A Strategy for Partnering to Address Human Trafficking for Sexual Exploitation in New Brunswick

Partners for Youth Inc.
June 2017

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Acknowledgements

Partners For Youth Inc. would like to gratefully acknowledge and thank all of our community and government partners for their essential contributions to this strategy, and project overall. We are so grateful to those of you who have shared your time, expertise, and knowledge throughout the project – we simply could not have created this strategy without your ongoing support, honesty, and critical perspectives.

To all the women and girls who shared their experiences with us – thank you! It has been an honour to work with you all. We are so grateful for your time, honesty and questions! You are the true experts and we will continue to advocate for sustainable and meaningful opportunities for you to be involved in, and at the centre of this ongoing work.

We want to thank the community carers and healers – the people who look after, support, and advocate for women and girls in their communities. Your generous contributions of time, energy, and work made so much of this collaborative project possible. Your questions, knowledge, and passion have been an inspiration and a barometer throughout this project.

Finally, we want to thank and acknowledge all the dedicated community leaders, advocates, and activists who have been working on issues of violence against women, as well as other issues that intersect with Human Trafficking for Sexual Exploitation in New Brunswick for many years. This strategy graciously acknowledges that it is only through your ongoing work that a project and strategy of this nature is possible.

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This project has been generously funded by Status of Women Canada.

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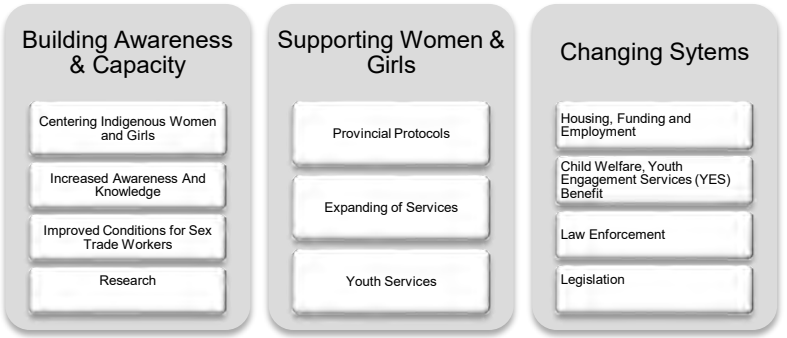
Executive Summary

Human trafficking is always for the purpose of exploitation, it is the type of labour that varies. This project addresses trafficking for sexualized labour of women and girls and highlights trafficking to be an extreme form of violence against women.

This responsive and proactive Strategic Five Year plan to address Human Trafficking for Sexual Exploitation (HTSE) in New Brunswick builds on the Canadian Women's Foundation's report: "NO MORE: Ending Sex- Trafficking in Canada – Report of the National Task Force on Sex Trafficking of Women and Girls in Canada," from a regional perspective that amplifies the voices of experiential women and girls. This strategy aims to build and strengthen partnerships with stakeholders, specifically those in Indigenous and rural communities while aligning with work related to **Violence Against Women and Girls** in order to address the root causes of HTSE.

It was identified through the Community Needs Assessment that the conversation around HTSE is complex and will require cross-sectoral collaboration and must be reflective of the needs across regions, communities and municipalities. This strategy highlights that no one person, agency or institution can address HTSE in a linear manner, but will require ongoing responsive efforts to address the root causes of HTSE

Three Pillars were identified through stakeholder engagement and each pillar is divided into priority areas with coordinated activities in support of implementing from a rights-based and trauma informed approach that is also community driven.



This Strategic Plan for moving forward is presented by year and guided by seven essential principles that ensure the needs of experiential women and girls are always at the centre of this strategy. **Priorities** are clearly identified and **Supporting Activities** are outlined with suggested leadership and opportunities for alignment.

Partners for Youth Inc. (PFY) will take on a leadership role for Year One in order to build capacity for subsequent years. PFY was funded for two years of development and one year of implementation. The Strategic Plan calls for additional funding to implement Years Two to Five with a combination of core and project based funding and a creation of a Human Trafficking Leadership Team.

This strategic path forward addresses only the groundwork required to begin addressing HTSE in New Brunswick. Further Calls to Action beyond the scope of this project were identified and will require ongoing community commitment and government leadership in order to address the systemic violences and social issues that are at the centre HTSE – such as racism, ongoing colonialism, poverty, misogyny, and transphobia.

Terminology

- **Colonialism:** Colonialism refers to the imperialist control and domination of Indigenous Peoples and their lands. It also describes the resultant systems and structures, which exert violence and oppression over Indigenous Peoples and their descendants (Loomba, 2015). In the Canadian context this describes both a historical legacy and a contemporary, ongoing political, social, and economic process (Battell Lowman & Barker, 2015).

- **Comprehensive Sexuality Education:** Comprehensive sexuality education is pedagogical programming that addresses a range of topics related to sex, health, healthy relationships, sexuality, and gender. The focus is on empowering learners through evidence-based, scientific knowledge presented without judgment (United Nations Education, Scientific and Cultural Organization, 2016).

- **Exploitation:** Exploitation is the process of "causing a person to provide labour or services by doing something that could be reasonably expected to cause them to fear for their safety or the safety of someone they know if they did not perform the labour or services" (People's Law School, 2014).

- **Indigenous:** The term Indigenous is used throughout this project to refer to the First Peoples of this land, namely First Nations, Métis, and Inuit Peoples (Canadian Women's Foundation (CWF), 2014). New Brunswick is built on the unceded territory of the Wolastoqewiyik and Mi'kmaq First Nations, and the federally unrecognized Passamaquoddy Nation who signed "Treaties of Peace and Friendship" with the British Crown in 1726 (Wicken, 2010). In an effort to highlight the incredible richness of Mi'kmaq, Wolastoqewiyik, and Passamaquoddy languages, cultures, and histories throughout NB, traditional names for Nations, ceremonies, and practices will be used whenever possible.

- **Intersectional/Intersectionality**: Intersectionality is a concept to describe the ways that marginalized and oppressed identities interact and overlap to create compounding forms of discrimination, oppression, and domination (Crenshaw, 1991).

- **Oppression:** "The unilateral subjugation of one individual or group by a more powerful individual or group, using physical, psychological, social or economic threats or force, and frequently using an explicit ideology to sanction the oppression" (Canadian Race Relations Foundation, 2015).

- **Settler:** In the Canadian context, Settlers are those non-Indigenous individuals who benefit from ongoing colonial violences including land theft, as well as oppression and discrimination against Indigenous peoples. This identity encompasses a diverse peoples including those whose ancestors immigrated to Canada, as well as Newcomers to the land (Battell Lowman & Barker, 2015).

- **Sexual Exploitation:** This includes any exploitation of labour or services of a sexual nature including the performance of sexual acts, erotic dancing, erotic massage, and/or the production of pornography (People's Law School, 2014).

- **Sex Trade Work (STW) & Sex Trade Workers (STWers):** STW refers to the sexualized labour (e.g. performing sex acts, erotic dancing, erotic massage, and/or pornographic film production) performed voluntarily by adults who are at least 19 years of age

(Nengeh Mensah, 2007; PEERS, 2014). STWers refers to the individuals performing this labour.

- **Trauma-Informed:** Trauma-informed practices and policies are adaptive and responsive to the needs of people who have experienced trauma (such as human trafficking). Trauma-informed practices address the experiences the person has had rather than pathologizing their responses to those experiences (Bolton, Buck, Connors, et al., 2013).

Notes on terminology used

While an exploration of these following complexities is beyond the scope of this report, it is essential to acknowledge and briefly describe each of the following terms in some detail.

Women & Girls: We have used the terms women and girls to refer to any person (cisgender or transgender) who is a woman, or girl. Trans women experience significant gender-based violence online and in their communities, which is often compounded by violence perpetuated against trans women and girls by organizations, advocates, and institutions working to address violence against women (Serano, 2007). It is important to acknowledge the ongoing exclusion of trans women from existing work to end violence against women.

Experiential Women & Girls: This term is used to describe women and girls who have experienced human trafficking or had similar experiences (CWF, 2014). Other words have been used to describe and represent those women and girls who have experienced violence, including human trafficking for sexual exploitation, such as “victim,” “survivor,” and “warrior” (CWF, 2014. p. 15). However all women and girls should have the right to make meaning of their own experiences, as well as identify and use words that are right for them.

Human Trafficking

The complex and dynamic nature of Human Trafficking (HT) presents challenges for those working to address it as a social issue, a human rights violation, and a crime. One major challenge is that there is little consensus on the operational definition of HT (Kaye, Winterdyk & Quarterman, 2014). This problem stems from that fact that HT “is still frequently conflated with a variety of issues and is understood differently (sometimes tremendously so) by various individuals, organizations and bodies” (ACT Alberta, 2015, p. 12). In 2000, the *United Nations (UN) Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* was developed to present a standardized framework for understanding HT (UN, 2000). This Protocol (alternatively known as the Palermo Protocol) came into effect in 2003 and was ratified by 177 countries, including Canada (CWF, 2014). However definitions and frameworks used by non-governmental organizations, law enforcement, and government agencies remain incongruent (ACT Alberta, 2015).

The Palermo Protocol definition of HT has three components. The first part is the *act,* which involves the “recruitment, transportation, transfer, harbouring or receipt of persons” (UN, 2004). The second part is the *means* by which the *act* is carried out. The *means* of trafficking includes “the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person” (UN, 2004). Thirdly, both the *act* and *means* are carried out “for the *purpose* of exploitation” (UN, 2004).

This exploitation may be conducted for a multitude of purposes, including, but not limited to domestic, sexualized, and/or physical labour (CWF, 2014). For a more concise representation of this definition, please see **Figure 1: The Palermo Protocol.**

A notable exception to this definition for is youth under the age of 18. When an experiential woman or girl is 18 years old or younger, the *means* of trafficking become irrelevant because they are not able to consent. In this instance, it is considered human trafficking if one recruits, transports, transfers, harbours, or receives a youth for the purpose of exploitation (UN, 2004).

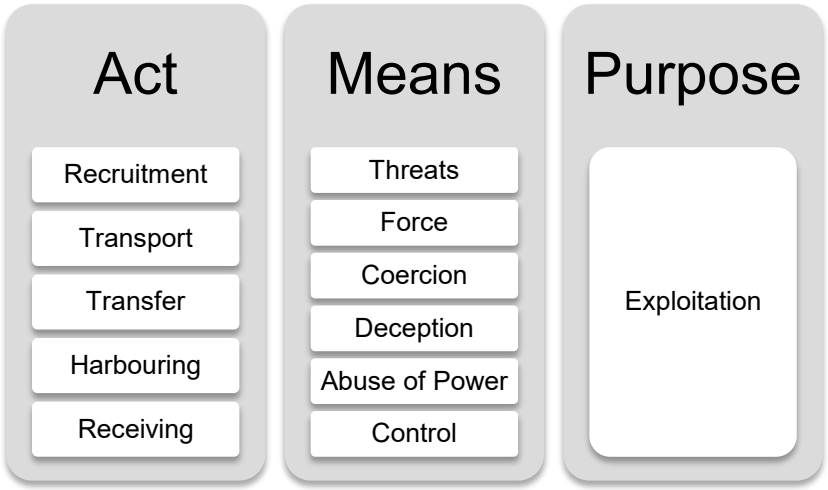


Figure 1: The Palermo Protocol (Information adapted from UN, 2004.)

Tensions

While the Palermo Protocol definition of HT appears thorough and far-reaching, in practice it is troublingly vague and leaves considerable space for subjective interpretation (Berger, 2012; Wijers & Chew, 2010). As such, there are several tensions that created by this definition. Primary of which is the fact that the definition is retrospective in nature. Under this definition a number of very complex factors must be present for a situation to be considered HT. In reality, few people understand their life experiences with this type of linearity. These elements of the the definition may not be evident until after an experiential person has had the time or space to reflect on their experiences. This becomes doubly problematic when experiential people do not identify their experience as HT (Uy, 2011). The linearity of this definition also creates an ideal "victim" narrative, which may not be reflective of people's experiences, and marginalizes those whose experiences do not fit neatly into the definition or ideal "victim" narratives (Kaye, 2015; Sethi, 2007; Uy, 2011). This definition also puts traffickers at the centre of discussions rather than experiential people. By de-centering experiential people, this definition dehumanizes and further disempowers them by removing their opportunities to reflect on, and make their own meaning of their experiences.

Human Trafficking for Sexual Exploitation

While trafficking is always for the purpose of exploitation, the nature of the labour being exploited can and does vary (CWF, 2014). When people are trafficked for the purposes of sexualized labour, it is referred to as human trafficking for sexual exploitation (HTSE). In cases of HTSE, the exploitation is always of a sexual nature, and may include providing sexual services such as performing sexual acts, erotic dancing, erotic massage, and/or the production of pornography (People's Law School, 2014).

Although HTSE is often associated with international or transnational movement, trafficking within Canada (or domestic trafficking) happens on a larger scale than international trafficking (CWF, 2014). Domestic trafficking happens when all aspects of the trafficking take place within Canada's borders (ACT Alberta, 2015). Since 2005, of the 401 cases of human trafficking where charges were laid, 382 cases were domestic in nature and "primarily sexual exploitation" (RCMP, 2017).

Women & Girls

Research on HTSE in Canada is overwhelmingly clear that while anyone *can* be trafficked, women and girls are disproportionately recruited into trafficking for sexual exploitation (Barrett, 2013; CWF, 2014; Sethi, 2007). On a global scale, it is estimated that 98% of people who experience HTSE are women and girls (CWF, 2014). Given the dramatically higher incidences of women and girls being trafficked for sexual exploitation, trafficking is considered to be an extreme form of sexualized violence against women. As form of sexualized violence against women, HTSE is part of a continuum of violence that includes child abuse, sexual harassment, sexual assault and domestic violence (UN, 1993).

While being a woman or girl is the biggest risk factor for HTSE, Indigenous women and girls are at even greater risk of being recruited by traffickers (Native Women's Association of Canada, 2014; Sikka, 2009). As well, the intersectional nature of violence and oppressions means that other racialized and marginalized women and girls face also increased risks of recruitment for HTSE and related forms of violence (Kaye, 2015). Additionally, youth in/from care, mostly young women and girls, are also more frequently trafficked for sexual exploitation (Barrett, 2013; CWF, 2014). Though women and girls are disproportionately trafficked for sexual exploitation, it is largely men who benefit from this exploitation, either directly as traffickers, or indirectly as other beneficiaries (CWF, 2014). As the dynamics of HTSE shift and adapt, research and practice has noted that younger women and girls are now becoming increasingly involved as traffickers and/or recruiters in many cases (CWF, 2014).

Factors that Put Women & Girls "At Risk"

HTSE is an exceptionally intricate issue, with a continually evolving landscape and context (CWF, 2014). Given the complexity of HTSE, there are many experiences and situational factors that can put women and girls at increased risk of being trafficked. These factors create the conditions whereby women and girls are *put* "at risk" of exploitation and trafficking and are not inherent to women and girls as individuals. These factors which put women and girls "at risk" were outlined in "No More: Ending Sex-Trafficking in Canada – Report of the National Taskforce on Sex-Trafficking of Women and Girls in Canada" by the CWF in 2014. They found that women and girls trafficked for sexual exploitation more frequently experience the following:

- Poverty,
- History of violence, childhood sexual abuse, and/or neglect,
- Low levels of education,
- Few employment and economic opportunities,
- Few social supports,
- Being a Migrant, Immigrant, or Newcomer,
- Homelessness,
- Living in care, especially in group homes,
- Running away,
- Challenges with substance use,

- Diagnoses of mental illness and/or facing mental health challenges, and
- Involvement with the criminal justice system.

On a structural or systems level, these factors are the direct result of discriminatory and violent oppressions. The factors listed above can be the results of such institutional practices, policies, and legislation as: insufficient sexual education, *The Indian Act*, policies that criminalize youth, insufficient and/or discriminatory housing practices, a lack of supports for youth transitioning out of care, and even government services that require specific forms of personal identification. These practices and policies are themselves discriminatory and present barriers to accessing services and actively participating in communities. Experiential women and girls' choices are literally curtailed and cut off by these structural violences.

> *"Being oppressed means a lack of choices."*
>
> **bell hooks, *Feminist Theory: From Margin to Center***

These structural issues are themselves rooted in multiple and intersecting oppressions. Indeed, HTSE is at the nexus of compounding oppressions, including misogyny, sexism, racism, and colonialism. These oppressions are the root causes of these aforementioned institutions, policies and legislation, which are grounded in white supremacy and patriarchy. In order to understand HTSE in it's current landscape, it is essential to understand that the complex interplay of these oppressions has both created structures and institutions, and reinforced policies, practices and services in ways that have created a context that is ripe for HTSE.

While experiential women and girls may negotiate some, or most of the factors or oppressions listed above, it is critical to understand that these experiences generate a *need* that traffickers are able to satisfy and fulfill. Whether that is the need for money, opportunities, connection, love, housing, family, stability, safety, or substances, traffickers are able to lure women and girls into HTSE because they can effectively meet these needs. Most traffickers lure women and girls through romantic relationships (often called the Romeo method) (Barrett, 2013). In these romantic relationships women and girls feel loved, cared for, and supported. However, after a period of time these boyfriends or romantic partners can begin to exercise control, eventually betraying their trust, and coercing women and girls into HTSE (Barrett, 2013; CWF, 2014). This grooming tactic is subtle and hard for women and girls to recognize when they are entrenched in the relationship. This intimate partner violence illustrates how HTSE is a part of the continuum of violence against women that cannot be isolated or decontextualized from other forms of violence.

Sex Trade Work

HTSE is a complex and multi-faceted issue that is often conflated with Sex Trade Work (STW) (Uy, 2011). While both STW and HTSE can and do involve sexualized labour, it is important to reinforce that HTSE is *different* from STW. Both involve the purchase and sale of sex acts, and other sexual labour, and in many cases are actually advertised and conducted in the same places (CWF, 2014). However, the difference between them is drawn along the borders of consent. When STW is undertaken through coercion, fraud, or deception by a third-party, it ceases to be STW and becomes HTSE (CWF, 2014). While some people believe that "the buying and selling of sex is always exploitative," STWers maintain that there is an important distinction between their

voluntary engagement in sexualized labour and the coercive, fraudulent, and violent tactics employed by traffickers (CWF, 2014, p.12).

One way that STWers are working to dispel the conflation of STW with trafficking and exploitation is through a labour rights lens. When STW is considered a form of labour, such as agricultural labour, manufacturing, or construction, it becomes easier to see how sexualized labour is not inherently exploitative. It is only when this work is conducted in an abusive, coercive, deceptive, or fraudulent context that becomes exploitative. (Nengeh Mensah & Bruckert, 2012; Urban Justice Center, 2006).

There are some complications to this distinction between STW and HTSE. Firstly, youth under the age of 18 cannot legally consent to selling sex or other sexual labour, so youth engaged in STW is always considered exploitative (People's Law School, 2014; Uy, 2011). Secondly, the *means* of trafficking necessitates a situation in which one's ability to consent is curtailed. Indeed, the *means* of trafficking (i.e. coercion, threats, fraud, abuse of power, etc.) facilitates the creation of situations where experiential women and girls' ability to consent is obscured by the physical and/or emotional violence they are experiencing (Sethi, 2007; Uy, 2011).

