

**Changing Perspectives
Calgary Network on Prostitution**

**Environmental Scan
Final Report**

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Table of Contents

1.0 Introduction	7
1.1 Purpose of The Study	7
1.2 Methods.....	8
2.0 Prostitution in Canada.....	8
2.1 Sex Trade Activity	9
2.3 Alberta Responses to Prostitution	10
3.0 Prostitution in Calgary	12
3.1 Calgary Police Service Statistics	14
3.2 Penalties for Prostitution in Calgary	15
3.3 Curbing Demand - Vehicle Seizures	16
4.0 Community Experience	16
4.1 Common Stroll Areas for Street Level Sex Trade Activity in Calgary .	16
5.0 Sexually Exploited Children in Calgary	19
5.1 What Places Children and Youth “At Risk”	20
5.2 Sexual Exploitation Among Street Involved Youth	21
5.3 Other Issues Related to Sexual Exploitation	22
5.4 Barriers to Exiting Homelessness	22
6.0 Services Provided Through PSECA.....	23
7.0 Service Needs and Gaps for Youth	26
8.0 Factors Underlying The Adult Sex Trade.....	27
8.1 General Needs Presented in the Calgary Community.....	27
8.2 Issues Presented in the Shift Program.....	28
8.3 Issues Presented At Servants Anonymous Society.....	29
8.4 Issues Identified by Experiential Persons.....	31
8.5 Obstacles to Exiting	32
8.6 Barriers to Accessing Services.....	32
9.0 Services for Adults Working In or Exiting the Sex Trade.....	33
9.1 AIDS Calgary – Shift Program	34
9.2 Servants Anonymous Society of Calgary	37
9.3 CNOP Service Referral Cards.....	38
9.4 Other Services Available to Adult Sex Trade Workers	38
10.0 Services That Are Helpful.....	41
11.0 Service System Needs and Gaps	44
11.1 Housing & Basic Needs	45
11.2 Financial Support/Education/Employment	46
11.3 Counselling and Mental Health Support.....	47
11.4 Health Services.....	47
11.5 Addiction Awareness/Treatment.....	48
11.6 Programs Specific to Sex Trade Workers	48
11.7 Support Programs.....	49
11.8 Early Intervention/Diversion.....	49
11.9 Information, Education and Awareness	50
11.10 Safety.....	52
12.0 General Principles for Service Development.....	53
13.0 Ideas for Service Development.....	55
13.1 Prevention Education and Awareness	55

Calgary Network on Prostitution - Environmental Scan

13.2 Harm Reduction.....	56
13.3 Early Intervention Services	56
13.4 Stabilization	56
13.5 Treatment.....	56
13.6 Reintegration	57
13.7 Overall Service System.....	57
13.8 Policy/Systems Work	57
13.9 Indoor Workers.....	57
13.10 Services for Men.....	58
14.0 Conclusions	59
15.0 Appendix.....	60
16.0 References.....	72

List of Tables and Figures

Table 1. Prostitution-related Offences in Calgary, 2000-2008	12
Table 2. Sexual Exploitation Risks Among Street Involved Youth	19
Table 3. Distress Centre of Calgary 2008 Statistics	25
Figure 1. Outcomes for Female Accused Charged with 213(1)(C)	13
Figure 2. PSECA Service Map	22
Figure 3. Non PSECA Services for Street Involved Youth	23
Figure 4. Shift Program Presenting Issues	26
Figure 5. Servants Anonymous Society Presenting Issues	28
Figure 6. Shift Clients	33
Figure 7. Shift Clients by Type of Work	34
Figure 8. Adult Services Map	38

1.0 Introduction

The Calgary Network on Prostitution (CNOP) was formed in 2007 to address service planning and coordination as a response to the United Way of Calgary's Coordinated Community Response Plan to the Sex Trade in Calgary. CNOP is a group of agency and consumer representatives interested in improving services and service systems related to prostitution.

