work in collaboration with Indigenous and community partners to develop a comprehensive plan that acts on outstanding reports and recommendations. See Manitoba Child and Family Services, "Manitoba Government Announces Child Welfare System Reform," October 12, 2017, <http://news.gov.mb.ca/news/?item=42322&posted=2017-10-12> (consulted October 13, 2017).
- ⁵⁵ Tracia's Trust Regional Teams work in collaboration with the Sexual Exploitation Unit housed within the Child and Family Services Division to learn regional trends and provide education, awareness, and training in their regions on child, youth, and adult sexual exploitation. Regional Teams are located in Brandon, Dauphin, Flin Flon, Norway House, Pine Falls, Portage La Prairie, South East, Swan River, Thompson, and Winnipeg.
- ⁵⁶ For more information on the growing field of epigenetics research, see the following sources: Scott C. Johnson, "The New Theory That Could Explain Crime and Violence in America," February 17, 2014, <https://medium.com/matter/the-new-theory-that-could-explain-crime-and-violence-in-america-945462826399> (consulted August 14, 2017); Courtney Griffins, "Epigenetics and the influence of our genes," TEDxOU video available at <https://youtu.be/JTBg6hqeuTg> (consulted August 14, 2017); Florian Joachim Raabe and Dietmar Spengler, "Epigenetic Risk Factors in PTSD and Depression," *Front Psychiatry*, (2013), 4: 80, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3736070/> (consulted August 14, 2017); Ethan Watters, "DNA Is Not Destiny: The New Science of Epigenetics," November 22, 2016, available at <http://discovermagazine.com/2006/nov/cover> (consulted August 14, 2017); Ewan Birney, "Study of Holocaust survivors finds trauma passed on to children's genes", available online at <https://www.theguardian.com/science/2015/aug/21/study-of-holocaust-survivors-finds-trauma-passed-on-to-childrens-genes> (consulted August 14, 2017); and Ewen Callaway, "Fearful Memories Passed Down to Mouse Descendants," *Scientific American*, (December, 2013), available at <https://www.scientificamerican.com/article/fearful-memories-passed-down/> (consulted August 14, 2017).
- ⁵⁷ On this challenge, see Office of the Children's Advocate, "On The Edge Between Two Worlds: Community Narratives on the Vulnerability of Marginalized Indigenous Girls," (Manitoba: 2016), available at <http://www.childrensadvocate.mb.ca/wp-content/uploads/FINAL-Indigenous-Girls.pdf> (consulted August 30, 2017).
- ⁵⁸ Manitoba Government, *The Protecting Children (Information Sharing) Act*, (September 2017), available at <https://www.gov.mb.ca/informationsharingact/> (consulted April 27, 2018).
- ⁵⁹ The Office of the Children's Advocate has collaborated with Voices: Manitoba's Youth in Care Network to investigate the use of garbage bags. In 2016, they found that "Children and youth in care still often have little notice they are to be moved and frequently their belongings are tossed into garbage bags by workers. It is understandable that youth feel disrespected by this ongoing practice and continue to tell us that it makes them feel 'like garbage.'" See Office of the Children's Advocate, "Don't Call Me Resilient: What Loss & Grief Look Like for Children and Youth in Care," (Manitoba: 2016), p. 13.

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APPENDIX A – QUANTITATIVE DATA CATEGORIES

The following quantitative data sets from the Child and Family Services Information System were analyzed for 282 different de-identified sexually exploited youth over a five-year period, between January 1, 2011 and January 1, 2016.

1. Demographics (Sex, Age and Authority)
2. Provincial Placement Desk Risks (All Co-Occurring Risks and Top Co-Occurring Risks)
3. Culture of Origin (Macro Breakdown, Micro Breakdown and Rural vs. Urban)
4. School Information (Type, Attendance, Supports, Diagnosis, Learning Disability, Cognitive Disability, Development Delay and Mental Health)
5. Abuse Investigations (Outcomes)
6. Agency Details (Authority, Agency, ANCR Contacts, Number of Workers and Number of Authorities)
7. Missing Persons Data

APPENDIX B – FOCUS GROUP QUESTIONS

1. Why is it that people are sexually exploited? What causes this?
2. What training or educational materials have you found most useful? Who is currently in need of training and education?
3. What self-care do you do to reduce stress and vicarious trauma?
4. How might we better engage men and boys as buyers, bystanders and victims?
5. Has the culture of people feeling they should be able to buy sex changed in the last 10 years?
6. What information would you like to know? What research do you think needs to be done?
7. What are the strengths, weaknesses, opportunities and threats in Manitoba's strategy to prevent sexual exploitation?
8. What can we do better or differently at the provincial level?
9. Social media has its problems and opportunities. What do you see as the strengths and weaknesses in this area?
10. What would you like to stress or add?