Prevention, Protection and Prosecution

The nature of HTSE means that it is challenging to engage in protection and prevention efforts (CWF, 2014). HTSE is frequently a very subtle violence in the beginning stages, as it is often boyfriends, friends or family who are trafficking women and girls (CWF, 2014). In this way, HTSE can be subtle and less visible than other forms of violence (Department of Public Safety, 2013; RCMP, 2012). Another aspect of HTSE that makes it increasingly hidden is the changing landscape of the Internet. As one mother explained, the rise of the Internet makes it possible for traffickers to "enter my daughter's bedroom through her computer screen" (CWF, 2014, p. 21). Certainly, new and increasingly mobile technologies combined with the subtle nature of HTSE have meant that it is becoming doubly hidden (CWF, 2014).

The violence and trauma inflicted on experiential women and girls creates a culture of fear and dependence that makes it difficult for them report their situation to anyone. Participating in criminalized activities, using substances, or having no choices or alternatives can all contribute to the silence of experiential women and girls. Appropriately, they may be reticent to discuss their situation with law enforcement, service providers, or other agencies. Compounding this problem is the fact that there are numerous distinct elements that must come together to define a situation as trafficking. The *act*, the *means* and the *purpose* are not always evident in the midst of a trafficking situation (Kaye, 2015). In this way HTSE has a retrospective definition that can only be recognized and applied to a situation *after* all of the components have been processed by experiential women and girls, or the agencies that are serving them. This retrospective nature combined with traffickers' abilities to adapt quickly to policies and practices means that preventative actions and interventions must be equally adaptive, reflexive and responsive to the needs of women and girls.

Human Trafficking for Sexual Exploitation in New Brunswick

Before this project began there was little, if any information about the provincial scope of HTSE in NB. As such, the project's *Community Needs Assessment* serves as a baseline

for understanding how HTSE is impacting communities and individuals in the province. While some stakeholders suggested that NB is largely a passageway for domestic traffickers, they also indicated that experiential women and girls are recruited throughout NB, and eventually moved to larger urban centres, often in Nova Scotia, Ontario, and Quebec. While NB functions as both a transition point and temporary destination for experiential women and girls, stakeholders identified that women and girls are also being trafficked *within* NB, oftentimes within the same city. While Moncton, Fredericton and Saint John were the largest NB cities identified by stakeholders as potential sites of exploitation, HTSE is also likely taking place in rural communities.

Most frequently, experiential women and girls are trafficked by people they know and *trust*. Stakeholders identified that some youth are trafficked by their family members (i.e. parents, cousins, etc.), while most experiential women and girls are trafficked by their "boyfriends." Conversations also identified that most experiential women and girls face considerable isolation and/or disconnection, in addition to poverty, mental health challenges and substance use.

Times of transition, such as moving from a rural to and an urban context, or moving from residential care to independent living leaves women and girls in precarious situations. In these times of transition traffickers can and do fulfill needs for money, affection and care, housing and substances, among other things. It was specifically noted that youth who are, or have been in care are at considerable risk of being lured into trafficking, particularly if they are living in a group home. Additionally, stakeholders were also concerned that Indigenous women face increased risk of HTSE, particularly those women who have recently moved from Mi'kmaq and Wolastoqewiyik communities to urban areas of the province.

To read more about HTSE and it's intersecting issues in NB, please see **Appendices A & B** for the *Literature Review* and the complete *Partnership Development to Address Human Trafficking for Sexual Exploitation in New Brunswick: Community Needs Assessment.*

Partnering to Address Human Trafficking for Sexual Exploitation

The *Partnering to Address Human Trafficking for Sexual Exploitation in NB* project began in June 2015 in response to both a national call for localized actions, and the changing dynamics of violence in NB communities.

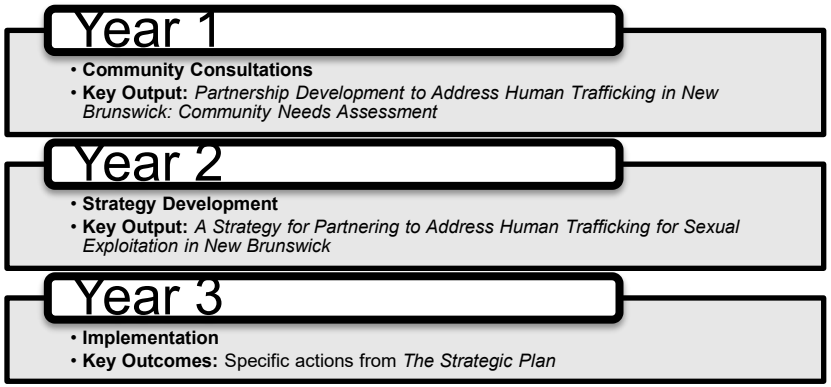
From the national context, this project builds on the work of the CWF's 2014 report: "NO MORE: Ending Sex-Trafficking in Canada – Report of the National Task Force on Sex Trafficking of Women and Girls in Canada." While there is only passing mention of NB in the report, it calls for coordinated provincial responses to HTSE. This reinforced the need for further research and consultation on the issue and how it operates in the province. As a member of the NB HT Working Group, Partners for Youth Inc. garnered province-wide support for this project proposal and helped secure funding to develop partnerships and collaborate to build the strategy herein.

On a grassroots level, the impetus for this project and the strategy came from Partners for Youth Inc.'s extensive experience working with youth across NB. Through programming related to violence prevention, healthy relationships, mental health, and work with youth in/from care and custody, Partners for Youth Inc. heard from young women

and girls about the changing dynamics of violence in their lives. Yet, discussions of violence related to trafficking and exploitation were rarely happening in meaningful, engaging ways. While it was apparent that trafficking and exploitation were happening, there was no venue for an informed dialogue about HTSE. These concerns about trafficking and exploitation of young women lead a wider consideration of how trafficking impacts women of all ages in the province and the need for a collaborative and coordinated response.

Project Details

Funded by Status of Women Canada for 3 years, this project has 3 phases:



With key outputs and outcomes for all three years, this project certainly had multiple dimensions. For a more detailed description of the Partners and Stakeholders, Project and its Rationale, please see **Appendix C & D** for the *List of Partners and Stakeholders* and the *Annex of the Process*.

Limitations & Learnings

There were several significant limitations to this project. It is important to describe these fully, as they offer considerable learnings about moving forward with other projects of this nature, particularly with regards to such a nuanced and multi-faceted issue as HTSE.

Coordination

One of the primary limitations of this project is that it was coordinated, largely, by one part-time Partners For Youth Inc. staff member from 2015-2016. The demands of building and maintaining partnerships across the diverse and rural communities in NB, particularly as they pertain to addressing HTSE, was too great for one coordinator with a limited time frame. As such, beginning in January 2017, 2 staff members began to work part-time to lead the development and writing of the strategy.

> *"Effective anti-trafficking practices aren't an easy sell. They don't promise simple answers or quick results. They are messy. They are costly. And they take time."*
>
> ***Ryan Beck-Turner, 2015 (Program Director of the International Human Trafficking Institute)***

While other projects/strategies on HTSE have begun their project with the development of a core leadership team, or coalition, NB stakeholders were not able to invest in or commit to such a group initially. Partially this was due to the reticence to participate in yet another consultation and planning process, but also due in part to the lack of funding available to support

or sustain their involvement. Another contributing factor is the fact that in projects such as this, the organizations and agencies involved do not send staff or employees who have the power to make decisions within/for their agencies in meetings. Therefore the investment in partnership and commitment to the project became difficult to secure at the outset.

Lack of Awareness

Another limitation is the lack of knowledge about HTSE in NB. While community leaders and organizations were readily able to identify HTSE when prompted, there was a considerable lack of knowledge around the definition and nuances of HTSE. Few service providers and government departments were aware of or taking steps to address trafficking. As one stakeholder indicated, “this was not even on our radar.” Given this lack of knowledge, relationship building and partnership development took considerably longer than initially identified. Project timelines needed to be extended and re-worked. Considerable time needed to be and continues to be put towards addressing this knowledge gap. This presented challenges in terms of engaging communities.

Language

A major learning related to the lack of awareness of HTSE involves language and the ways that HTSE is talked about. During the *Community Needs Assessment* and throughout the strategy writing process, it was apparent that the words *human trafficking for sexual exploitation* did not resonate with stakeholders or communities in NB. Frequently and persistently, stakeholders used such terms as: intimate partner violence, sex work or prostitution, or sexual exploitation when describing HTSE. Given the very complex intersections between HTSE and these other issues, the conflation of terms is understandable. Nonetheless, it did present a problem. Project coordinators wanted to honour the perspectives of stakeholders and communities, while also raising awareness of what HTSE looks like in NB. It is likely that language will continue to result in tensions and difficulties as the strategy is carried out, however it is likely that these tensions will create opportunities for continuous dialogue around the complexity of the issues.

Barriers to Engagement with Mi’kmaq, Wolastoqewiyik, & Other Indigenous Peoples

While this strategy is the result of community conversations and dialogues, this document cannot adequately represent the goals of those working to address violence against Indigenous women and girls in NB. The community engagement and partnership development process presented multiple barriers, which prevented the involvement of Indigenous Peoples, Nations, service providers and agencies. As mentioned earlier, this limitation is two-fold. Firstly, as a Settler person working for a Settler-run organization, the Project Coordinator lacked the relationships with and within Mi’kmaq and Wolastoqewiyik communities. Additionally, they lacked the time, knowledge, and skills to create welcoming and inclusive space(s), relationships, and setting(s) where those addressing violence against Indigenous women and girls could participate. Given this limitation, the subsequent strategy has been developed to very intentionally address this limitation by implementing sustainable and supported opportunities for Indigenous leadership in the project, and more importantly, strategy revision.

Funding for Implementation

Another limitation of the strategy is that there is only one year of funding to implement the strategy’s activities. Without sustainable and reliable funding for these activities, the

strategy has had to temper its goals and initiatives to fit what is *possible,* rather than what is *necessary.* Without a robust dialogue and discourse on the issues of trafficking and sexual exploitation, there is a dearth of legislative ambition to support the strategy at a variety of levels.

A Strategy for Partnering to Address Human Trafficking for Sexual Exploitation in NB

This strategy reflects a growing national focus on HTSE and highlights the importance of having a community-based strategy for responding to HTSE in NB.

Guiding Principles

This strategy is guided by seven essential principles. These guiding principles acknowledge not only the structural and systemic root causes of HTSE, but also the diverse actions required for intervention and prevention in communities and regions across NB. Integral to the ongoing development of this strategy, they ensure that the needs of experiential women and girls are at the centre of this strategy's ongoing development and revision, as well as its future implementation. These principles are described in more detail below.

1. **Centering Women and Girls**: Experiential women and girls must be at the centre of this strategy. This principle acknowledges the individual needs of all women and girls based on their experiences, identities, and socio-political and economic contexts. By prioritizing experiential women and girls, the strategy likewise prioritizes their self-determination, autonomy, and self-definitions of wellbeing.

2. **Human Rights Framework**: This strategy is grounded in a human rights framework. By utilizing a human rights definition of HTSE, rather than a legal definition (or a moral agenda), this strategy seeks to support women and girls, rather than prioritize the apprehension and prosecution of traffickers (Barrett, 2013). A human rights focus balances the prosecution and punishment of traffickers with the support, protection, and assistance offered to experiential women and girls. Thus making the state and communities responsible for both, while empowering experiential women and girls to exercise their human rights and amplify their voices (Wijers & Chew, 2010).

3. **Acknowledge Root Causes:** HTSE is the result of multiple, intersecting root causes (CWF, 2014). The strategy must look to the root causes of HTSE, including colonialism, racism, poverty, sexism and misogyny.

4. **Structure and Systems Changes:** HTSE is a social issue that is at the nexus of multiple, intersecting structural and systemic violences (CWF, 2014). In order to respond to the needs and priorities of individual communities and regions, the strategy must in turn seek to address the structural and systemic violences that contribute to, and perpetuate the oppression and victimization of women and girls.

5. **Action-oriented:** Women and girls are experiencing HTSE in the Maritimes more frequently than official reports indicate (Barrett, 2013). As such, the strategy must be action-oriented. It is critical to accomplish

concrete changes for women and girls. Focusing on actions also enables the strategy to be flexible and responsive to ongoing changes in the HTSE landscape.

6. **Support Regional Responses**: Each region of NB has a unique set of resources and challenges, and this strategy recognizes the capacity and passion that all regions have for supporting women and girls impacted by HTSE.

7. **Special Protections for Children and Youth**: This strategy recognizes that children and youth who are impacted by HTSE require specialized services and supports (CWF, 2014). Our responses then, must acknowledge the need to create and sustain special protections for those youth impacted by HTSE.

Goals

The goals of this strategy are as follows:

1. To create a foundation on which to build further relationships and partnerships with stakeholders, especially those in Indigenous and rural communities;

2. To create responsive, regional, adaptable action plans to address and respond to cases of HTSE;

3. To align with and build on ongoing work related to violence against women and girls in order to address the root causes of HTSE; and

4. To amplify and listen to the voices of women and girls, including those with lived experiences of trafficking and exploitation.

Pillars & Priorities

This strategy has three pillars: **building awareness and capacity**; **supporting women and girls**; and **changing systems** (CWF, 2014). Under each pillar are priority areas identified by community members and leaders, partners, and stakeholders throughout NB.

The priorities and actions included in the **Building Awareness and Capacity** pillar are related to developing knowledge of and skills regarding HT, HTSE and other related social issues.

- Centering Indigenous Women & Girls
- Increase Awareness and Knowledge of HTSE in NB
- Awareness & Education for Youth
- Identify and support opportunties to improve conditions for Sex Trade Workers in NB
- Coordination of HT Efforts
- Research

The priorities and actions included in the **Supporting Women and Girls** pillar are related to the direct provision of services and supports for interventions, transitions, and addressing root causes,.

- Provincial Protocols
- Expanding Services
- Youth Services

The priorities and actions included in the **Changing Systems** pillar are focused on legislation, policy-making, enforcement, and accountability.

- Housing
- Child Welfare
- Social Assistance and Youth Engagement Services (YES) Benefit
- Law Enforcement
- Legislation
- Funding
- Employment

Alignments

Since HTSE is at the nexus of many interconnected structural issues, the Strategic Plan and the subsequent Calls to Action necessarily overlap with existing strategies and reports, both provincial and national. This strategy is informed by, and attempts to align with the following documents at this time:

- *The Action Plan for Mental Health in New Brunswick 2011-18*
- *Canada's National Action Plan to Combat Human Trafficking (expired)*
- *Keeping Children and Youth Safe from Harm in New Brunswick (2015)*
- *Hope is a Home: New Brunswick's Housing Strategy (2015)*
- *Moving from Theory to Outcomes: New Brunswick's Crime Prevention and Reduction Strategy (n.d.)*
- *New Brunswick Economic Growth Plan (September 2016)*
- *New Brunswick Family Plan: Advancing Women's Equality (April 2017)*
- *New Brunswick Family Plan: Improving Access to Primary and Acute Care (April 2017)*
- *New Brunswick Family Plan: Reducing Poverty (May 2017)*
- *New Brunswick Family Plan: Supporting Those with Addictions and Mental Health Challenges (May 2017)*
- *New Brunswick Population Growth Strategy 2014-2017*
- *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada (2014)*
- *Overcoming Poverty Together: The New Brunswick Economic and Social Inclusion Plan 2014-2019*

- *Overcoming Barriers: A Coordinated Response to Violence against Immigrant Women in New Brunswick* (in development)
- *Sex Work and Women's Rights: A position statement by the New Brunswick Advisory Council on the Status of Women* (June 2008)
- *Strategic Framework to End Violence Against Wabanaki Women in New Brunswick* (under revision)
- *Truth and Reconciliation Commission of Canada: Calls to Action* (2015)

The Strategic Plan

Acknowledging and accepting the deep complexity of HTSE is necessary to identify respectful, effective, and relevant actions. Indeed, activities to address HTSE in NB must be multi-faceted and require collaboration and co-operation across regions, communities, and municipalities.

> *"[…] complex problems- particularly those such as sex trafficking where the solutions are not obvious- cannot be solved by a single organism or a single intervention. Instead, it requires the collective contributions of all stakeholders towards a shared goal."*
>
> ***Canadian Women's Foundation, 2014. "NO MORE" Ending Sex Trafficking in Canada.***

The strategic activities included here-in stem from each of the aforementioned priorities, and have been developed and refined through ongoing community conversations.
The activities attempt to reflect the needs, realities, resources, and responses of communities throughout NB. The majority of these activities reflect current research on HTSE in North America, and other jurisdiction's strategic responses to HTSE.

Activities

To maximize the utility of this document and the strategy more generally, the following is intended to act as a living document. These activities can, and should be adapted and revised on an ongoing basis. In fact, several key activities require those in leadership positions to take multiple steps to add to, and continue to develop and refine this strategic plan.