The Network vision is “to recognize the harm caused by prostitution to all individuals, to end prostitution and /or exploitation, to support individual human rights, and to strengthen and streamline partnerships.” In order to address this vision, the Network plans to raise awareness of the issue and to empower and advocate for programs and individuals working with and affected by prostitution.

In particular the Network wants to:

- 1) address the root causes, policies and systems that harm communities and individuals
- 2) strengthen and sustain partnerships within the community
- 3) promote responsibility and apply a human rights based approach

1.1 Purpose of The Study

The environmental scan contains information on

- Prostitution in Calgary
- Feedback from sex trade workers, sexually exploited individuals and those who have exited the trade regarding their experiences
- An overview of services in Calgary for those working in the sex trade and/or trying to exit the sex trade
- An overview of supportive services in Calgary not specifically targeted to sex trade workers but generically available to address some of the specific needs identified by individuals working in the sex trade (e.g. health, emergency housing, addictions treatment, counseling, basic needs, legal services)
- An overview of services and strategies to protect children at risk of sexual exploitation (i.e. individuals under the age of 18 who are involved or at risk of being involved in sex trade activity)
- An overview of prevention strategies in Calgary
- Feedback from Calgary service providers regarding their perception of services and strategies needed to support sex trade workers, both active and exiting
- Perspectives from several Calgary communities with identified prostitution strolls
- Recommendations for service development

1.2 Methods

This study was based primarily on interviews with services providers and sex trade workers. Feedback was obtained from 16 adult female sex trade workers through individual interviews or survey feedback and 6 experiential women who participated in a focus group at Women's Centre. The Shift program shared additional focus group feedback from 7 active and 12 exited sex trade workers of which 2 were male and the rest female. In total, **41 experiential persons** provided feedback through interviews, surveys or focus groups. Connections with the participants were made through Shift, Servants Anonymous Society, Women's Centre, Youville, University of Calgary and through private contacts.

Information on the needs and issues of young male sex trade workers was accessed through the 2005 study Under the Radar¹, that included interviews with **37 young males** in Alberta, of which 23 were from Calgary.

Data for children/youth was obtained from the 2009 Calgary Youth Health and The Street study² that connected with **355 street involved youth** in Calgary.

Information was gathered from **75 service providers and key informants** in Calgary who were interviewed as part of this study.

2.0 Prostitution in Canada

Prostitution is a complex issue fraught with contradictory interests, values and responses.

The term "prostitution" is not defined in the Criminal Code, but the case-law has identified three main elements of the activity – the provision of sexual services, the essentially indiscriminate nature of the act, and the necessity for some form of payment.³

Adult prostitution is not illegal in Canada. However, the criminal law does deal with activities related to prostitution that are deemed a threat to public order or offensive to public decency. These include Criminal Code Section 213 – communicating in a public place for the purposes of prostitution; section 210 which allows the conviction of a person who keeps, is an inmate of, is founding, or who as an owner allows a place to be used as a common bawdy house. Section 211 makes it an offence to knowingly "take, transport or direct" any person to a common bawdy house. Section 212 outlines a number of offences relating to the purchase of sexual services of a minor.

¹ McIntyre, S. (2005). Under the Radar: The Sexual Exploitation of Young Men.

² Worthington, C., MacLuarin B., Huffey, N., Dittmann, D., Kitt, O., Patten, S., & Leech, J., (2009). Calgary Youth, Health and the Street – Final Report. Calgary: University of Calgary. (Not yet released.)

³ Robertson, J. R. (2003). Prostitution. Retrieved at <http://dsp-psd.pwgc.gc.ca/Collection-R/LoPBdP/CIR/822-e.htm>

2.1 Sex Trade Activity

There are many forms of prostitution including prostitution that takes place on the street, prostitution through escort services, call-girl services and internet ads, in massage parlours, private apartments and in specialty clubs and bars including strip clubs and hotels.