APPENDIX C – LIST OF CASE STUDIES

1. Sexual Exploitation Risk Assessment Tool – Data from Transition, Education and Resources for Females	p. 25
2. Missing Persons Reports – Data from Winnipeg Police Services	p. 31
3. Prostitution Offender Program – Data from The Salvation Army Correctional and Justice Services Winnipeg.....	p. 33
4. Locations Entered into Suspect Tracking Database – Data from the Sexual Exploitation Unit.....	p. 40
5. Harm Reduction for All – Position Statement by the Winnipeg Regional Health Authority.....	p. 54
6. Self-Admittance to Stronghearts Crisis Stabilization Unit for High Risk Victims – Data from Project Neecheewam Inc.	p. 56
7. Methamphetamine Use by Sexually Exploited Youth – Data from the Sexual Exploitation Unit.....	p. 57
8. Cognitive Vulnerability of Sexually Exploited Youth – Data from the Sexual Exploitation Unit	p. 58
9. Epigenetics – Sources from Dr. Marlyn Bennett	p. 59
10. Missing Youth: A Form of Youth Homelessness – Data from the Sexual Exploitation Unit	p. 68
11. Child and Family Services Act and Child Sexual Exploitation and Human Trafficking Act Joint Project Outcomes – Data from the Sexual Exploitation Unit	p. 76

APPENDIX D – LIST OF TABLES

1. Manitobans in Need of Training and Education According to Focus Group Participants.....	p. 22
2. Most Helpful Training and Educational Resources According to Focus Group Participants	p. 23
3. Reasons Why People in This Field Are Burning Out	p. 30
4. Top Ways of Engaging Men and Boys as Buyers.....	p. 32
5. Prostitution Offender Program Participant Demographics	p. 37
6. Positive Feedback from Prostitution Offender Program Participants	p. 43
7. Participant Comments Regarding Weaknesses and Need for Improvements to Prostitution Offender Program.....	p. 44
8. How to Engage Men and Boys as Bystanders.....	p. 48
9. Engaging Men and Boys as Victims.....	p. 48
10. Top Focus Group Themes on the Culture of Purchasing Sex.....	p. 50
11. Research That Needs to Be Done.....	p. 55
12. Changes to Make at the Provincial Level (as Identified By Focus Group Participants)	p. 67
13. Problems and Challenges with Social Media.....	p. 71
14. Strengths and Opportunities with Social Media	p. 73
15. Considerations to Stress or Add	p. 74

APPENDIX E – LIST OF FIGURES

1. Why People Are Sexually Exploited	p. 19
2. Word Bubble of Full Spectrum of Causes of Sexual Exploitation Identified by Focus Group Participants.....	p. 21
3. Co-occurring Diagnoses for Sexually Exploited Youth.....	p. 21
4. Top 25 Provincial Placement Desk Risks	p. 23
5. Average Age Identified and Assessed.....	p. 24
6. Age Identified and Assessed as SEY	p. 24
7. Word Bubble of Full Spectrum of Placement Risks Identified in CFSIS.....	p. 24
8. Cultural Origin of SEY	p. 26
9. SEY Associated to First Nation Communities.....	p. 26
10. SEY Residing on First Nation Communities	p. 26
11. Top Five Self-Care Strategies	p. 28
12. Word Bubble of Forms of Self-Care Identified by Focus Group Participants	p. 29
13. Age of Prostitution Offender Program Participants	p. 36
14. Place of Birth of Prostitution Offender Program Participants.....	p. 36
15. Marital Status of Prostitution Offender Program Participants.....	p. 38
16. Place of Residence of Prostitution Offender Program Participants across Manitoba.....	p. 38
17. Place of Residence of Prostitution Offender Program Participants within Winnipeg	p. 38
18. Locations of Prostitution Offender Program Participants	p. 39
19. Locations Entered into Suspect Tracking Database	p. 40
20. Highest Level of Education of Prostitution Offender Program Participants	p. 41
21. Employment Breakdown of Prostitution Offender Program Participants	p. 41
22. Recidivism Rates of Prostitution Offender Program.....	p. 41
23. People Observed in Areas Known for Sexual Exploitation	p. 42
24. Gender Breakdown of Confirmed Cases of Child and Youth Sexual Exploitation	p. 46
25. Word Bubble of Themes on Which More Information and Research Are Needed	p. 55
26. Meth Use: SEY on StreetReach High Risk Victim and Assessment Consideration List	p. 57
27. Intravenous Meth Use: SEY on StreetReach High Risk Victim and Assessment Consideration List	p. 57
28. Cognitive Vulnerability: SEY on StreetReach High Risk Victim and Assessment Consideration List	p. 58
29. Word Bubble of Strengths of the Strategy Identified by Focus Group Participants.....	p. 60
30. Learning Disabilities of SEY.....	p. 61
31. Developmental Delays of SEY.....	p. 61

32. Top Five School Supports Accessed by SEY	p. 65
33. SEY Cognition Related Challenges	p. 65
34. Two Sexually Exploited Youth Case Studies: Total Missing Reports for 2016.....	p. 68
35. Abuse Investigation Outcomes (Based on CFSIS Data)	p. 75
36. Child Sexual Exploitation and Human Trafficking Act (CSEHTA) Orders Granted.....	p. 76