Year 1 (Year 3 of the Project)			
Priorities	Activities	Leadership	Alignments
Building Awareness & Capacity			
Centering Indigenous Women & Girls	**Build respectful relationships with Mi'kmaq and Wolastoqewiyik communities, as well as other Indigenous organizations that are interested in participating in and shaping this strategy.** Through these relationships build a collaborative process that facilitates discussions of community needs and the corresponding actions to be taken. From these discussions, the strategy should be revised and updated accordingly.		*Strategic Framework to End Violence Against Wabanaki Women in New Brunswick*
Increase Awareness & Knowledge of Human Trafficking	**Organize and host a public launch of *The Strategy for Partnering to Address Human Trafficking for Sexual Exploitation* and *New Brunswick Human Trafficking Guide.*** This event will leverage public engagement on the activities of the strategy and promote awareness about HT and HTSE, and the necessary systemic, community and individual levels of response.	Women's Equality Branch Partners For Youth Inc. /Alliance pro-jeunesse	*Canada's National Action Plan to Combat Human Trafficking* *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*
	Develop and disseminate information for the general public based on the *New Brunswick Human Trafficking Guide*. The general public also needs information about HT and HTSE. This information needs to be presented in various formats. To ensure this information is accessible, these resources should be available through various public and private institutions (e.g. libraries, schools, universities, community centres, offices, etc.). While this information should be available in French and English, it should also be available in other languages.		*"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*

Coordination of Human Trafficking Efforts in NB	**Develop an HT Leadership Team to implement, oversee and review this strategy.** In order to truly oversee and lead this strategy, this Leadership Team must be active, goal-oriented, and educated on the issues surrounding HT and HTSE. Each member should participate in at least one online training/webinar on HT issues and perspectives (see Appendix D for more information). This team needs to reflect the realities of NB and should aim to include representatives from: • Mi'kmaq communities; • Wolastoqewiyik communities; • Indigenous agencies and organization; • Non-profit organizations; • Youth-serving organizations; • Organizations serving Immigrants and Newcomers; • Law enforcement (RCMP & Municipal Police); • Multiple GNB departments; and • Front-line workers. Where safe and when appropriate protocols are in place, extend invitations to experiential women and Sex Trade Workers to participate. The HT Leadership team must identify a team leader, a "home" for the strategy, as well as how the team will accomplish it's work (e.g. committees, work groups, formalized partnerships with community agencies, etc.)	Partners For Youth Inc. /Alliance pro-jeunesse	
	Host regional events to facilitate ongoing conversations about localized responses to HTSE. These events and meetings will also provide additional opportunities for raising awareness and information sharing about the issues and their impact on women, girls, and communities.	Partners For Youth Inc. /Alliance pro-jeunesse	*Canada's National Action Plan to Combat Human Trafficking* *Moving from Theory to Outcomes: New Brunswick's Crime Prevention and Reduction Strategy*

	Strengthen relationships with, and engage GNB departments by inviting them to participate in the HT Leadership team. Specifically the following departments should be engaged and invited: • Social Development; • Justice & Public Safety; • Post-secondary Education Training and Labour; • Service New Brunswick; • Aboriginal Affairs Secretariat; • Department of Education and Early Childhood Development; • Department of Tourism, Heritage and Culture; and • Department of Transportation and Infrastructure; and • Health.	HT Leadership Team	
Supporting Women & Girls			
Provincial Protocols	Coordinate asset-mapping efforts throughout New Brunswick. Various groups and organizations have, or are in the midst of their own asset-mapping activities. These efforts should be coordinated and assembled in order to create a basis upon which to build on for the asset mapping action in Year 2.	Partners For Youth Inc. /Alliance pro-jeunesse	*Canada's National Action Plan to Combat Human Trafficking* *Moving from Theory to Outcomes: New Brunswick's Crime Prevention and Reduction Strategy* *New Brunswick Family Plan: Advancing Women's Equality*
Building Awareness & Capacity			
Identify & Support Opportunities to Improve	**Provide law enforcement, front line workers, service providers and community agencies with PIVOT Legal Society "Know Your Rights" information cards. These can be disseminated to STWers and other interested parties.**	HT Leadership Team	

Conditions for Sex Trade Workers	**Host a provincial dialogue on STW in NB.** This dialogue is intended to explore the needs of STWers in the province as well as ways to improve their working conditions and safety. While STWers must be invited to participate and lead this conversation, protocols and guidelines must first be created to ensure that this dialogue is non-criminalizing and as safe as possible for STWers. This dialogue is not intended to centre rescuing or saving STWers, nor should it focus on exiting the trade. Rather this dialogue is intended to open up conversations about the real challenges that STWers face in their work and how provincial partners in this strategy can prevent sexualized labour from becoming exploitative.		*Sex Work and Women's Rights: A position statement by the New Brunswick Advisory Council on the Status of Women*
Awareness & Education for Youth	**Create a Provincial Youth Violence Prevention Network (PYVPN).** Identify and engage service providers who deliver youth violence prevention programming across NB. Develop a mission and vision for this network.	Partners for Youth Inc. / Alliance pro-jeunesse	
Coordination of Human Trafficking Efforts in NB	**Carry out a review of Year One of the strategy and make any necessary adjustments to subsequent years.**	HT Leadership Team	

Year 2			
Priorities	Activities	Leadership	Alignments
Building Awareness & Capacity			
Centering Indigenous Women & Girls	**Continue to build respectful relationships with Mi'kmaq and Wolastoqewiyik communities, as well as other Indigenous organizations. Collaborate to revise and expand the strategy to meet community needs.** This action should continue the collaborative process initiated in Year 1, and develop and revise the strategic actions contained within this strategy.		
Increase Awareness & Knowledge of Human Trafficking Identify & Support Opportunities to Improve Conditions for Sex Trade Workers	**Develop a core competency training on HT and HTSE** The training development process will likely include the repurposing or adapting of existing training materials to fit the NB context. This training should include information about: • Types of trafficking and their connections; • A portrait of the issues in NB; • Prevention; • Recruitment and grooming tactics; • Warnings Signs and/or Indicators; • Intervention strategies and assessment tools; • Resources; • Intersectionality and how HT disproportionately impacts people with multiple marginalized identities (including Indigenous women, Immigrant women and women with precarious citizenship status, disabled women, Women of Colour, and trans and queer women); • Root causes • The distinctions between STW and HTSE These trainings should be delivered to government agencies and departments at various levels (including MLAs), law enforcement, health care providers, educators, and community organizations working with women and girls. The training should also be available to the private sector and any other interested parties.	HT Leadership Team	*Canada's National Action Plan to Combat Human Trafficking* *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*

	Conduct a scan of the Private Sector, Labour Unions, and Industries in NB that could be engaged as partners in building and sustaining the strategy and addressing issues of HT. The following sectors should be included in this scan: • Transportation; • Hospitality & Service; • Agriculture & Fisheries; • Construction; • Manufacturing; and • Energy & Natural Resources.		
Research	**Research other jurisdiction's current HT public policy and legislation. Summarize findings into a 'Promising Practices' report and disseminate.** This report will be used to inform future NB HT initiatives. As such, it needs to be disseminated to, and shared with policy makers and government legislators as a first step toward making policy and legislative change in the province. Additionally, certain areas of legislation must be included in this report. Particularly, policies and legislation regarding information sharing both interdepartmentally and between jurisdictions.		*Moving from Theory to Outcomes: New Brunswick's Crime Prevention and Reduction Strategy*
Supporting Women & Girls			
Provincial Protocols	**Undertake a provincial asset-mapping project to create a flow chart that identifies and describes programs and services relevant to HTSE in NB. Disseminate to all strategy partners and service providers.** This asset-mapping project should explore the possibility of funding and housing a Coordinator position in NB, as well as funding other aspects of the strategy. The resultant flow chart should include: • Details about organizations' mandates and the types of	HT Leadership Team	*Canada's National Action Plan to Combat Human Trafficking* *Moving from Theory to Outcomes: New Brunswick's Crime Prevention and Reduction Strategy*

	services they provide (including whether they are a faith based service, if they have trans-inclusion policies, etc.) • Any conditions for accessing these services (e.g. sobriety); and • Contact and referral information.		*Overcoming Barriers: A Coordinated Response to Violence against Immigrant Women in New Brunswick*
Building Awareness & Capacity			
Awareness & Education for Youth	**PYVPN members update their existing violence prevention programs to include information about HTSE and sexual exploitation.**	PYVPN	

Year 3			
Priorities	Activities	Leadership	Alignments
Building Awareness & Capacity			
Centering Indigenous Women & Girls	**Continue collaboration with Mi'kmaq and Wolastoqewiyik communities, and other Indigenous organizations to select actions for implementation.** This activity provides the opportunity for ongoing strategy development and revision.		
Increase Awareness & Knowledge of Human Trafficking	**Finish developing core competency training and pilot delivery to service providers, front-line workers and law enforcement.** Pilot a minimum of three trainings in Year 3. Feedback from the pilot deliveries should be integrated into the training curriculum and structure.	HT Leadership Team	*Canada's National Action Plan to Combat Human Trafficking* *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*
	Continue building relationships and partnerships with the Private Sector, Labour Unions and Industry though awareness raising and information sharing.		

Supporting Women & Girls			
Provincial Protocols	**Develop supplemental *Provincial Human Trafficking and Exploitation Protocols*.** These protocols should be supplemental to existing Abuse and Neglect protocols in NB, including: • Woman Victims of Abuse Protocols; • Child Victims of Abuse and Neglect Protocols; and • Adult Victims of Abuse Protocols. The protocol development process should prioritize research about various service delivery models and approaches that are appropriate for experiential women and girls. The protocols should include information about: • An Informed Consent process for sharing information about particular clients across departments and agencies • A Memorandum of Understanding for community agencies and government departments • Emergency and/or Crisis Response Protocols		*The Action Plan for Mental Health in New Brunswick 2011-18* *Canada's National Action Plan to Combat Human Trafficking* *New Brunswick Family Plan: Supporting Those with Addictions and Mental Health Challenges* *Overcoming Barriers: A Coordinated Response to Violence against Immigrant Women in New Brunswick*
Changing Systems			
Child Welfare	**Create an inter-agency working group that is tasked with "traffic-proofing" child welfare systems in NB.** This working group should have shared leadership and include non-governmental representatives from: • Child and Family Services Agencies in Mi'kmaq and Wolastoqewiyik communities • Non-profit partners • For-profit partners (i.e. Group Homes, Human Services Organizations, etc.) • Various GNB departments • Law enforcement • Foster & Adoptive Parents • New Brunswick Youth in Care Network and other groups of youth in/from care		*Canada's National Action Plan to Combat Human Trafficking* *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada* *Truth and Reconciliation Commission of Canada: Calls to Action*

	This working group should address the following issues: • The Truth and Reconciliation Commission's Calls to Action on Child Welfare, including fully implementing Jordan's Principle; • Practice standards and training for Social Workers, Group Home Staff and Foster Parents; • Information sharing with law enforcement; • Outreach to proactively identify experiential youth; and • Transition programs for youth who are leaving care.		*New Brunswick Family Plan: Supporting Those with Addictions and Mental Health Challenges*
Legislation	**Implement changes to legislation and policies in order to better support and protect experiential women and girls.** Utilize the 'Promising Practices' report (created in Year 2) to engage policy makers and legislators at the Federal, Provincial, and Municipal levels to make the necessary and relevant changes.		*"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*
Building Awareness & Capacity			
Awareness & Education for Youth	**PYVPN members work together to identify how their programs can better reach youth in/from care and custody, and youth who are not attending school.**	PYVPN	*"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*

Year 4			
Priorities	Activities	Leadership	Alignments
Building Awareness & Capacity			
Centering Indigenous Women & Girls	**Continue collaboration with Mi'kmaq and Wolastoqewiyik communities, and other Indigenous organizations to select actions for implementation.** This activity provides the opportunity for ongoing strategy development and revision.		

Increase Awareness & Knowledge of Human Trafficking	**Launch the core competency training piloted in Year 3.** Once again, this training should be disseminated to service providers, frontline workers, law enforcement, government agencies and departments at various levels (including MLAs), health care providers, and community organizations working with women, girls and youth. The training should also be available to the private sector and any other interested parties. Trainings need to be revised on an ongoing basis to incorporate feedback from participants, as well as responding to changing HT issues in NB.		*Canada's National Action Plan to Combat Human Trafficking* *"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*
Coordination of Human Trafficking Efforts in NB	**Engage Private Sector, Labour Unions, and Industry (identified in Year 3) as partners in the strategy.** Collaborate with these new partners to establish and/or revise actions to carry out within those sectors.	HT Leadership Team	*"No More:" Ending Sex-Trafficking in Canada: Report of the National Task Force on Sex Trafficking of Women and Girls in Canada*
Supporting Women & Girls			
Provincial Protocols	**Finish developing and implement supplemental *Provincial Human Trafficking and Exploitation Protocols.*** Deliver trainings on these protocols to service providers, frontline staff, law enforcement, and other potential users. Utilize multiple communications mechanisms to disseminate information about the supplemental protocols and their use throughout NB.		*Canada's National Action Plan to Combat Human Trafficking* *New Brunswick Family Plan: Supporting Those with Addictions and Mental Health Challenges* *Overcoming Barriers: A Coordinated Response to Violence against Immigrant Women in New Brunswick*

Building Awareness & Capacity			
Awareness & Education for Youth	**PYVPN members collaborate to address identifiable gaps in their programming.** The following issues should be more clearly addressed by PYVPN members: • gender and gender diversity; • supporting parent/guardian's knowledge-building; and • engaging middle-school students. Using current research and promising practices for youth violence prevention, Network members should work together to adapt their programs to address these and other identified gaps.	PYVPN	

Year 5			
Priorities	Activities	Leadership	Alignments
Building Awareness & Capacity			
Coordination of Human Trafficking Efforts in NB	**Carry out a systematic review of the strategy and its actions to date.** This systematic review should include a follow-up Community Needs Assessment to identify how the HT and HTSE landscape has changed over the last five years.	HT Leadership Team	

Communications

Given the broad lack of awareness of both HT and HTSE throughout NB, an essential element of this strategy is communications. As with much of this strategy, components related to communications require shifting consideration. HT has such an evolving landscape, with traffickers able to quickly respond and adapt to legislative changes, enforcement agendas, and community initiatives. Our communications need to be equally flexible.

Specific information about key messages, target audiences and communications mechanisms must necessarily evolve and change as the key partners and leadership of this strategy formalizes. As HTSE is emerging as a major social issue, best practices regarding communications and information sharing are still developing. In order to stay ahead of these trends, an essential communications activity of this strategy will be maintaining relationships and connections with ongoing HTSE efforts within other jurisdictions. These relationships are already being developed, and many jurisdictions who are

further along with their strategy implementation have been important to shaping this process.

This strategy maintains a dual focus on both internal and external communications.

Internal Communications

In order to implement the strategy, it is important to consider how those partners, participants and leaders will communicate with one another. As the HT Leadership team will be at the centre of discussions on communication, this group will need to work collaboratively and intentionally to decide how to best communicate— both with each other, as well as with new and engaged participants. At present, a key internal communications activity is one-on-one communication. While it can reasonably be anticipated that the HT Leadership team will want to explore some type of collective information sharing mechanism (e.g. information sharing website, project management tool, etc.), the strategy's focus on building respectful relationships and partnerships relies upon focused, respectful, and empathic one-on-one communications.

External Communications

The strategy also focuses on external communications, or disseminating information about the strategy, as well as HT, more broadly throughout the province. Once again, as the HT Leadership team will be at the centre of discussions on communication, this group will need to work collaboratively and intentionally to identify target audiences and those mechanisms best suited to reach these audiences. Potential communications mechanisms to be considered include: targeted emails, presentations, websites, social media, national hotline(s), pamphlets, summits and/or roundtables, workshops, committees, community discussions and/or town hall style gatherings, as well as participating in numerous community initiatives (e.g. Pow Wows, fairs, marches, gatherings, etc.). The intention of this work is not only to create new communications channels, but to work in connection with communities throughout NB to identify and enhance their existing capacity for external communication about HT and HTSE.

At present, the key external communications activities include:

1. A public launch of both the strategy and the *New Brunswick Human Trafficking Guide;*
2. Information pamphlets and other resources published in multiple languages;
3. Building partnerships and relationships with GNB departments, Mi'kmaq and Wolastoqewiyik communities and other Indigenous organizations, as well as key industries in the private sector through the multiple communications mechanisms identified above;
4. Developing and delivering core competency training on HT and HTSE to service providers in NB;
5. Creating and disseminating a coordinated HTSE asset map to service providers throughout NB; and
6. Developing and disseminating supplementary *Provincial Human Trafficking and Exploitation Protocols*.

While this dual focus on internal and external communications serves the function of disseminating information about the strategy, it likewise serves to disseminate information about HT and HTSE in NB as well. While these key communications activities are clearly articulated in the strategy, these activities will change and develop to better reflect both the needs of NB organizations, service providers and community leaders, as well as emerging best practices from other jurisdictions.

Collaborations & Partnerships

In order to accomplish the activities outlined above, this strategy will require collaborative and reciprocal partnerships between and among service providers, community agencies, law enforcement, and a variety of government departments. At the core of these collaborations and partnerships will be the HT Leadership team. It is critical that this HT Leadership team include interested Mi'kmaq and Wolastoqewiyik agencies and communities. This will require that relationships be built on trust and reconciliation with an understanding of NB's historical context and ongoing colonial present. A shared respect and affinity needs to be at the centre of these partnerships so that the HT Leadership team can work together to implement the activities.

Collaboration and partnership is necessarily at the centre of implementing the strategy and the HT Leadership team will make it possible to foster the necessary relationships. These partnerships and collaborations will be solidified though ongoing communications both one-on-one and through a network of communications. These partnerships will also be bolstered through the strategy's alignment with various other projects and strategies. The alignments will facilitate opportunities for a variety of agencies and government departments to find their place within the strategy.

Funding

Funding from the original project is available for implementing Year one of the strategy. However, successful implementation of the strategy will require an additional four years of funding. To implement Years two to five, a combination of core and project-based funding needs to be pursued. Those activities that could be undertaken with project-based funding include: developing the core competency training or supplemental protocols, researching and writing the promising practices report, and of course the logistics of the Provincial Youth Violence Prevention Network. That said, there are many additional activities that reach beyond the possibility of project-based funding, namely the funding required to coordinate ongoing partnership development and strategy revision (e.g. travel, meeting attendance, local community work, etc.).

Ultimately, it will be the responsibility of the HT Leadership team to secure funding to coordinate the activities of this strategy. It is recommended that the HT Leadership team be based in a 'home' agency with a committed Leadership team member who is funded to support the team's work. Discussions about funding and the sourcing of funding are already in progress and are critical to the success of this strategy.

> *"Fighting human trafficking requires a multidisciplinary response involving participation from all levels of government."*
>
> ***People's Law School, 2014 "Human Trafficking in Canada."***

A Call to Action

While the Strategic Plan above details the activities that need to take place to lay the groundwork required to address HTSE in NB, they do not sufficiently tackle the far-reaching and complex root causes of trafficking and exploitation. As evidenced in the *Community Needs Assessment* and earlier drafts of this plan, communities, partners and other stakeholders in NB want to address the many intersecting social issues that are at the centre of HTSE, specifically racism, ongoing colonialism, poverty, misogyny, and transphobia. As these systemic violences are rooted deeply in

NB institutions and organizations, HTSE cannot be addressed in a singular or linear manner, but instead requires many actions that are beyond the capacity of any one project or strategy.

As considerable action must be taken throughout NB, it is not prudent for this strategy to release more recommendations. There are already too many national and provincial reports and strategies whose recommendations are not being acted upon. To address the systemic violences that force women and girls in NB to experience HTSE, a call to action is required. There is little need for another study, or another review, or another consultation, but there is a need for action. The following actions are not original, they have been well articulated by activists and advocates, and even by national and provincial reports (see *Alignments* section of this document). They require a strong community commitment and government leadership.

While this project and strategy recognize and advance the need for deep structural and systemic changes, it is not within the capacity of those hosting and participating in this project to make these deep social and societal changes alone. These issues necessitate shifting the very ways that we perceive, understand, and engage with one another, our communities, and this land. This strategy must be accompanied by real and sustained efforts to address the systemic violences within NB that allow HTSE to occur. This means listening to, and supporting the long-time work of communities, community leaders, and organizations that are engaging in this essential work. Policy-makers, high level bureaucrats, elected officials and other people with social and political power in NB need to respond to this work and take action to facilitate these deep and complex changes. While it is essential to raise awareness of HTSE and build our provincial knowledge and capacity, without action by government, law enforcement, non-profit organizations, funders, and community members alike, women and girls will continue to experience the sexual violence of exploitation and trafficking

Building Awareness & Capacity

- **Increase support and funding for Mi'kmaq, Wolastoqewiyik and other Indigenous healing practices. This should include the funding of Indigenous healing centres throughout NB, and increased funding for health and mental health services in Mi'kmaq and Wolastoqewiyik communities.**
- **Incorporate information about sex, sexuality and healthy relationships into the NB school curriculums at all grade levels. This should include discussions of gender, gender inequality, power, and intersectionality and be linked to information about mental health and mental illness, substance use, suicide, and exploitation.**
- **Employ experiential women in the coordination of HTSE efforts, provision of services for other experiential women (including peer support), and in prevention programming for youth and women.**
- **Facilitate the development of a STW Organization or Network that offers peer support and networking opportunities to STWers throughout NB.**
- **Provide trainings to all law enforcement on how to interact with, support, and respect STWers.**
- **In consultation with STWers and other community groups, create law enforcement guidelines for interacting with STWers. These guidelines should centre STWer's safety and autonomy rather than the enforcement of laws. These guidelines should put a stop to the use of deceptive tactics to gather information. Instead, access to services, supports, and remuneration should be offered.**
- **Include information about HT and HTSE at the post-secondary level for students in such professional programs as education, health care, social work, human services, counseling, police foundations, and others.**

Supporting Women & Girls

- **Develop and deliver Indigenous cultural competency trainings to service providers, front-line workers and law enforcement officers.**
- **Address disparities in health and mental health services for Indigenous women and girls in NB.**
- **Ensure that service providers and front-line workers have undergone cultural competency training and are educated about the specific needs of Migrant, Immigrant, and Newcomer women and girls.**
- **Change existing policies that require experiential women and girls to cooperate with law enforcement during investigations in order to access Provincial Victim Services.**
- **Increase the availability of detox and residential treatment beds and services throughout NB. Ensure all of these services are respectful and supportive of Mi'kmaq, Wolastoqewiyik and other Indigenous Peoples, and provide opportunities for and access to healing practices and ceremonies.**
- **Expand and further develop existing long-term trauma counseling programs to improve accessibility and efficacy.**
- **Increase coordination among service providers and outreach workers to provide more effective wrap-around services. This coordination needs to include service providers and outreach workers in Mi'kmaq and Wolastoqewiyik communities and rural communities.**
- **Increase funding and resources for existing housing outreach services, including the creation of more outreach worker positions.**
- **Increase supports available to women navigating the Criminal Justice System through the expansion of the Family Court Support Worker Program, Court Support Volunteer Program, and other victim-support programs.**
- **Increase crisis and transitional housing services for youth by developing a continuum of housing services. Ensure that these services are barrier-free and connected to outreach supports for independent living.**
- **Create youth-specific outreach teams.**

Changing Systems

- **All housing programs and services should adopt a Housing First approach.**
- **Increase access to portable rent supplements, subsidies, and allowances to enable people to live where they choose, rather than tying subsidies to particular units.**
- **Increase number of quality, affordable housing units available in all communities.**
- **Develop 2SLGBTQIA (Two-Spirit, Lesbian, Gay, Bisexual, Trans, Queer, Intersex, Asexual) specific housing programs and services in communities throughout NB. These programs and services must provide support to youth and young adults, as well as older adults and disabled people.**
- **Increase the Social Assistance monthly rates across programs.**
- **Make the YES program more accessible by providing youth-friendly information online.**
- **Increase the monthly YES benefit.**
- **Remove any waiting period for access to YES Program and benefits. These benefits should be available immediately to all eligible youth.**
- **Decriminalize women engaged in STW and create legislation to support their working and labour conditions.**
- **Introduce legislation to provide a guaranteed annual income to all residents of NB. This legislation should additionally include the creation of a livable minimum wage that meets or exceeds this annual income.**

- **Create legislation to ensure interdepartmental and interagency coordination and communication to ensure that services for women and girls are consistent and comprehensive. In particular, this legislation should allow law enforcement and the Department of Social Development to communicate and coordinate services and supports for youth.**

- **Increase employers' understanding and knowledge of the New Brunswick Human Rights Act, particularly recent changes to the Act, which prohibits discrimination based on gender identity or expression.**

- **More broadly distribute and promote information on youth employment programs and grants in NB.**

- **Provide job and employment training to women who have been trafficked and those women who are considering leaving and/or want to leave the sex trade.**

- **Increase safe and meaningful employment opportunities for women, specifically trans women and Migrant, Immigrant, and Newcomer women in NB.**

- **Mandate all law enforcement officers to participate an anti-racism training.**

Areas for Further Development

This strategy has endeavored to highlight how HT and HTSE are both an extreme form of violence and a human rights violation that do not exist in a vacuum, but rather are a part of a landscape of violence against women. The intention of this strategy is to align with and contribute to other actions, activities and strategies to address violence throughout NB. During Partners For Youth Inc.'s efforts to develop this strategy, it became apparent that there are gaps in provincial-level strategic activities to address violence against women and girls.

While it goes beyond the scope of this project, for this strategy to be as successful in addressing HTSE and supporting experiential women and girls, it must be connected to (and a component part of) much larger high-level efforts to address violence against women.

Violence Against Women

While there are many efforts to address violence against women in NB, these efforts often occur in isolation from one another. There are many individual projects that provide essential strategic direction, however there is a need for a broader overarching violence against women strategy to coordinate and unite this work. As such, it is vital that the Government of New Brunswick take the steps required to develop an umbrella strategy to address the multiple types of violence that women and girls face in and across the province. While NB has several mechanisms in place to respond when women and girls experience violence, it is essential that a strategy of this nature be proactive, action-oriented and community coordinated.

While Partners For Youth Inc. recommends that a strategy to address violence against women is created, it is important to recognize that violence impacts women and girls differently. As this strategy has endeavored to show, violence against women and girls is intersectional, structural and disproportionately impacts some women more than others. In this way, it is essential that any overarching strategy to address violence against women and girls reflect the unique realities for:

- Mi'kmaq, Wolastoqewiyik and other Indigenous women and girls;
- Disabled women and girls;
- Black women and girls;
- Women and girls of Colour;
- Migrant, Immigrant, and Newcomer women and girls; and
- Queer and trans women and girls.

To address these unique realities, each of these identities requires their own strategic actions. These actions must be determined, shaped and implemented by these communities of women and girls. Only a provincial strategy that has multiple branches will be able to recognize and respond to the true breadth of violence in the many communities of NB.

Labour Trafficking

Another form of violence against women that is rarely addressed is labour trafficking. Labour trafficking takes place when various *means* are used to control a person and make them believe that they have to carry out a specific type of work (Canadian Council for Refugees, 2014). Many of the social issues that are at the nexus of HTSE are similarly central to labour trafficking, specifically racism, poverty, and misogyny

(Canadian Council for Refugees, 2014). While the focus of this strategy is on HTSE, labour trafficking has emerged as an issue in NB. During the course of this project, it became all too apparent that labour trafficking requires a focused and deliberate consideration. Discussions of HTSE dominate "the bulk of government actions, pushing out discussions of labour exploitation and other types of forced movement along the way" (Ricard-Guay, May 2016). So while it goes beyond the scope of this project and strategy to describe the state of labour trafficking in NB, project partners and stakeholders identified that there are certainly workers that are being exploited by employers in NB. It is imperative that a meeting/ summit be convened to address labour trafficking throughout NB.

While there are many actors who need to be involved in this summit, it is recommended that the Department of Post-Secondary Education, Training, and Labour take the lead on addressing this issue. This meeting may be used to explore the need to coordinate and develop a specific strategy on labour trafficking in NB. The following issues, raised by partners at the first and second Community Roundtables, are recommended discussion topics for such a meeting/summit:

- The Temporary Foreign Worker program;
- Open Work Permits and Temporary Resident Permits;
- Rights-based education for Migrant, Immigrant and Newcomer workers;
- Employment Standards for those who work in the home (i.e. domestic work, cleaning, live-in caregivers), and those being compensated with room and board;
- The availability and accessibility of professional language translation and interpretation services;
- The availability of free and affordable language training opportunities for all Migrants, Immigrants and Newcomers (regardless of their immigration status);
- The third party recruitment system;
- Education for employers on exploitation and the rights of workers; and
- Information-sharing across department and agencies.

These issues are not unique to NB, in fact they have been well documented throughout jurisdictions in Canada (see Dandurand, Chin & Wilson, 2017; Faraday, 2012; Faraday, 2014, & Kaye, 2015). While many of the actions included in this strategy will raise awareness and build knowledge and capacity throughout the province about HT in general, it is essential that labour trafficking be addressed in a deliberate and strategic fashion.

Moving Forward

There is no appropriate conclusion to a project or strategy of this nature. Rather, it is about moving forward — building meaningful and respectful relationships and partnerships, working together, and taking action. Because these important relationships take time and work to build and maintain, this strategy must be a living document. As more and more partners become involved and participate in this strategy, it will necessarily change and grow. New activities will be identified and additional leadership will be explored. This strategy must be able to shift and adapt to the changing landscape of HT and HTSE, both nationally, and in NB.

To respond to these changing needs, and effectively implement the strategy, additional funding sources are required. While the search for funding is ongoing, this strategy requires consistent and sustainable core funding for implementation, including ongoing relationship building, resource development, coordination, and research. Additional project-based funding for service providers and organizations

is anticipated, as they must have the resources required to support experiential women and girls and continue to be engaged in this work.

Yet, as this strategy has endeavored to highlight, it's efficacy also relies on a commitment from organizations, leaders and community members to work together to change structures and systems, and support women and girls. To address the root causes of HTSE and create the conditions through which this strategy can be most effective, actions must be taken to address the systemic violence and discrimination that is embedded within our many systems, institutions, and communities. As the Calls to Action articulate, many actions need to be taken by those in leadership positions to ensure that women and girls are safe and respected in their communities, and have access to the supports and resources that they need. Once again, these Calls to Action are not simple changes to make— generations of activists, educators, and community leaders have been working to address the poverty, racism, misogyny, and ongoing colonialism that are at the centre of HTSE (Kaye, 2015). And in order to engage in this essential change making, a shift in our personal and collective thinking is absolutely required. While necessarily uncomfortable, it is imperative to interrogate the unquestioned assumptions, attitudes, judgments and prejudices that shape NB's governing, policies, and institutions.

To undertake the many activities of this strategy, and prioritize the changes required by the Calls to Action, this strategy requires strong, committed, and principled leadership. As HTSE, once again, is at the nexus of so many interconnected social issues, discussions about HTSE can (and will) be shifted to reflect multiple directions and agendas. To ensure HTSE is centered, while considering these many issues, this leadership must be empathic and flexible. It is beyond the capacity of a single person to hold this strategy and process— it is the HT Leadership team that must commit to leading.

Strategic Review

Partners For Youth Inc. proposes the following timelines associated with this strategy.

- **2018 (Year One):** Conduct a review of Year One of the Strategic Plan, including accomplishments and challenges so far. Reassess the strategy and its activities moving forward.
- **2023 (Year Five):** Review the Strategic Plan to ensure it reflects community needs and issues. Undertake a Community Needs Assessment to identify how HT and HTSE has changed in NB since Year One and revise as nee

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Appendices

Appendix A: Literature Review

Introduction

The issue of human trafficking is increasingly on the radar world wide, as governments and civil societies recognize the growth and expansion of this heinous crime. Some suggest that the dollar value of human trafficking is now on a par with arms and drug dealing.

There is a plethora of media reports and research studies on human trafficking on both the international and national level. (This writer, for example, receives a dozen Google alerts a day on human trafficking.) A July 2016 report found that, in 2014, Canadian police services reported 206 human trafficking violations in Canada, accounting for less than one per cent of all police-reported criminal incidents. Over a six-year period from 2009 to 2014, more than nine in 10 human trafficking victims in Canada were female (93%). (Juristat, July 2016)

Another report notes, "There has been an unprecedented mobilization against human trafficking in Canada. Numerous groups joining the fight against trafficking have emerged from civil society. … There are regular newspaper articles and public events on trafficking … [while] front-line service providers scramble to address the needs of people who have been trafficked." (CATHII, 2014)

That said, there is still a lot that is unknown about human trafficking, including the full extent and impact of this problem because of the hidden nature of these offences, the unwillingness and/or inability of victims and witnesses to come forward to law enforcement, and the difficulty of identifying victims. There is a lack of awareness of what human trafficking is, and cases often go unnoticed and unreported because of manipulation, fear, threats from traffickers or mistrust of authorities.

This is particularly true outside the large urban centres in Canada.

One thing that does comes through very strongly in the literature, however, is that women and children are the primary victims, overwhelmingly for sexual exploitation but also for forced labour, although no one is immune to this crime.

Objective of the GBA and literature review

The GBA and literature review was carried out as part of a Needs Assessment for a Partners for Youth Inc. projected entitled "Partnership development to address Human Trafficking (HT)." Status of Women Canada (SWC) funded the project for a three-year period (2015 – 2018). It focuses, in particular, on human trafficking for sexual exploitation. Objectives are:

- To engage and sustain partners, stakeholders, youth, family and community in developing a provincial strategy on human trafficking (HT);
- To reduce and ultimately eliminate human trafficking in New Brunswick.

The planned results, as outlined in the Results Framework, are as follows:

SHORT TERM

1. Provincial Partners/Stakeholders better understand the issue of Human Trafficking;
2. Provincial Partners/Stakeholders are working together to identify the priority issues regarding Human Trafficking in the province.

MEDIUM TERM

1. Provincial Partners/Stakeholders collaborate to implement the Provincial Strategy to address the issue of Human Trafficking;
2. Other stakeholders are aware of the strategy and contribute to its sustainability;
3. The Provincial Strategy leads to reduction and eventually the elimination of Human Trafficking in the province.

This three-year project was set up with the following six Key Activities:

- Key Activity A: Project team development; partnership development; Needs Assessment including literature review with gender-based analysis and consultations;
- Key Activity B: Discussion and engagement with partners to set and establish priorities for action;
- Key Activity C: Development of the provincial strategy;
- Kay Activity D: Finalization and adoption of the strategy via stakeholder engagement;
- Key Activity E: Implementation of the strategy;
- Key Activity F: Final evaluation, knowledge transfer and strategy sustainability.

This literature review is part of Key Activity A.

Scope of the literature review

Because the focus of the Partners for Youth project is partnership development to develop a provincial anti-human trafficking strategy, this literature review will focus, in particular, on two key issues:

1. What we know about human trafficking in New Brunswick; and
2. What key elements have been included in strategies elsewhere to end and prevent human trafficking.

Human Trafficking defined

Article 3 of the United Nations *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children* is an adjunct to the UN's *Convention Against Transnational Organized Crime*. It establishes the most widely accepted international definition of human trafficking, which is:

(a) "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, abduction, of fraud, or deception, of the abuse of power or a position of vulnerability or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation or the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery, servitude or the removal of organs;

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

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

(d) "Child" shall mean any person under 18 years of age.[1]

The Protocol (also known as the Palermo Protocol) was adopted by the UN General Assembly in 2000, and made operational in 2003. The definition contained in article 3 of the *Trafficking in Persons Protocol* is meant to provide consistency and consensus around the world on the phenomenon of trafficking in persons. Article 5 of the Protocol, therefore, requires that the conduct set out in Article 3 be criminalized in domestic legislation. Domestic legislation does not need to follow the language of the *Trafficking in Persons Protocol* precisely, but should be adapted in accordance with domestic legal systems to give effect to the concepts contained in the Protocol. In addition to the criminalization of trafficking, the *Trafficking in Persons Protocol* requires criminalization also of:

- Attempts to commit a trafficking offence;
- Participation as an accomplice in such an offence;
- Organizing or directing others to commit trafficking.[2]

Some 177 countries, including Canada, have ratified the Protocol. All signatories to the Protocol are required to establish comprehensive policies and programs to protect victims and to prevent and combat trafficking in persons. The framework for addressing this issue is known as the four pillars approach to combating human trafficking:

1. Prevention of human trafficking
2. Protection of victims
3. Prosecution of offenders
4. Partnerships with others

In Canada, there are two pieces of legislation that refer to Human Trafficking. The first, which became law in 2002, is Section 118 of the Immigration and Refugee Protection Act, which states:

> (1) No person shall knowingly organize the coming into Canada of one or more persons by means of abduction, fraud, deception or use or threat of force or coercion, and
>
> (2) For the purpose of subsection (1), "organize", with respect to persons, includes their recruitment or transportation and, after their entry into Canada, the receipt or harbouring of those persons.

It is notable that Section 118 of IRPA only covers international HT as it specifically refers to crossing the border into Canada.

In 2005, Canada ratified the UN Protocol by incorporating Section 279 into Canada's *Criminal Code*, which includes four specific indictable offences to address human trafficking, specifically:[3]

- Section 279.01 (Trafficking in persons)

[1] www.unodc.org/unodc/en/human-trafficking/index.html?ref=menuside

[2] www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html

[3] Public Safety Canada. (2012) National Action Plan to Combat Human Trafficking.

- Section 279.011 (Trafficking of a person under the age of eighteen years
- Section 279.02 (Material benefit) and
- Section 279.03 (Withholding or destroying documents).

(The full definition is included in Section 7.) Many other *Criminal Code* offences can also apply to human trafficking cases including kidnapping, forcible confinement, uttering threats, extortion, assault, sexual assault, prostitution-related offences and criminal organization offences.[4]

An Alberta report (Human Trafficking in Calgary, 2012) provides a cautionary discussion on the overreliance on the legal definition of trafficking. It suggests that incidents of human trafficking are falling outside the criminal justice response. The report notes: "As human trafficking is a criminal offence in Canada, stressing the importance of the elements of trafficking based on the *Criminal Code* definition puts the focus on demonstrating that a crime has been committed, which may be to the detriment of offering relevant services and support to victims of trafficking."

Sex trafficking and prostitution

There is a body of literature about trafficking for sexual exploitation versus prostitution, which raises questions about whether all prostitution is equivalent to human trafficking. There are varying positions on this issue.

The government of Canada's National Action Plan (2012), for example, noted: "The Government's view is that prostitution victimizes the vulnerable and that demand for sexual services can be a contributing cause of human trafficking. Prevention [of prostitution] is a critical component in responding to human trafficking."[5]

Barrett (2013) noted that her report was about sex trafficking, not prostitution. "There are clear distinctions between sex trafficking and prostitution in Canada, including that the former requires the exploitation of one person by another and is a crime under the Canadian Criminal Code. Conversely, adult prostitution in Canada is legal, although many of the activities that facilitate prostitution – including public communication for the purposes of prostitution, brothels, procuring and "living off the avails" of prostitution – are illegal."

She continued: "It is impossible, however, to discuss sex trafficking outside of the context of prostitution as all sex trafficking occurs within the commercial sex market and forced prostitution involving fear is, by definition, human trafficking in Canada. Traffickers embed girls and women in prostitution, advertise them in places where prostitution is advertised, and threaten victims with retaliation if they reveal their traffickers. These practices lead to significant challenges in distinguishing between those voluntarily, independently and legally in prostitution with those who are lured, groomed, coerced and forced into selling sex by others." A Canadian Women's Foundation report concurs: "Not all prostitution is trafficking. However, all sex trafficking intersects with the world of prostitution, with the same activities, same venues and most importantly, the same buyers." (CWF, No More, 2014)

[4] Ibid.

[5] Public Safety Canada. (2012) National Action Plan to Combat Human Trafficking.

Another Barrett report (Laws to Combat Sex Trafficking, 2013) noted that sex trafficking is intricately linked to prostitution. "Sex trafficking has historical, practical and legal links to prostitution. The crime primarily involves women and girls victims, and is one of the most lucrative illegal activities globally."

We raise this issue here, although this literature review does not explore this debate.

What we know about Human Trafficking

The focus of this project is partnership development to develop and implement a Provincial Strategy to end and prevent Human Trafficking in New Brunswick. In this section, we look briefly about what we know about human trafficking in Canada and, in particular, in the Maritimes, including New Brunswick.

Internationally

The United States Department of State has been doing annual Trafficking in Persons (TIP) reports since 2001. Their website calls these reports "the world's most comprehensive resource of governmental anti-human trafficking efforts and reflects the U.S. Government's commitment to global leadership on this key human rights and law enforcement issue."[6]

In the TIP report, the Department of State places each country into one of three tiers based on the extent of their governments' efforts to comply with the *"minimum standards for the elimination of trafficking"* found in Section 108 of the Trafficking Victims Protection Reauthorization Acts of 2003 and 2008. These Acts authorized the establishment of G/TIP and the President's Interagency Task Force to Monitor and Combat Trafficking in Persons to assist in the coordination of anti-trafficking efforts.[7]

In the 2015 TIP report, Canada was rated as a Tier 1 country. Here's what the report said about Canada:

> "Canada is a source, transit, and destination country for men, women and children subjected to sex trafficking and forced labor. Canadian girls, boys and women are exploited in sex trafficking across the country; women and girls from Aboriginal communities and girls in the child welfare system are especially vulnerable. Foreign women, primarily from Asia and Eastern Europe, are subjected to sex trafficking in Canada. Law enforcement officials report some local street gangs and transnational criminal organizations are involved in sex trafficking." (TIP 2015 Country Narratives)

This report noted that the government of Canada fully complies with the *minimum standards* for the elimination of trafficking, and that Canadian authorities maintained law enforcement and prosecution efforts against sex traffickers, and increased protections for domestic workers employed in diplomatic households. (TIP 2015 Country Narratives)

Canada

[6] www.state.gov/j/tip/rls/tiprpt/

[7] Ibid.

Canada signed the UN Protocol on Trafficking in Persons in 2002. As noted above, changes were made to the Criminal Code in 2005 to addressing the growing awareness and incidence of this crime.

Also in 2005, Canada established the RCMP's Human Trafficking National Coordination Centre, and six regional human trafficking awareness coordinators to provide national leadership and a focal point for law enforcement in their efforts to address HT (this was later cut back to three). This HT Centre has focused on five priorities:

1. Develop tools, protocols and guidelines to facilitate Human Trafficking investigations;
2. Coordinate national awareness/training and anti-trafficking initiatives;
3. Identify and maintain lines of communication, identify issues for integrated coordination and provide support;
4. Develop and maintain international partnerships and coordinate international initiatives;
5. Coordinate intelligence and facilitate the dissemination of all sources of information/ intelligence.[8]

The RCMP HT coordination centre also posts statistics. The most recent says that as of January 2015 (i.e., in the 10 years since the Criminal Code was changed), there have been 85 completed HT specific cases where convictions were secured; and 151 individuals convicted of HT specific and/or HT related offices (i.e., forcible confinement, sexual assault, procuring, etc) in HI specific cases.[9]

[8] www.rcmp-grc.gc.ca/ht-tp/index-eng.htm
[9] Ibid.

As part of the government's efforts, the Royal Canadian Mounted Police conducted Canada's first Human Trafficking Threat Assessment, which reviewed cases and intelligence between 2005 and 2009 to determine the extent of this crime in 2010. The Threat Assessment confirmed that vulnerable, economically challenged and socially dislocated sectors of the Canadian population represent a potential pool of trafficking victims. It noted that non-Canadian victims are often brought to Canada from countries in Asia, notably Thailand, Cambodia, Malaysia and Vietnam, as well as countries in Eastern Europe. (Public Safety, 2013)

This Threat Assessment was the first significant overview identifying trends in Canada, providing strategic guidance for enforcement officers, according to Public Safety Canada. (Public Safety, 2012)

Canada launched its first National Action Plan to combat Human Trafficking in 2012 (Public Safety, 2012). The government allocated $25 million over four years. This plan followed the four pillars set out in the UN Trafficking Protocol, which were:

- The prevention of human trafficking
- Protection and Assistance for Victims
- Detection, Investigation and Prosecution of Traffickers
- Partnerships and Knowledge

Not all four pillars were treated equally, however. The bulk of the funding ($8 million) went to government law enforcement agencies, and included several prevention, awareness and

research initiatives. Funding for services to help trafficking victims was marginal ($500,000).

In 2013, Canada also piloted a local safety audit guide to aid municipalities and provinces to develop a comprehensive and strategic plan to prevent human trafficking and exploitation. (Public Safety Canada, *Local Safety Audit Guide: To Prevent Trafficking in Persons and Related Exploitation,* 2013).
We note that Canada's four-year plan expired earlier this year.

In the Maritimes, including New Brunswick
The literature tells us very little about human trafficking in New Brunswick, other than that the province has been a "conduit" for domestic traffickers moving their victims, usually from Nova Scotia to larger centres in Canada.

Barrett (2013), for example, attempted to assess the extent of sex trafficking in Canada, and included "provincial snapshots"; a snapshot for New Brunswick was not included. She noted that Nova Scotia has a limited amount of information on trafficking victims, but people interviewed there reported that the province is most frequently a recruiting ground, with victims quickly moved to larger urban centres across Canada.

In Barrett's consultations, police suggested that victims are largely young African-Canadian girls, who are often in group homes without support systems, as well as Aboriginal women and girls. She noted: "Some young girls were being moved from Halifax to Moncton, New Brunswick, although this movement has decreased after authorities shut down two of three strip clubs in Moncton." (Barrett, 2013)

Barrett (2013) concluded that the prevalence of sex trafficking in eastern Canada "appears to be significantly higher than official numbers report and can vary in character by province, although certain characteristics are national in scope."

Indeed, the movement of trafficking and/or sex exploitation victims from eastern Canada to larger centres has been on the radar for at least two decades, with the best-known perpetrators being a gang from North Preston.[10] As early as 1996, CBC investigative journalist Phonse Jessome wrote the book *Somebody's Daughter* about a gang in North Preston, northeast of Halifax, that he called the "Toronto/Halifax pimping ring."

Benjamin Perrin, a University of British Columbia faculty member, also wrote extensively about the gang he called "North Preston's Finest" (NPF) in his 2010 book *Invisible Chains*. He called NPF "a major gang that deals in modern-day slavery and drug and arms trafficking."[11] Michael Chettleburgh, an expert on street gangs who works on criminal justice issues, also wrote about North Preston's Finest in his 2009 book, *Young Thugs: Inside the Dangerous World of Canadian Street Gangs.*

A report in the Windsor, Ontario Star in 2007, described the gang as follows:

> "HALIFAX - They call themselves North Preston's Finest (NPF) after the small Nova Scotia community

[10] https://en.wikipedia.org/wiki/North_Preston%27s_Finest
[11] Ibid.

northeast of Halifax where they hail from. But Ontario police don't find anything fine about the gang of pimps who, they say, are trafficking in young girls and who are implicated in violent assaults and murders.

"Randy Cowan, a vice detective with Peel Regional Police, said Thursday he's speaking publicly about their investigation into the pimping network so he can issue a warning to East Coast girls: 'That what they're being promised is not what they're going to get.' As many as 50 men are believed to be luring Nova Scotian girls as young as 14 into a sordid life of strip clubs and prostitution. The men recruit them in the Halifax region, transport them to Peel and then down to Niagara.

"The girls often believe the men are their boyfriends and may be unaware that their man may actually be carrying on relations with three or four women, according to police. The girls are set up in a motel in Ontario where they'll start working at a club under the belief that they are earning money to buy a condo and set up house. But things don't work out that way, and that's when the violence begins, Cowan said. The threats include killing the girl's family as well as intimidation and sometimes out-and-out brutal violence."[12]

Barrett (2013) described this process of "grooming" as follows:

"Traffickers also frequently lure potential victims by cultivating romantic relationships with vulnerable women and girls. Traffickers often give gifts to demonstrate their affection, and thereby increase their ability to emotionally manipulate victims. Once a relationship has developed, traffickers often exploit victims' existing vulnerabilities, such as their need for approval, attachment, and love. The women are then psychologically manipulated to disempower them, increase their dependence on the trafficker, and increase their compliance with the trafficker's instructions."

During Public Safety Canada's HT consultations in 2012-13, stakeholders from eastern Canada spoke of local gangs recruiting young girls from schools who are then trafficked to different parts of the country. The use of online technology and social media, particularly for the purposes of recruitment and/or grooming, was identified as an emerging issue that required more focus. This report also noted that social networking sites such as Back Page and Craigslist are used to advertise for sexual services for girls and women forced into prostitution by traffickers.

Gender and diversity in Human Trafficking

The extent of human trafficking, in Canada and world wide, is difficult to assess because of the hidden nature of the crime, the sometimes reluctance of victims to come forward, and the difficulty of identifying victims.

[12] www.canada.com/story_print.html?id=26ca8603-e277-4879-9f26-1519f8b685d5&sponsor=

While anyone can become a victim, for sex exploitation in particular it is widely recognized in the literature that the vast majority of victims are women and girls:

- One study reported that the International Labour Office (ILO) in 2012 estimated that, globally, 98 per cent of sex trafficking victims were women and girls. (Barrett 2013)
- Women and girls represent the majority of the victims identified in this country as a whole to date. (Public Safety Canada, Local safety audit guide, 2013)

There is substantial research that suggests Aboriginal women and girls are particularly vulnerable because of a number of factors including the impact of colonization, racism, abuse in residential schools, poverty, fractured families and the incidence of sexual abuse in Aboriginal communities. (Sikka, 2009; Sethi, 2007; Standing Committee on the Status of Women, 2007)

- In a report commissioned by the Canadian Women's Foundation, the Native Women's Association of Canada concluded: "Human trafficking for the purposes of sexual exploitation is a serious concern in Canada. The prevalence of Aboriginal women and girls who are drawn in through force and many other recruitment strategies represents a dark, discriminatory practice in this country. What is also of great concern is the lack of focus on domestic trafficking in Canadian law, and the lack of exploration and prioritization of Aboriginal-related concerns and issues around the issue of human trafficking for sexual exploitation." (NWAC literature review, 2014)
- Barrett (2013) also reported that Aboriginals are over-represented but under-investigated, and that several studies on human trafficking in Canada have concluded that the majority of people trafficked for sex within Canada are Aboriginal.
- The Federal/Provincial/Territorial Forum of Status of Women Senior Officials, in its "Promising Practices" report (2010) also reported that many studies on human trafficking in Canada conclude that the majority of people trafficked within the country are Aboriginal women and children victims of sex trafficking. It specifically recommended that any HT strategic plan needed to recognize the vulnerability of Aboriginal people, particularly women and children, as well as the complexity of contributing factors, and continue and enhance programs that address these vulnerabilities.
- Another report noted: "There is widespread concern about the unique vulnerabilities of Aboriginal people and communities to human trafficking. Aboriginal youth represent the fastest growing population in BC and a disproportionate number of Aboriginal youth are disconnected from their families and culture, reside in rural reserve communities with limited resources, and this places them at greater risk of being groomed, lured and recruited by traffickers, especially for sexual exploitation." (BC's Action Plan to Combat Human Trafficking, 2013-16)

Vulnerability to human trafficking for sexual exploitation can cross socio-economic status and education level, although there is widespread recognition in the literature that some children and youth are at a higher risk of exploitation by

human traffickers due to risk factors that include homelessness, the experience of violence inside and outside the home, misuse of alcohol and drugs, living in provincial care, group homes or foster care, disconnection from family and/or other significant adults in their lives, family instability and failure to remain in school, work or day programs. (BC Action Plan, 2013; Barrett, 2013; Public Safety Canada, Local safety audit guide, 2013; RCMP, 2010; Standing Committee on the Status of Women, 2007)

The Canadian Women's Foundation literature review found that the five risk factors most often mentioned included being female; being poor; a history of violence and/or neglect; a history of child sexual abuse; and a low level of education. It also noted: "Poverty, violence and widespread gender inequity are the preconditions for trafficking, but not the only factors. Any one of the previously trafficked girls and women we have come to know could be our own daughter, our sister, our niece, our aunt. The diversity of those who are trafficked is sobering: any girl, anywhere, at any time." (CWF, No More, 2014)

Challenges, Barriers to dealing with HT

There are many challenges, which result in the fact that the true incidence of human trafficking in Canada is difficult to know with any certainty. These include:

- Varying definitions of human trafficking, including that some people consider all prostitution to be sex trafficking. (Barrett, 2013; Canada. F/P/T Promising practices, 2010; (CWF, No More, 2014)) "Despite the widespread exposure to the concept of human trafficking, many service providers find it very difficult to draw the line between trafficking and other forms of abuse or exploitation. Finding a common understanding of human trafficking remains one of the greatest challenges when organizations try to come together to coordinate services or advocate for improvements." (CATHII, 2014)
- Trafficking has been prosecuted as related crime, such as sexual exploitation or living off the avails of prostitution because it is easier to get a conviction. (Barrett, 2013; Public Safety, 2010, 2012) As a result, data is fragmented.
- A general lack of awareness of the issue by the public, front line workers, law enforcement officials, the judiciary (i.e., prosecutors and judges) and various levels of government (i.e., federal, provincial, municipal). (Public Safety, HT Stakeholders Consultation, 2012-13; Barrett, 2013)
- Difficult to assess scope because of clandestine nature and complexity. (Public Safety, HT Stakeholders Consultation, 2012-13; Barrett, 2013; CWF, 2014)
- Trafficked individuals often do not come forward. "Many trafficking victims, whether they identify themselves as such or not, are scared to report wrongdoing or exploitation because of, among others, threats to their physical safety, their immigration status, or a lack of awareness of their rights. This in turn creates challenges in responding to the crime effectively. (Public Safety, HT Stakeholders Consultation, 2012-13; CWF, 2014; Barrett, 2013)
- Lack of funding to support core services (i.e., most funding is project-based) (Public Safety, HT Stakeholders Consultation, 2012-13)

Strategies to address Human Trafficking

Public Safety Canada's Human Trafficking Stakeholder consultations in 2012-13 found that a lot of provinces had been addressing this issue through the establishment of coalitions and committees. For example, the consultation report mentioned the Coalition Québécoise contre la traite des personnes (CATHII), the London Coalition Against Human Trafficking, the Toronto Counter Human Trafficking Network, and the Nova Scotia Inter-Agency Group on Human Trafficking.

Only three provinces to date, Ontario being the most recent, have adopted strategies to address human trafficking.

Manitoba

The province of Manitoba began work on child sexual exploitation in 2002, with the launch of a strategy to help get sexually exploited children and youth off the street. The plan focused on offering shelter and treatment to at-risk youth, intervening to take children out of dangerous situations, and seeking incarceration for adults who sexually exploit children.[13]

In 2006, the Manitoba government expanded the strategy to two parts: targeting johns and pimps; and victim and community support, including help for women leaving the sex trade.[14]

In December 2008, the province launched Phase 2 of a sexual exploitation strategy called "Tracia's Trust," in honour of 14-year-old Tracia Owen (the literature does not provide a lot of detail about her story other than that she is deceased). While earlier documents did not refer specifically to human trafficking, Phase 2 included implementation of a "Trafficked Persons Response Team" with police, border services, labour and immigration staff, and service providers for a victim-support network.

This strategy also included increased emphasis on prevention, public awareness, greater offender accountability, and identifying "routes out" of the sex trade for sexually exploited youth and women.[15]

In May 2011, the province again expanded its sexual exploitation strategy to target those who traffic, exploit and abuse victims. Justice Minister Andrew Swan told the media: "Aggressive strategies are required to combat one of the fastest-growing criminal industries in the world. Human trafficking for the purpose of sexual exploitation targets the most vulnerable in our society and crosses all ethnic and social boundaries. By expanding Tracia's Trust, we are responding to this menace and protecting Manitobans against its spread."

The new strategy was based on three key pillars:

- Greater perpetrator accountability;

[13] www.gov.mb.ca/chc/press/top/2002/12/2002-12-11-03.html

[14] www.gov.mb.ca/chc/press/top/2006/05/2006-05-25-04.html

[15] www.gov.mb.ca/chc/press/top/2008/12/2008-12-10-115500-4916.html

- Routes Out;
- Prevention and Public Awareness.[16]

In April 2012, Manitoba passed provincial legislation, *The Child Sexual Exploitation and Human Trafficking Act*. A media release in March 2013 noted:

> "With an annual budget of more than $10 million, Manitoba continues to lead the nation in support and programming under the Tracia's Trust, said [Family Services and Labour Minister Jennifer] Howard. Initiatives under the strategy include the creation of a Sexual Exploitation and Trafficking Act, the designation of two Crown attorneys to co-ordinate and prosecute sexual exploitation cases, criminal property forfeiture legislation and an expanded Victims' Bill of Rights. Tracia's Trust regional teams have also been established in 12 Manitoba cities and towns to raise awareness and counter local sexual exploitation, the minister said."[17]

British Columbia

In July 2007, the British Columbia Department of Justice established the Office to Combat Trafficking in Persons (OCTIP), the only office of its kind in Canada (according to the government), to coordinate government's response to human trafficking.

The BC Action Plan to Combat Human Trafficking (2013 – 2016) built on the first five years of work. Its foundation was in-line with the "4P's" approach in the UN Trafficking in Persons Protocol – Prevention, Protection, Prosecution and Partnerships.[18]

The province of BC launched an on-line training curriculum, *"Human Trafficking: Canada is Not Immune,"* in 2011.

Some of the emerging issues identified during these consultations included the following:

- The vulnerability of temporary foreign workers, domestic workers and others in BC;
- Internet use for recruitment and luring and difficulties in monitoring and policing;
- Recognition of domestic trafficking and the reality of the fast growing Aboriginal youth population in BC;
- Emerging links between gang activity, human trafficking and sexual exploitation;
- Increased need for awareness raising and information about human trafficking;
- Increased need for specific research, policy and legislative responses to human trafficking;
- Increased need for training and education of front-line workers, criminal justice partners and service providers;

[16] More detail on each strategy can be found at http://news.gov.mb.ca/news/index.html?archive=2011-5-01&item=11509

[17] news.gov.mb.ca/news/index.html?archive=month&item=16996

[18] BC's Action Plan to Combat Human Trafficking for 2013 – 2016, March 2013

- Increased need for community-led responses to human trafficking;
- Increased need to improve coordination of services for trafficked persons.[19]

The plan focused on three groups: youth, HT for sexual exploitation; vulnerable workers, for labour exploitation; and Aboriginal communities, for sexual exploitation.

The strategy's five priority actions include the following:

1. Raise awareness and increase public understanding of human trafficking in BC;
2. Increase the number of service providers and front line personnel with training on human trafficking to ensure trafficked persons are identified, protected, and assisted with appropriate and culturally relevant services;
3. Empower and build capacity in local BC communities (including Aboriginal communities) to prevent human trafficking and provide assistance to trafficked persons;
4. Increase coordination of services to address the unique needs of trafficked persons in BC communities, emphasizing culturally appropriate responses;
5. Increase research, policy and legislative responses to human trafficking in BC.

Ontario

As this research was being carried out, the province of Ontario announced a Strategy to end Human Trafficking on June 30th. A media release stated that Ontario accounts for roughly 65 per cent of police-reported cases nationally, and is considered by the RCMP to be a major hub for human trafficking in Canada. [20]

The strategy focus on four key areas of action:

- **Prevention and Community Supports** that will increase awareness and understanding of the causes of human trafficking, and improve community services like housing, mental health services, trauma counselling, and job skills training to meet the immediate and long-term needs of survivors.
- **Enhanced Justice Sector Initiatives** that will support effective intelligence-gathering and identification, investigation and prosecution of human trafficking.
- **Indigenous-Led Approaches** that will support culturally relevant services and responses -- designed, developed, and delivered jointly with Indigenous partners.
- **Provincial Coordination and Leadership**, including the development of a provincial Anti-Human Trafficking Coordination Office to help improve collaboration across law enforcement, justice, social, health, education, and child welfare sectors.[21]

Ontario intends to establish a Provincial Anti-Human Trafficking Coordination Office that will coordinate implementation of all initiatives outlined in the strategy across ministries.

[19] Ibid.

[20] https://news.ontario.ca/owd/en/2016/06/strategy-to-end-human-trafficking---overview-of-initiatives.html

[21] Ibid.

Calgary

We include the strategy developed by the Action Coalition on human Trafficking (ACT) Alberta, Calgary Chapter, *Human Trafficking in Calgary: Informing a Localized Response* (released March 2012) because it was considered "the first Canadian attempt to document how a major Canadian urban centre is addressing the rights and needs of trafficked persons and as such, focuses on Calgary."

ACT Alberta began in 2008. Its 2012 report was based on surveys of over 50 people, including a variety of frontline service providers, law enforcement agencies, federal and provincial government representatives, faith-based organizations and members of academia.

The main findings of the report point to "a clear lack of clarity around a number of significant issues that individually and collectively speak to the challenges facing agencies and organizations in providing the appropriate responses to victims of trafficking in Calgary." In particular, the following issues were identified:

- Although the number of confirmed cases of human trafficking in Calgary and Alberta is small (especially cases where charges have been laid) and the total number of cases is unknown, almost half of research informants indicated they have been in contact with at least one suspected victim of trafficking;
- Known or suspected victims of human trafficking in Calgary are foreign nationals and Canadian citizens trafficked for sexual or labour exploitation;
- It is clear that both international as well as domestic trafficking occur in Calgary;
- There is a notable level of confusion surrounding what constitutes human trafficking by frontline service providers;
- There is a call to clarify and improve the common understanding of the definition of human trafficking across government, nongovernment, and law enforcement sectors; and
- There is an overreliance on the legal definition of trafficking and incidents of human trafficking are falling outside the criminal justice response.

Concern was also raised about the sensationalism that surrounds the issue of human trafficking, the need for improved awareness raising strategies, and training, in particular, for frontline service providers.

The report concluded with 10 recommendations, under four categories, that identify potential responses to the key issues raised in the research. The four categories included:

- Victim-Centred Service Delivery
- Awareness Raising and Specialized Training
- Case Management and Coordination
- Continued Research on Human Trafficking

Summary and key findings

This literature review was carried out as part of a Needs Assessment for a Partners for Youth Inc. projected entitled "Partnership development to address Human Trafficking (HT)." The project is funded by Status of Women Canada for three

years (2015 – 2018). It focuses, in particular, on human trafficking for sexual exploitation, the victims of which are overwhelmingly women and girls.

Because the focus of the Partners for Youth project is partnership development to develop a provincial anti-human trafficking strategy, this literature review focuses, in particular, on two key issues:

1. What we know about human trafficking in New Brunswick; and
2. What key elements have been included in strategies elsewhere to end and prevent human trafficking.

The United Nation Palermo Protocol was considered the most widely accepted international definition of human trafficking, when it was made operational in 2003. It was intended to provide consistency and consensus around the world on the phenomenon of trafficking in persons. Signatories to the protocol, which includes Canada, were required to criminalize the definition in domestic legislation.

The Protocol established a framework for addressing this issue, known as the four pillars approach to combating human trafficking:

1. Prevention of human trafficking
2. Protection of victims
3. Prosecution of offenders
4. Partnerships with others

Canada used the same four-pillar framework in its National Action Plan on human trafficking (2012). Not all four pillars were treated equally, however. The bulk of the funding ($8 million) went to government law enforcement agencies, and included several prevention, awareness and research initiatives. Funding for services to help trafficking victims was marginal ($500,000). Canada's four-year HT plan expired earlier this year.

Key findings

- The literature tells us very little about human trafficking in New Brunswick, other than that the province has been a "conduit" for domestic traffickers moving their victims, usually from Nova Scotia to larger centres in Canada.
- It is widely recognized that the vast majority of trafficking for sexual exploitation victims are women and girls.
- There is substantial research that suggests Aboriginal women and girls are particularly vulnerable because of a number of factors including the impact of colonization, racism, abuse in residential schools, poverty, fractured families and the incidence of sexual abuse in Aboriginal communities.
- The Canadian Women's Foundation has done extensive work on this issue in the past five years, working with the Native Women's Association of Canada and women with experience of being trafficked. The CWF found that the five risk factors most often mentioned included being female; being poor; a history of violence and/or neglect; a history of child sexual abuse; and a low level of education.
- There are many challenges/barriers to assessing the full scope of human trafficking in Canada, including the clandestine nature of the crime; the varying definitions

used; trafficking individuals often do not identify as such and thus do not come forward; there is lack of funding for frontline services, which would otherwise have access to more detailed information from victims.

- The first step to development of a strategy against human trafficking, in provinces where it has been done either by provincial governments or non-profit groups, is broad-based consultation, to try to understand the nature and scope of the issue.
- The province of Manitoba has provided leadership on the issue since beginning work on child sexual exploitation in 2002. In April 2012, Manitoba passed provincial legislation, *The Child Sexual Exploitation and Human Trafficking Act*, with an annual budget of more than $10 million.
- All strategies mentioned in this literature review identified the need for raising awareness about human trafficking, and the need for more research to inform policy and legislative responses.
- They also identified the need for training for front-line workers, other service providers, and the criminal justice system so that victims are identified, protected and assisted with appropriate resources. Help for victims has been a “weak link” in the activities in Canada surrounding human trafficking.
- In Atlantic Canada, which in comparison to other regions has proportionally seen far fewer identified cases of HT, awareness raising and the coordination of services appear to be a key focus. In Nova Scotia, for instance, an asset-mapping exercise was recently conducted, which identified available services across the province that can be leveraged to support trafficking victims and awareness materials are being developed and events organized to enhance public understanding of the issue. (Public Safety Canada, HT Stakeholders consultation, 2012-13)

Criminal Code of Canada definition

Criminal Code of Canada (Section 279.01-279.04) definitions are as follows:

Section 279.01 (Trafficking in persons) states:
(1) Every person who recruits, transports, transfers, receives, holds, conceals or harbours a person, or exercises control, direction or influence over the movements
of a person, for the purpose of exploiting them or facilitating their exploitation is guilty of an indictable offence and liable
(a) to imprisonment for life if they kidnap, commit an aggravated assault or aggravated sexual assault against, or cause death to, the victim during the commission of the offence; or
(b) to imprisonment for a term of not more than fourteen years in any other case.
(2) No consent to the activity that forms the subject matter of a charge under subsection (1) is valid.

Section 279.011 (Trafficking of a person under the age of eighteen years) states:
(1) Every person who recruits, transports, transfers, receives, holds, conceals or
harbours a person under the age of eighteen years, or exercises control, direction or influence over the movements of a person under the age of eighteen years, for the purpose of

exploiting them or facilitating their exploitation is guilty of an indictable offence and liable
(a) to imprisonment for life and to a minimum punishment of imprisonment
for a term of six years if they kidnap, commit an aggravated assault or
aggravated sexual assault against, or cause death to, the victim during the
commission of the offence; or
(b) to imprisonment for a term of not more than fourteen years and to a minimum punishment of imprisonment for a term of five years, in any other case.
(2) No consent to the activity that forms the subject matter of a charge under subsection (1) is valid.

Section 279.02 (Material benefit) states:
Every person who receives a financial or other material benefit, knowing that it results from the commission of an offence under subsection 279.01(1) and 279.011(1), is guilty of an indictable offence and liable to imprisonment for a term of not more than ten years.

Section 279.03 (Withholding or destroying documents) states:
Every person who, for the purpose of committing or facilitating an offence under subsection 279.01(1) and 279.011(1), conceals, removes, withholds or destroys any travel document that belongs to another person or any document that establishes or purports to establish another person's identity or immigration status is guilty of an indictable offence and liable to imprisonment for a term of not more than five years, whether or not the document is of Canadian origin or is authentic.

Section 279.04 (Exploitation) states:
For the purposes of sections 279.01 to 279.03, a person exploits another person if they
(a) cause them to provide, or offer to provide, labour or a service by engaging
in conduct that, in all the circumstances, could reasonably be expected to cause the other person to believe that their safety or the safety of a person known to them would be threatened if they failed to provide, or offer to provide, the labour or service; or
(b) cause them, by means of deception or the use or threat of force or of any
other form of coercion, to have an organ or tissue removed. It is also important to recognize that various laws of general application can apply to respond to trafficking including but not necessarily limited to kidnapping (subsection 279(1)), forcible confinement (subsection 279(2)), aggravated sexual assault (section 273), extortion (section 346) and the organized crime (sections 467.11-467.13) and prostitution-related offences (see in particular section 212).
The Immigration and Refugee Protection Act (Section 118) also addresses Human Trafficking.

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WEBSITES

ACT Alberta
www.actalberta.org/
Coordinates services for victims of human trafficking, manages a Victims Assistance Fund, provides training and education to service providers, engages and educates the public, researches and collects data on human trafficking, helps develop policy provincially and nationally, and builds capacity for community-based responses to human trafficking.

RCMP Human Trafficking National Coordination Centre. Video is on this web site.
www.rcmp-grc.gc.ca/ht-tp/index-eng.htm

Department of Justice Canada
Trafficking in Persons Homepage. Help and Protection for Victims in Canada. www.justice.gc.ca/eng/cj-jp/tp/help-aide.html

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Interdepartmental Working Group on Trafficking in Persons. This site provides background information on the IWG, which no longer exists.
https://en.wikipedia.org/wiki/Interdepartmental_Working_Group_on_Trafficking_in_Persons

International Justice Mission http://www.ijm.ca/
A human rights organization that secures justice for victims of slavery, sexual exploitation and other forms of violent oppression, in partnership with U.S.-based International Justice Mission (IJM). IJM lawyers, investigators and aftercare professionals work with local officials to ensure immediate victim rescue and aftercare, to prosecute perpetrators and to ensure that public justice systems – police, courts and laws – effectively protect the poor.

Joy Smith Foundation http://www.joysmithfoundation.com/
Joy Smith is recognized as one of Canada's leading anti-human trafficking activists. Since being elected, Joy has led the discussion of human trafficking at a national level, which has resulted important changes

in the Immigration and Refugee Protection Act. She left politics in 2015.

Not for Sale www.notforsalecampaign.org

Not For Sale empowers marginalized communities to seek their own dignified employment and break the cycle of exploitation.

Nova Scotia Advisory Council on the Status of Women

Organizations that address human trafficking in Nova Scotia

https://women.gov.ns.ca/organizations-that-address-human-trafficking

Public Safety Canada

www.publicsafety.gc.ca/cnt/cntrng-crm/hmn-trffckng/index-eng.aspx

Public Safety is the lead department in Canada. This link has a long list of non-governmental organizations combating human trafficking, in both Canada and internationally.

The Future Group

www.thefuturegroup.org/

A Canadian-based non-governmental organization dedicated to combating human trafficking and the child sex trade.

United Nations. Blue Heart campaign against Human Trafficking.

UNODC, as guardian of the United Nations Convention against Transnational Organized Crime (UNTOC) and the Protocols thereto, assists States in their efforts to implement the Protocol to Prevent, Suppress and Punish Trafficking in Persons (Trafficking in Persons Protocol). The Blue Heart Campaign raises awareness of the problem and inspire those with decision-making power to effect change. www.unodc.org/blueheart/index.html

Wikipedia. Human Trafficking in Canada. This is a good backgrounder, with lots of links. https://en.wikipedia.org/wiki/Human_trafficking_in_Canada

Appendix B: Partnership Development to Address Human Trafficking for Sexual Exploitation in New Brunswick: Community Needs Assessment

Introduction

Partners for Youth Inc. (PFY) is a provincial non-profit that engages New Brunswick (NB) youth in creating inclusive and equitable communities with a special focus on youth facing challenges and obstacles in their lives. Through over 20 years of innovative programming and services that promote experiential learning in supportive and rewarding environments, PFY has been witness to the changing landscapes of youth life and its relation to violence in NB communities. With the growing national focus on human trafficking for sexual exploitation (HTSE), it became apparent that the issue needed a community-based initiative to better understand the unique context of trafficking in NB and how it disproportionately impacts young women and girls.

This project aims to balance three distinct, but interconnected efforts: changing systems, supporting women and girls, and building awareness and capacity. The first step of this project was to gather data on community understandings, responses and iterations of HTSE. This report presents the findings and perspectives garnered through in-depth, sometimes difficult conversations with a wide variety to agencies, communities, and individuals.

What made some of these conversations difficult was not people's resistance to acknowledging the issues, but rather the complexity of the topic itself. There is no way to be neutral or objective about HTSE. The issue is laden with moral, personal, cultural, economic, and political ideologies. HTSE is rooted in compounding oppressions including gender and sexism, racism, criminalization, colonialism, and poverty. These oppressive contexts create a complex web of needs for women, communities, and organizations (including government and law enforcement) that need to be addressed in order to eliminate HTSE. This complexity also gives rise to conflicting ideas about how to define, understand, and challenge this form of violence. While everyone reading this can agree that no one should be forced, coerced, or manipulated into providing sexual labour or services, there is a passionate divide as to what this means, how to describe it, and how to move forward to prevent, intervene, and reduce it. As such, we need critical and nuanced perspectives on these intersecting issues to be combined with a women and girl-centred, human rights approach.

Groups and Individuals Consulted

Community consultations were conducted with two purposes: first, to learn about HTSE in the NB context, and second, to start a dialogue about trafficking and exploitation. The consultations involved semi-structured discussions with over 60 different individuals from a wide variety of agencies, programs, institutions, and experiences. Thirteen of the organizations work exclusively on issues related to women, including violence against women (VAW), gender equity, housing, and addictions recovery. Nine organizations focus on physical and/or mental health, and another nine administer programs related to housing. Five organizations manage programming specifically for youth. Additionally three law enforcement agencies and three governmental departments were consulted. For a complete list of organizations and agencies, please see Appendix A.

Two separate focus group discussions were conducted with young people (under the age of 21). Ten young women (and one young man) provided their insights on, and experiences with trafficking, exploitation, and the many interrelated social issues that they identified as contributing to, and precipitating vulnerabilities to trafficking and exploitation.

Outreach was also done to consult with sex trade workers (STWs) in Fredericton. Through these efforts two consultations were conducted with STWs: one who is currently working in the Fredericton region and another who has previously worked in Moncton. Consultations with both young people, and those working in sex industries are ongoing and will continue to inform the direction of the project.

Noticeably absent are consultations with Mi'kmaq and Wolastoqewiyik First Nations organizations and those in rural communities. There were attempts to build connections with First Nations, however efforts to meet and consult were not rejoined. On the advice of a Wolastoqey elder, the project coordinator will be attending several community events in various First Nations in order to make an initial in-person connection before asking for further meetings. The consultation also focuses on the three largest cities in New Brunswick where most services are concentrated. The more informal structures of rural communities made it difficult to identify who to connect with, however, through new RCMP contacts service providers and community groups are being identified and sought out.

One major difficulty throughout this first year has been keeping abreast of the frequently changing RCMP and law enforcement liaisons. Since the project began in 2015, all but one law enforcement contact has changed. This means re-introducing the project as well as trying to build new relationships and establish new connections with communities who are served.

Issues in Anti-trafficking Measures and Strategies

"Effective anti-trafficking practices aren't an easy sell. They don't promise simple answers or quick results. They are messy. They are costly. And they take time." Ryan Beck Turner (Program Director of the International Human Trafficking Institute, 2015)

Compounding the difficulties involved in addressing this "messy" issue are the diverging and conflicting definitions and approaches to understanding HTSE. Merely describing and defining the issue of trafficking is an emotionally and politically charged activity. Combined with a lack of legal precedent, the invisibility of trafficking, and the dynamic nature of the crime, HTSE is difficult to describe or define, let alone address or eliminate. Acknowledging and accepting the deep complexity of the issue is necessary to move toward effective and relevant solutions.

One conspicuous issue is the discourse and language around trafficking. Currently HT discourse relies heavily on legal language and complex, subjective definitions. These discourses put traffickers at the centre of discussions rather than the women and girls who have been victimized or who have survived HTSE. By de-centering experiential women, many HT discourses dehumanize women and further disempower them by removing their opportunities to reflect on, and make their own meaning of their situations. This is exacerbated by the fact that many women whose situation fits the definition of HTSE, do not actually describe or understand their situation as exploitation. Indeed, HTSE is a retrospective definition applied to a series of circumstances which must all

be present to meet the definition of trafficking. In the midst of a series of events, the situation as a whole may not be visible or recognizable as HTSE. However upon reflection, or with time, the circumstances may add up to meet the definition. As such, it is important to enable women to make their own meaning and empower them to find what labels and language works for them in their stages of healing.

Disconnections between the Needs of Service Users and Services Available

"*Clients push the boundaries of what organizations can do because they are trusted*" - NB service provider

From a human rights perspective, HTSE does not have a clearly defined victim-crime-criminal relationship. Many individuals who are labelled as victims of HTSE, do not understand their situation as exploitation. Or, they do not see themselves in the typical, mainstream victim narratives around trafficking. The perpetrators of HTSE are rarely strangers, more often they are partners, husbands, fathers, and friends who are trusted and loved. As such, when reaching out to access services and supports in NB, many women and girls do not prioritize sexual exploitation as the most prominent, critical issue they are facing.

According to many frontline service providers, when women and girls first access or encounter services and supports their immediate concerns are intimate partner violence (IPV), sexual violence, family violence, housing issues, and substance use and addictions. It may be that these issues are highlighted by women because they are more recognized social issues and there are services offered explicitly to women who have these experiences. Services for these indirectly related issues are critical access points for women to build support networks and develop the trusting relationships they want and desire. Indeed, it is only after the development of long-term trusting relationships with service providers that women discuss experiences of exploitation. This delay in disclosure reveals the overlapping and intersecting difficulties that women who experience exploitation face, and reveals the short-comings of how supports and services are structured from the top down.

One of these short-comings is the disconnection between what experiential women and girls want or need, and the services available or accessible to them. The moments when women and girls reach out for support are critical, short windows of opportunity. Yet long wait-times and wait-lists for services mean that many people have no choice but to remain in, or return to violent, or exploitative situations. Furthermore, there are often rigid criteria for accessing services (for example, excessive paperwork, the need for identification, a fixed address, and cooperation with law enforcement) and very few supports are offered long-term without conditions (such as sobriety, curfews, and employment or education). This creates barriers that prevent access for those who seek support and assistance.

Rigid requirements and structured programming also create prescribed trajectories of healing and recovery. With the various overlapping issues that women and girls face, there needs to be room for the non-linear healing process. Each individual's recovery from trauma is different and the best way to offer support is by listening to what women say they want and need. This is not to discount the value of experienced professionals, but rather to centre the voices, agency, and desires of experiential women and girls. Women and girls often perceive service providers and professionals as judgemental,

which creates a barrier to accessing support and fostering the necessary trust in the service user-provider relationship.

Community Needs Assessment

The results of the community needs assessment is divided into five areas: Individual Women in their Communities, Youth Voicing their Needs, Needs of Agencies and Organizations (including frontline practices), Government and Legislation, and the Criminal Justice System.

1. Individual Women in their Communities

Putting women and girls at the centre of the needs assessment and the strategy is integral to a human rights and community-based approach to HTSE. The difficulty is that experiential women and girls are not necessarily available or willing to talk about or share their experiences. As such, most of the needs identified come second-hand through service providers and front line workers, as well as women working in the sex trade. These needs are not only for people who have experienced HTSE or related violence, but also extend to preventative measures, since these are by far the most effective means of ensuring women do not experience the violence of HTSE in the first place.

Supports & Services The largest category of need for individual women is support services. Service providers suggest that by enhancing and expanding existing services they would effectively be able meet the needs of survivors of trafficking and exploitation. In terms of better and promising practices, there are quite a few recommendations for what services should be offered or expanded, and how services should be delivered.

Frontline service providers offered up their insights into how services need to be offered to women and girls who may have been trafficked or exploited. They identified that clients and service users need to be met where they are at. This means not forcing labels or rigid standards: services need to be voluntary, flexible, and unconditional to meet the needs of women and girls. The idea that supports are voluntary is particularly important for a population who has been forced or coerced into unwanted situations. The flexibility of services is important because each individual's experiences and circumstances are unique. Having a rigid protocol that does not allow for flexibility prevents service users from addressing what they identify as most important to them. Putting unnecessary or unattainable conditions and expectations on service users is also a barrier for building trusting and long-term relationships. For example, requiring sobriety of a drug user will prevent them from reaching out if they relapse on their recovery.

Trauma Informed Practice Using a trauma informed approach is also critical for addressing the needs of women who have been trafficked or exploited. The depth and degree of trauma associated with HTSE cannot be ignored, nor can the likely possibility that these women and girls have experienced other traumatic events in their lives (e.g. the intergenerational trauma of colonialism and residential schools). Trauma-informed practices require all services and staff to be non-judgemental, critical, and aware of structural oppressions. Trauma-informed also means respecting service users own meaning-making of their experiences.

"Trauma-informed services recognize that the core of any service is genuine, authentic and compassionate relationships."
(Bolton, Buck, Connors et al., 2013)

As women and girls continue in recovery and rebuilding their lives, services need to be consistent and reliable. When women and girls are ready, services and supports can be gradually and slowly removed. Fixed terms and time limitations that put an abrupt end to support are ineffective and contribute to some frontline workers supporting people outside of their official case load.

"*Memories are bigger than their [women's] dreams*" – NB service provider

The types of services necessary for supporting and empowering survivors of HTSE are numerous given the unique, individualized needs of trauma survivors. The individual care services identified include barrier free access to mental and physical health care, including counselling and peer support services. These services need to be offered in a way that allows women to choose who they want to include in their support network, and what services they need to access. For example women and girls need to be able to choose their counsellor, have someone trusted to accompany them to appointments, select an apartment than fits their needs, and be empowered to take the lead on developing a plan for the future. Peer-support is also beneficial to some people's healing. The peer support role needs to include training and when possible include compensation and ongoing support for those doing peer support work. Since healing is not linear, and ongoing support is critical to supporting trauma recovery, these services need to be available consistently and for as long as women require.

Substance Use and Addictions HTSE is closely linked with drug use and abuse, therefore special attention needs to be paid to substance use and recovery in strategizing around HTSE. Drugs are used as a means of coercion into providing sexual services, or existing substance addictions are used to compel people into exploitative situations. The compounding nature of drug use and exploitation makes some survivors needs for services more complex. Specifically, service providers identified the delays between detox and long-term residential care as a barrier to recovery. They also identified a need for alternatives to faith-based residential programming.

Social Services Aside from personal support and development, broader social services for women's health and wellbeing, are also critical for the prevention and intervention of HTSE. Affordable, safe housing as per the Housing-First model is critical for those whose living situations are often connected to their exploitation. Since each woman's situation is unique, rigid housing policies and rules make it difficult to access and maintain safe housing. For example, when violence and exploitation occur in the home, but there are no other options for safe or affordable house, it may become difficult to move beyond the trauma associated with that house or neighbourhood. Alternatively, requiring women to leave their communities to access safe, affordable housing, is also problematic. It can mean leaving a safety and support network behind and living in isolation. This highlights the need for flexible, women and girls-centred housing policies.

Inadequate income assistance rates and unlivable minimum wages are root causes of exploitation and trafficking. Insufficient income and wages lead many to supplement through underground economies such as sex and drug trades, which put people at risk of further exploitation. Furthermore, entering the sex trade may be one of a very limited number of options for women who cannot support their children and families on income assistance or a meager wage. This is also linked to the undervaluing of traditionally women's labour including child and elder care. When meaningful or lucrative

employment is out of reach for women, the sex trade provides an enticing respite from the exploitative labour market of food service and care-giving work. It is doubly difficult when women have been in the sex trade (whether by choice or trafficking) to access work such as care-giving jobs, because they are known in their communities, or may have a criminal history related to sex-work.

Involvement with the Justice System Another difficulty for women exiting the violence of HTSE is the lack of legal representation, support and advocacy. Similarly to legal actions involving IPV and sexual assault, the victims of trafficking and exploitation are scrutinized for their participation in their victimization. In cases where the woman is or was also a STW, they are more likely to be criminalized and penalized, than treated as a victim of a crime. Even though prostitution is no longer a criminal offence per se, there are still very negative (and sometimes violent) socio-cultural attitudes and actions toward women selling sexual services. These deeply embedded attitudes are much more difficult to change than legislation which now positions all STWs as victims. One challenge for women is when they are required to cooperate with law enforcement in order to access support because law enforcement and the justice system contribute to their trauma. Having a non-judgemental legal advocate or supporter from outside the justice system is an important ally for women to feel both safe and represented in a complex, alienating legal bureaucracy.

Child Welfare System The child welfare system is another difficult system to navigate that is closely linked to HTSE. Youth in and from care are disproportionately linked to cases of trafficking and exploitation:

> "Youth within the [child welfare] system are more vulnerable to becoming sexually exploited because youth accept and normalize the experience of being used as an object of financial gain by people who are supposed to care for us, we experience various people who control our lives, and we lack the opportunity to gain meaningful relationships and attachments." - Withelma "T" Ortiz Walker Pettigrew (2013, a survivor, addressing the United States House of Congress, as cited in Mapp, 2016, p. 18).

These experiences of objectification and breach of trust make young people in care more vulnerable to grooming since they are seeking the security and acceptance offered by traffickers and exploiters. Correspondingly, biological families can also act as exploiters before the child is taken into care. In these cases social workers need to recognize the exploitative situation and seek appropriate support services. When a child is taken from an exploitative parent and into care they need trauma-informed services and supports in order to help them move toward healthy relationships with themselves and others. Many campaigns and policies focus on the so-called 'girl next door' (as evidenced by the proposed "Saving the Girl Next Door Act" in Ontario) and the fact that young person is at risk of, or can trafficked. While it may be true that anyone is at risk of trafficking, we need to be honest about who is disproportionately targeted and impacted by trafficking and exploitation. Young people in and from the care system, or who are homeless need to be considered worthy of our concern and attention, not just the "girl next door." Once again, education (beyond the definitions and sensationalized stories of HTSE) is critical. In order to be aware of, understand, and help prevent trafficking and exploitation, education needs to be accurate and reflective of real life situations, and it needs to

amplify experiential voices. While ideally everyone needs to learn about HTSE, there also needs to be more in-depth messages for parents, foster parents, social workers, youth workers, teachers and youth themselves.

Sex Trade Workers (STWs) There is a precarious relationship between STWs and the movement to end human trafficking. Education and awareness about trafficking and exploitation is important to the STWs. They express a want and need for the opportunity, language, and spaces to talk about these issues. Unfortunately, most discussions about trafficking and exploitation are happening in ways that alienate or shame women who sell sex. Sometimes going to so far as to deny STWs self-determination, or blame STWs for their experiences of work-related violence. This type of alienation and shame pushes those most connected to the industry out of the conversation and marginalizes their voices and needs. STWs are aware that their work puts them at greater risk for exploitation and trafficking. They know this better than anyone else. However, they identify this increased risk not as inherent to their work, but as a result of the labour conditions. From their perspectives, the increased risk of exploitation and trafficking is due to their precarious legal and social status of workers and the underground nature of the trade.

STWs who were consulted identified several issues and needs related to their work. The overarching theme of issues and needs was safety. First, they suggested the need for a safety net of some kind including help with safety planning in the event of danger, and preventative measures such as having someone to call and check in with when meeting with clients. Their own personal health was also a safety concern. They want and need sexual health services that are anonymous and explicitly non-judgemental. Even when they had access to a primary care physician, this was not necessarily where they felt comfortable going for regular sexual health check-ups. This type of stigma in the healthcare system contributed to feelings of isolation around their work exacerbating fears for safety and wellbeing. Furthermore, it speaks to the unwavering need for non-stigmatized spaces to access services from non-judgemental providers.

One STW talked about feeling unsafe because she meets clients in dark parking lots or abandoned spaces for discretion and secrecy. Her ideal was a sex-worker run cooperative, where she sets her own hours and has control over the types of services she provides. This ideal also reinforces the need for peer-to-peer connection around safety practices and the opportunity to debrief emotionally after working. This peer support could be a formal program, or an informal network to provide support and connection. Service providers who work with STWs on the streets cited the need for safer spaces where women can access running water and toilets as well as programming and support services. If STWs work hidden from the public eye, they are isolated and fearful of violence. Alternatively, if they are in public or on the streets they encounter the violence of shame or harassment for loitering.

Consequently, STW identified the decriminalization of all behaviours and actors in the sex industry as necessary for their safety. The movement for decriminalization is not limited to the sex workers themselves, but extends to their clients, and people they work with for security, transportation and booking. The fear of criminalization and arrest prevents women whose situations are, or may become exploitative from accessing supports and services. The need for security and transportation services stems from the absence of legal protections, and these support people are not always exploiting STWs. Furthermore, STWs identified that criminalizing their clients hindered their ability to screen their clients. It was also a concern because

clients were identified as a group of people who could potentially help identify exploitation and support STWs who are being exploited to find safety.

The stigmatization and shame of sex work was at the forefront of these discussions. One STW who had been "outed" in her community felt like she had nothing left to lose. Having been publicly shamed for her involvement in the sex industry, she knew first-hand how the stigma of sex work can be isolating and hurtful. She talked about wanting to be an advocate for herself and colleagues, but not knowing how to do this effectively. Specifically, she wanted to find a way to connect and support other sex trade workers. She emphasized that she engaged in STW because she had no other viable options for making a livable income, but was also aware that it might hinder her ability to find other employment. Another STW described how no one in her life knows she does this work and how she is deeply ashamed. The shame however was secondary to her need to supplement her income to support her family including children, siblings, and aging parents. She described feeling exploited by her "straight" job that doesn't offer a livable wage and by a system that left her with no other options.

One problem with the services available is that women and girls do not know about them, or where and how to access them. Often services are only available from 9am to 5pm and in larger cities. As such, they are not available during a time of crisis or need such as a weekend, or in rural communities. The other issue with access is that many do not see their situation as "bad enough" to warrant reaching out, or do not want to be associated with other people who do access those services. This type of stigma is deeply rooted and the result is that services are reactionary in nature and they are accessed only while in, or after a crisis.

With all of these complexities and sometimes conflicting needs, there is one universal thing that experiential women and girls need and deserve: respect. Respect for the complexity of their situations and circumstances. Respect for their choices and for the fact that all choices are made within the constraints of oppressions which are beyond their control. Respect for their autonomy and self-determination, ability to make meaning of their situations. Respect for their labour and voices. Respect for their ability to guide their own healing and create their own path to living well.

2. Youth Voicing their Needs

The young people who took part in the two focus groups are by no means representative of all youth, however they did share their own diverse understandings and experiences. A key piece of information gleaned from the focus groups is that the language of "human trafficking" does not resonate and was difficult for young people to relate HTSE to their own lives and experiences. Unsurprisingly, the words "human trafficking" conjured images of poor women from foreign countries. The young people however were really interested and receptive to learning more about the domestic trafficking and exploitation that happens in New Brunswick. They were surprised to hear HTSE happened in Canada and concerned that no one was talking about it.

Sex Positive Approaches While the youth were reticent to talk about HTSE because they were not familiar with the language or terminology, they quickly identified many issues related to HTSE that concerned them. One issue was the need for earlier and more positive sex education. They talked about needing to have the language to talk about sex and sexual violence and learn more about negotiating sexual relationships. There were also discussions about healthy relationship

dynamics. Some young people expressed that the relationships modelled for them at home were not necessarily positive or healthy, but no alternative or positive model was every discussed with them. It was not simply sex-education and healthy relationship curriculum they were looking for though. They also described a need for adult allies and mentors with whom to have open, non-judgemental conversations about sex and sexual and romantic relationships.

Self-love and Connection Young women were also adamant that their self-worth and self-esteem were poor and that they needed more support to develop self-love in order to live more positive, healthy lives. They identified this as a chronic issue both personally and in the larger social context. A few young women described their motivation for having sex as the pursuit of social connectedness and feeling loved. One young woman described how "wanting to feel cared for" was the most valuable part of sex for her. Feeling cared for was a critical, but elusive part of her self-worth that she accessed through sexual relationships with men. Many of the young women were looking for empathy, acceptance, and love. They desire kindness and respect, even though they did not always feel like they deserved it. The devastating part of these discussions is that they did not have anyone in their lives that made them feel worthy of love, but knew that they needed that. When asked about they needed from adult supports said they needed to feel listened to and be included in discussions rather than lectured about things. They were looking for mentorship and long-term supportive connections with trustworthy people to help them build and learn about healthy relationships. What this speaks to in relation to HTSE is that traffickers have something valuable that these young women want and need, and it is not something a governmental service or community agency can really provide.

It is not only the immaterial that young women gain from having sex. Once focus group spoke extensively about sex-in-exchange. In this, young women described having sex with people (friends, older men, strangers) in exchange for goods, a place to sleep, food, money and anything else they needed. This sex-in-exchange though, was not considered "sex trade work". The young women's perceptions of STWs mirrored societal values which stigmatizes and dehumanizes women in the trade. When they engaged in sex-in-exchange, this was perceived as a separate, distinct endeavour: "*Because you just do what you have to to survive, especially for women*" (young woman during a focus group). Sex-in-exchange was also about more than survival, it was also accompanied by a sense of agency and power. One young women described how she felt like she was exploiting the men she had sex with. She described sex as her source of power, which was an important feeling for young women who are afforded little individual power in their lives and have even less social control.

Services and Supports The services and supports desired and requested by young women are very similar to the needs of adult women. They include wrap-around services delivered through a person or agency that they know, and with whom the can develop long-term trusting relationships. Sometimes parents, family, and friends were important to include in service provision. This acknowledges that these situations do not happen in a social vacuum, but in fact speak to the importance of social context and the impact of much deeper social issues. Conversely, others expressed that sometimes families and parents were a part of the problem. This reiterates that young women need their experiences and ideas to be listened to and respected. If they do not want a family member or service provider involved, that needs to be respected and alternatives explored.

The same idea applies to experiences with formal service providers and institutions. For some young people schools and educational institutions are safe havens of escape, however for others they are a source of conflict and distress. At the focus groups some young people were concerned that their only access point to support services was through their guidance counsellor or the school. If their relationship with that adult or institution is negative or they cannot trust their information and story to be confidential, then there need to be alternative points of access. The most important thing for them was to have someone who really cares supporting them, rather than someone following policy and procedure. This further reinforces the need for connection and relationships that permeates this needs assessment.

"*Got no choice, need to survive*" – Young woman during a focus group

Another unsurprising commonality between adult women and youth was the need for real choices and opportunities. This included liveable wages in order to live a secure, comfortable lifestyle rather than living in perpetual poverty. First Nations youth requested access to their ancestral lands and cultural practices in addition to autonomy and respect for Indigenous peoples. While one Indigenous women described having a supportive parent, she desired a broader connectedness and purpose through cultural and familial relationships. In this same vein, youth also wanted to opportunity to make mistakes and learn from them in a supportive environment rather than being criminalized or going to jail. The desire to test their own limits and exercise self-determination was the uniting factor in their desire for opportunities around work, life, and a happy future. In the simplest way, these youth were asking for the right to experience childhood and grow gradually into adulthood. Unfortunately, these seemingly simple opportunities have been denied to them because of structural inadequacies and systems failures.

3. Needs of Agencies and Organizations

Community agencies and service providers identified a number items that they require to be able to effectively provide the services needed by women and girls who are at risk of being trafficking, or how have experienced HTSE. Among these are training and education, cooperation and collaborations, sustainable funding and resources, as well as number of key frontline practices.

Training and education Service providers at all levels (frontline workers to directors) were interested to hear about this project and know more about HTSE in New Brunswick. HTSE was something most people were familiar with but had not had the opportunity to discuss directly or in any detail. Most service providers had some idea about what trafficking entailed but were uncertain about the definition of trafficking and how it happens domestically. As definitions and examples were discussed some service providers realized how likely it was that they had encountered trafficking, but were unaware of it. Typically, after providing a definition of trafficking and explaining the three components (the act, means and purpose), a dialogue ensued about whether particular stories or cases could be classified as trafficking. This speaks to the articulated need for training and ongoing dialogue about the state of HTSE in the NB and Canadian contexts.

Service providers specifically requested training on how to identify potential trafficking situations, promising practices for what to do in the case of suspected trafficking,

what questions to ask a suspected victim or survivor, and how to provide non-judgemental support. One recurring request that training include the voices of HTSE survivors and sex workers. The acknowledgement that HTSE is complicated in how it relates to the voluntary sex trade sparked a further desire to hear first-hand accounts from women who had survived trafficking experiences and those who work in the sex-trade. The other piece to this desired training was a checklist or tool kit for identifying trafficking situations (or risky situations) and the types of questions and relationships that will be most supportive.

Another related issue was the language around trafficking and understanding the most meaningful language for women and girls. Of particular concern were those women and girls who do not necessarily identify with the label of human trafficking, or who do not perceive their situation to be exploitative. There was a clear disconnect between how this type of VAW is talked about on the policy level and how some experiential women describe it. This will be a key issue in moving forward in creating a strategy that is relevant and effective for women.

Finally, it was identified that many front line workers who specialize in VAW are not the most likely interveners because their supports and services are not necessarily accessible to women and girls who are in the middle of a trafficking situation. As such it was suggested that training be offered to a broader spectrum of professionals including those in the health care field (physicians in walk-in clinics, emergency room personnel, sexual health educators and staff in sexual health clinics). By expanding the scope of HTSE training and education, more individuals are empowered to recognize, understand and provide support to women and girls.

"*When you have relationships, you get the stories*" – NB service provider

Coordination and Collaboration In the context of HTSE, one major barrier to coordination and collaboration are the different definitions and approaches to trafficking. No strategy is going to align the various ideologies that inform the disparate approaches to HTSE, but some common ground might be found in acknowledging that women and girls in NB require diverse possibilities for accessing services and moving through their traumas. It is also necessary that organizations consider the assumptions made by their existing policies and clarify the intentions and ideologies that inform their work. Part of this may be a more open dialogue on discussions of abolitionist and sex worker rights movements.

Similarly to experiential women and girls, service providers and front line works also most readily trust those with whom they have developed relationships. Thus formal collaboration at the agency level is not sufficient for effective partnerships, collaboration must also foster trusting, mutual relationships between the people who work at and with these agencies. Unfortunately, there are often barriers to community partnerships related to funding opportunities or differences in approach to issues, which requires a cultural shift in community collaboration. Working toward a more open and sharing community of practice was acknowledged as necessary in order to be able to provide the most effective supports and services for women.

Beyond a cultural shift in community agency relations, there was also a call for formalized referral protocols for services users who identify themselves as trafficked, or whose circumstances meet some criteria for trafficking or exploitation. This referral system requires that providers know

the services offered by other agencies in their community and throughout province, and understand where the gaps in services are in communities. This type of referral protocol would also ideal work on a wrap-around model where experiential women and girls could gain access to various services and providers and be supported in the process. In addition, to being more effective for experiential women, a single access point for services also enables HTSE supports to be integrated within other community services. This has a two-fold purpose: first, so that non-identifying experiential women can get the services they need without having to label their experience as trafficking. And second, it enables for more neutral locations of services so that certain offices or agencies do not become stigmatized.

At present law enforcement is the primary agent in addressing HTSE. However, many service providers noted that they would be hesitant to contact law enforcement because they do not wish to put their client or service user at further risk of traumatization or criminalization. It was identified that there needs to be someone, or somewhere other than law enforcement to call if there is a suspected case of HTSE. This, of course is difficult in situations that may be or become violent and require police assistance. This suggests there is a need for greater cooperation and collaboration between police services and other agencies. The dearth of trust needs to be remedied in the pursuit of a long-term plan for addressing trafficking and supporting women to live free from violence, coercion, and fear. It also speaks to the need for a social services or outreach perspective that specializes in trafficking situations. While one front-line worker noted, “we’re all generalists” there was a desire to have someone to call or reach out to who has more specialized knowledge and deeper understanding of both the issue and established connections to the various parties and services that may need to be involved. Some sort of non-police, community HTSE coordinator was suggested by many different people in order to provide ongoing trainings and support, and act as a hub for information and service coordination.

Frontline Practices While law enforcement have their own criteria and mandate that are reflected in their practices, social service workers outlined their own criteria and practices for working respectfully and effectively with experiential women. It was important for providers that there be some consistency in how services were provided. By aligning frontline practices, service providers felt it would bolster collaboration and trust between agencies.

The first critical practice is listening and believing women. By listening, service providers are able to meet users where they are at, rather than requiring specific criteria (such as sobriety or police cooperation) be met before providing support. This is especially critical for women and girls who have experienced HTSE or elements of HTSE like coercion and exploitation who risk being re-traumatized. HTSE often includes restricted self-determination and autonomy, as such healing and support needs to augment these rather than impinge on them. For many the best practices centre on women and girls leading and guiding their own healing and planning, never saying “You should…” but rather “What can we do?”

Since each trafficking survivor is unique in how they feel about and respond to their situation, frontline services and support must be responsive to these needs. Women and girls need to be considered individually and included in their case or care plans. This requires that protocols and procedures be flexible and adaptable as well as quick and responsive. Ideally intra- and inter-agency protocols (such as referrals and consent

to share case information) would evolve and change as experiential women and girls provide feedback.

Additionally, service users may require services for differing lengths of time. Limitations on how long a service can be used or accessed was an issue for many frontline workers who described the limitations as inhibiting healing and detrimental to their ability to build effective, trusting relationships. This was similar to the concern about the limited number of people working directly with women and girls. Some organizations questioned the need for an HTSE strategy when there was no funding for positions to do direct practice. With the clandestine nature of trafficking, it is important to have direct outreach, or "feet on the street" offering supplies, information and developing relationships. Having outreach workers who are known in the community and trusted is considered a critical component to preventing and identifying trafficking.

Funding Unsurprisingly, funding was persistently cited as an issue for community agencies and organizations. The need for sustainable, core funding to provide sufficient wages and establish positive working environments for employees is made difficult by the lack of sustainable, consistent funding opportunities. The lack of funding means a reliance on volunteers to do skilled work and the inability to attract skilled workers. This is particularly troubling when incorporating peer-to-peer models, where peers should be compensated for their work and experiential knowledge. This has the side-effect of also inhibiting organizations' capacities to provide consistent and effective services. A focus on innovation for granting bodies means that promising practices are abandoned for creative, but untested strategies. The other issue with funding was the considerable time agencies and organizations spend trying to secure funding. This was seen as directly impacting their ability to provide the necessarily and critical services and programs they offer.

4. Government and Legislation

The government has a large role to play in creating and sustaining a strategy to end HTSE. Many of the needs around preventing HTSE are directly related to government investment in social and health programs. Currently, social programs, education, and health care are inadequate and contribute to the climate in which HTSE thrives. By investing more in these types of indirect, preventative measures, government can support the goal to end trafficking from its root causes. A few key measures include: A guaranteed income or liveable minimum wage, affordable, livable housing in accessible, safe communities, access to restorative and alternative justice measures, affordable child care, sex-positive sex education and healthy relationships programs, sexual health services, mental health and addictions counselling and ongoing recovery support. While some of these programs do exist, they need to be expanded, improved and made more accessible for service users. Although there are some services available for people who meet certain criteria, additional training about HTSE, and partnerships between government and community would facilitate more effective and accessible programming and services.

Accessibility Government bureaucracies are difficult to navigate, which highlights the need for improved, and streamlined communication between government departments, levels of government, and with community agencies and individuals. Presently communications were identified as insufficient and ineffective to prevent and intervene on trafficking cases. One major barrier for everyone, including government employees, experiential women and girls, and service providers is not

knowing who to contact or who is responsible for an issue or program. This becomes particularly troubling when the window for accessing assistance and support is very small, such as the case of women being trafficked through the province and only staying a short time. Coordinating efforts, such that "every door is the right door" to access support is a worthy goal.

Immigration and Newcomers Most discussions during consultations focused on domestic HTSE, however there was concern about current immigration policies and the precarious status of temporary foreign workers. Recognizing that there is growing immigrant and migrant population in NB, these issues need to be integrated into the strategy. More services offered need to be culturally appropriate and adaptive to a heterogeneous population. In NB, this area of concern needs to focus on policy and labour regulations as a preventative measure.

Legislation There is currently no HTSE specific legislation at the provincial level. As such, the main concern was Federal legislation: Bill C-36, the Protection of Communities and Exploited Persons Act. Bill C-36 was introduced in 2015 as a response to the Supreme Court of Canada's decision in Attorney General of Canada v. Bedford. Community agencies and sex workers stated that this legislation perpetuates the criminalization and stigmatization of sex workers. According to the Bill, STWs are considered victims, however they can still be arrested and charged with prostitution. While criminalization is a deterrent for some people, it is a reactionary measure. Working in the sex trade can be the best of a very limited array of choices and opportunities. Criminalizing sex workers, sex consumers, and those who support them (such as security and transportation) endangers women by requiring them to move further underground and work in isolation to avoid encountering law enforcement. It also means they have no recourse to address any violence that happens at work or home because they risk being arrested, charged, or exposed to further violence. The ongoing fear of arrest, coupled with the secrecy, stigma and isolation of the sex trade is cited by sex workers as contributing to their risk of violence rather than enhancing their safety. If women and girls are to be at the centre of this strategy, we must listen to and heed their concerns and ideas at the legislative and policy level. If we want to shed light on trafficking and related offences, women need to feel safe to discuss and disclose their experiences without fear of arrest, criminalization, or discrimination.

5. The Criminal Justice System

Similar to the needs of service providers and community agencies, training and education for law enforcement, prosecutors and judges was identified as a crucial component for moving forward. For law enforcement officials HTSE education needs to extend beyond understanding the definition of HTSE toward a deeper, nuanced understanding sex trade work, trauma-informed responses, and the needs of experiential women. For prosecutors and judges, the training needs to be around the legal precedence of human trafficking cases, restorative justice measures, and how to best incorporate survivors safely without re-traumatization.

"*The key is to listen… we gotta listen*" – NB police officer

Another requisite for law enforcement is accountability and consistency across officers and agencies. Currently, some individuals within law enforcement are trusted, however the institution of law enforcement as a whole is largely mistrusted

and is thought to be inadequate at handling issues of VAW. There is a desire to see a more consistent approach from law enforcement in their handling of those people who are criminalized by social structures.

Working in connection with community service providers and experiential women, law enforcement needs to be invested in the community to build strong, reliable connections to those most at risk of criminalization and victimization. The history and ongoing practice arresting of sex workers for their own safety, or for sex work related activity concerned many frontline workers. Meaningful collaboration of any sort requires critical and nuanced perspectives on gender, racism, economic inequality, and the legacy of colonialism. By taking responsibility and being accountable for their role in perpetuating VAW, people of colour, and people living in poverty, law enforcement can move into a more integrated and effective role in preventing and ending trafficking. It was acknowledged that this may not be possible, however it seems necessary to articulate some of these issues in order to move forward in partnership and collaboration.

Conclusion

A common thread throughout the community consultations was the need for ongoing cooperation, communication and partnership around issues of VAW, and HTSE specifically. With these complex issues and needs, the community needs to work together. No one person, agency, or institution can single-handedly address all the issues around trafficking and exploitation. Unfortunately, conflicting ideological approaches to HTSE complicate the collaborative efforts required. In response to these differences and in an effort to centre the strategy on women and girls, a human rights based, trauma-informed, intersectional and anti-oppressive focus is required. By moving beyond the narrow definition of trafficking and considering the issue in a larger context, it is more likely that this project will have a positive and relevant impact on women, girls and communities.

As the project enters its second year and this report is circulated, there will be a critical interpretation of these community needs into a set of actions and priorities. To guide this process an advisory team of diverse individuals, professionals and communities will be established (for more information on this team, or to join, please contact sjthiessen@partnersforyouth.ca). This team will work closely with the project coordinator to identify meaningful actions and initiatives around the province. These actions will support changing systems and structures that were identified as barriers to reducing and eliminating HTSE. The actions will also work toward expanding supports and services available to women and girls, including preventative measures. Through these processes and ongoing conversations about the HTSE we will bring people together to raise awareness about HTSE risk factors and indicators as well as the root causes of VAW.

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Agencies, Organizations and Individuals Consulted

Adoption Council of Canada (Youth Speak Out, Ottawa)
AIDS Moncton
AIDS New Brunswick (Fredericton & Miramichi)
AIDS Saint John
Bridges of Canada (Fredericton & Tracy)
Codiac RCMP (Youth at Risk team, Moncton)
Coverdale Centre for Women (Saint John)
Crossroads for Women (Moncton)
Dept. of Public Health (Communicable Diseases, Saint John)
Dept. of Public Safety (Victims Services, Fredericton with Province-wide programs)
Domestic and Intimate Partner Violence Outreach (Community Health Centre Saint John)
Downtown Community Health Clinic (Fredericton)
First Steps Housing Project Inc. (Saint John)
Fredericton Police Force
Fredericton Sexual Assault Centre
Grace House (The Fredericton Homeless Shelters)
Dr. Leslie Jeffrey (UNB, Saint John)
“J” (hotel reception clerk, Fredericton)
Liberty Lane Inc. (Fredericton)
Marilyn Merritt-Gray (UNB Nursing, Fredericton with province-wide research)
Muriel McQueen Fergusson Centre (UNB, Fredericton)
Patty Musgrave (Moncton Sex Work Action Group volunteer)
New Brunswick Women's Council (formerly Voices of New Brunswick Women Consensus-Building Forum, Fredericton)
New Brunswick Multicultural Council (Members throughout the province)
Partners for Youth Inc (Fredericton Outreach Services, NB Youth in Care Network)
Portage Atlantic (Cassidy Lake)
RCMP (J Division, Fredericton)
Regroupment Feministe du New Brunswick (Moncton)
Safe Harbour (Saint John)
SALVUS Clinic (Moncton)
Sexual Assault Nurse Examiners (Fredericton, Moncton, Saint John, Miramichi)
Sophia Recovery Centre (Saint John)
Women's Equality Branch (GNB, Province-wide programs)
Youth in Transition/Chrysalis House (Fredericton)
YWCA Moncton

Youth focus groups

Portage Atlantic
Chrysalis House

Sex Trade Workers

"Sophie"
"M"

Appendix C: List of Partners & Stakeholders

Aboriginal Affairs Secretariat
Adoption Council of Canada
AIDS Moncton
AIDS NB
AIDS Saint John
Bridges of Canada - Sarah Tracy Centre
Canadian Border Services Agency
Codiac RCMP
Coverdale Centre for Women
Crossroads for Women
Dept. of Social Development
Dept. of Post-Secondary Education, Training and Labour
Dept. of Public Health (Communicable Diseases)
Dept. of Public Health (Sexual Health)
Dept. of Public Safety (Victims Services)
Domestic/Intimate Partner Violence Outreach at the Saint John Community Health Centre
Downtown Community Health Clinic (Fredericton)
First Steps Housing Project Inc.
First Nations Education Initiative
Fredericton Police Force
Fredericton Gender Minorities Group
Fredericton Sexual Assault Centre
Gignoo Transition House
Grace House
Healing our Nations
Horizon Health (Mental Health and Addictions Peer Support)
Horizon Health (Sexual Assault Nurse Examiners)
Leslie Jeffrey (UNB)
Liberty Lane
Marilyn Merritt-Gray (UNB Nursing)
Mi'kmaq Wolastoqey Centre (UNB)
M.
Muriel McQueen Ferguson Centre (UNB)
New Brunswick Association of Chiefs of Police
New Brunswick Community College
New Brunswick Human Rights Commission
New Brunswick Multicultural Council
New Brunswick Women's Council
New Brunswick Youth in Care Network (a program of Partners For Youth Inc.)
Office of the Child & Youth Advocate in New Brunswick
Partners for Youth Inc.
Patty Musgrave
Public Legal Education and Information Society of New Brunswick (PLEIS- NB)
Portage Atlantic
Royal Canadian Mounted Police- J Division
Regroupment Feministe du Nouveau-Brunswick
Saint John Police
SALVUS Clinic
Sophia Recovery Centre
Sophia

Status of Women Canada
Wolastoqewiyik Healing Lodge- Negootkuk (Tobique) First Nation
Women's Equality Branch (GNB)
Members of Mehtaqtek (Woodstock) First Nation
Youth in Transition/Chrysalis House
YWCA- Halifax
YWCA- Moncton

Appendix D: Annex of the Process

Rationale

While there is little research on HTSE in NB specifically, national research on HTSE indicates that women and girls are experiencing HTSE in the Maritimes more frequently than official reports indicate (Barrett, 2013). These women and girls are important, valuable, and deserving of both non-judgmental and long-term supports and services, as well as effective and sustainable community and regional responses. To do so, however, stakeholders from sectors throughout NB need to work together to develop and implement community responses to HTSE. It is important that communities are empowered to act in support of women and girls experiencing HTSE. This strategy is intended to do so – to offer regions, communities, community members, service providers, and policy-makers the knowledge and tools necessary to address this emergent issue in NB.

While stakeholders must be at the forefront of this provincial response, this strategy represents an important component of ongoing national efforts to address HTSE. National organizations like the Canadian Women's Foundation, whose ongoing work has developed a national knowledge base for HTSE "call upon every province to [develop] […] provincial anti-trafficking strategies" (CWF, 2014, p. 128). This strategy, then, is an important step towards ensuring that Canada has effective responses to this issue. This strategy allows NB to contribute to national efforts to address HTSE by following in the footsteps of such provinces as British Columbia, Manitoba, Alberta and Ontario. Indeed, this strategy is an important extension of national work to "support the development and implementation of community action plans to fight human trafficking in communities across Canada" (CWF, 2014, p. 128).

Project Description

Funded by Status of Women Canada for three years, this project had three distinct phases.

Year One: July 2015-June 2016

Year One was the first phase of this project and its focus was on information gathering and partnership building. In order to better understand the context of trafficking and exploitation in NB, the key outputs of Year One were a *Literature Review* and *Community Needs Assessment*.

Literature Review

Sue Calhoun from Calhoun Research & Development/Recherche & Développement (who also serves as the evaluator on this project) conducted a literature review to examine other strategies and initiatives undertaken to eliminate human trafficking (for more information, please see **Appendix A**).

Community Needs Assessment

The purpose of community consultation and engagement were two-fold. The first was to start a province-wide dialogue about HT and HTSE and thereby raise awareness about HT. The second was to gather information about the unique NB context of trafficking and exploitation. These activities were to create a local knowledge base, which would guide the strategy development. To learn about the context of HTSE throughout NB, consultations were hosted with staff from NB organizations that work on women's issues, multiple GNB departments, law enforcement agencies, and community organizations. Youth, STWers, and numerous front-line workers were also involved in these consultations. A total of 62 consultations were held, consisting of individual consultations, small group consultations, and focus groups.

The information from these conversations was summarized and presented in the *Partnership Development to Address Human Trafficking for Sexual Exploitation in New Brunswick: Community Needs Assessment* (see **Appendix B**)**.** This *Community Needs Assessment* described the landscape of HTSE in NB and surrounding provinces, as well as the needs of stakeholders supporting women and girls. Partners and stakeholders across multiple sectors advanced similar priorities, including more accessible, trauma-informed services, better supports for people involved with the Criminal and Youth Justice systems, the need for a network/coalition to support and connect STWers throughout NB, as well as more comprehensive sex education and healthy relationships education for youth in NB.

Following the completion of the *Community Needs Assessment*, detailed feedback on the *Assessment* was sought from each participant. Feedback received was incorporated into the revised version of the *Community Needs Assessment.*

Year Two: July 2016-June 2017

Year Two was the second phase of this project and its focus was on continuing to develop relationships and partnerships, targeted information gathering, and strategy development. In order to create a partnership based strategy to respond to HTSE in NB, partners and stakeholders were engaged in two provincial roundtables to support Partners For Youth Inc.'s strategic planning. Their feedback, guidance and input are reflected in the key output of Year Two, this strategy.

Community Roundtable: March 29, 2017

The purpose of the first Community Roundtable was two-fold. Firstly, Partners For Youth Inc. wanted to ensure that the broader NB community was at the centre of efforts to build and shape a strategy to address HTSE. Secondly, there was an ongoing need to gain more targeted information about HTSE throughout NB, particularly in the north of the province, in Mi'kmaq and Wolastoqewiyik communities, as well as in Francophone communities. To engage partners and stakeholders in strategy development and ensure that the needs and realities of NB regions and communities were reflected in the strategy, a Community Roundtable was hosted. A total of 45 representatives from community organizations, law enforcement agencies, and provincial GNB departments attended and participated in a daylong discussion. This Roundtable included a presentation of the Strategy's priorities (which evolved through discussion of the *Community Needs Assessment*), as well as numerous breakout discussions where partners were able to further refine the activities grouped under each priority.

Community Roundtable: June 6, 2017

The purpose of the second Community Roundtable, once again, was two-fold. Firstly, Partners For Youth Inc. wanted to ensure that the broader NB community remained at the centre of ongoing efforts to build and shape a strategy to address HTSE. Secondly, there was an ongoing need to gain more targeted information about HTSE throughout NB, particularly in Mi'kmaq and Wolastoqewiyik communities. To engage partners and stakeholders in this continuing strategy development and ensure that the needs and realities of Mi'kmaq and Wolastoqewiyik communities were reflected in the strategy, Partners For Youth Inc. hosted another province-wide Community Roundtable. A total of 43 representatives from community agencies, law enforcement agencies, Mi'kmaq and Wolastoqewiyik communities, Indigenous organizations, provincial GNB departments, and the Government of Canada participated. This session gave partners the opportunity to review, and revise a draft version of the strategy. This Roundtable focused on partnership

development and creating the parameters under which the strategy could be implemented starting in July 2017.

Year Three: July 2017-June 2018

Year Three is the third phase of this project and its focus is on implementing the strategy. As Year Three of the project corresponds to Year One of the strategy, the following actions are to be taken between July 2017 and June 2018.

- Build respectful relationships with Mi'kmaq and Wolastoqewiyik communities, as well as other Indigenous organizations that are interested in participating in and shaping this strategy.
- Organize and host a public launch of the *Partnering to Address Human Trafficking Strategy* and *New Brunswick Human Trafficking Guide.*
- Develop and disseminate information for the general public based on the *New Brunswick Human Trafficking Guide*.
- Develop an HT Leadership Team to implement, oversee and review this strategy.
- Host regional events to facilitate ongoing conversations about localized responses to HTSE.
- Strengthen relationships with, and engage GNB departments by inviting them to participate in the leadership team.
- Coordinate asset-mapping efforts throughout New Brunswick.
- Provide law enforcement, front line workers, service providers and community agencies with PIVOT Legal Society "Know Your Rights" information cards. These can be disseminated to STWers and other interested parties.
- Host a provincial dialogue on STW in NB.
- Create a Provincial Youth Violence Prevention Network (PYVPN).
- Carry out a review of Year One of the strategy and make any necessary adjustments to subsequent years.

These actions are the key outcomes of Year Three.