Street level prostitution is the most visible form of sex trade activity and that which is most likely to receive complaints from the community. Street level prostitution is varied, and is sometimes categorized as follows:

- Track A: this group is the most physically healthy with fewer mental health and drug issues. They may be involved with or controlled by organized crime and tend to charge more for their services. Service providers find this group more difficult to engage in order to offer services and support.
- Track B: this group can be described as functional in their lives but may be coping with drug or alcohol addictions as well as other physical health concerns.
- Track C: this group is less functional in their daily lives and tend to have more progressed addictions and other issues such as homelessness. They may be working to feed a drug habit and may require more services for STIs, addictions and mental health concerns.

Although street prostitution is estimated to account for just 5% to 20% of all prostitution activity, it is the area which enforcement of prostitution laws focuses on most.⁴ As a result, the most vulnerable women working on the street are the most likely to become “criminalized” which further complicates their already difficult lives.

The Canadian Centre for Justice Statistics (2008) reports that across Canada “female offenders are more frequently found guilty of prostitution than male offenders (59% for women vs 31% for men) and are more likely to receive a prison sentence for this offence. In 2003/2004 just under one-third (32%) of female adult offenders found guilty of prostitution were sentenced to custody compared to 9% of male adults. Although the rate of conviction for drug possession among women and men were similar, women were more likely to be sent to prison (26% of women vs 20% of men).⁵

Calgary Police Service point out that approximately two thirds of the s. 213 charges laid in Calgary are laid against men (i.e. customers). In Calgary, most women with a first offence s. 213 charge are referred to the Alternative Measures Program. Police speculate that one possible reason that women involved in the sex trade are more likely to receive a prison sentence than male offenders is because of a history of previous offences that may include drugs, theft, violence

⁴ The Challenge of Change: A Study of Canada’s Criminal Prostitution Laws. (2006). Report of the Standing Committee on Justice and Human Rights. Communication Canada. www.parl.gc.ca

⁵ Canadian Centre for Justice Stats. (2008). Juristat. Statistics Canada – Catalogue # 85-002, Vol. 28, no. 1

or outstanding warrants. Police point out that women working on the street are more accessible to service providers. Police are better able to engage with these women and connect them with services that can assist them to leave the street.

More than half of the experiential persons contacted for this study reported engaging in both outdoor and indoor activity over the course of their involvement with the sex trade.

While some indoor work such as massage and phone-lines may be safer than street level work, many experiential persons report that call-out escort services are even more dangerous than street work. After the 2008 murder of a 21-year-old escort worker, the executive director of the Prostitution Awareness and Action Foundation of Edmonton (PAAFE) expressed concern about what she calls a "myth" that people who work "inside" as escorts are safer than street prostitutes.⁶

One experiential person explained that *"on the street you have some control over your environment and you can rely on your intuition. With escort work you don't know what you might walk into. There could be more than one guy waiting for you in the apartment . . ."*

The new trend toward use of the internet to advertise services and connect with customers is even less regulated and more dangerous.

2.3 Alberta Responses to Prostitution

Alberta has taken a number of unique approaches to dealing with the issue of prostitution.

In 1997 the Alberta Child Welfare Act was amended to classify the hiring of prostitutes under the age of 18 as child abuse. Children under the age of 18 who are at risk of sexual exploitation are subject to the Protection of Sexually Exploited Children Act (PSECA) that allows police to apprehend the child and place them in a secure and safe facility, or for voluntary entry into PSECA services.

More recently in 2003 Alberta amended its Traffic Safety Act to allow for seizure of vehicles in prostitution related offences. "Where a person has been charged with an offence under section 211, 212 or 213 of the *Criminal Code* (Canada), a peace officer or a person authorized by a peace officer may seize or immobilize the motor vehicle that was being operated by that person at the time that the person was charged."⁷

⁶ Retrieved at <http://cnews.canoe.ca/CNEWS/Crime/2008/07/02/6041411-sun.html> The Edmonton Sun. July 2, 2008. Escorts Fearful After Murder.

⁷ Traffic Safety Act, R.S.A. 2000, c. T-6. Retrieved at <http://www.canlii.org/en/ab/laws/stat/rsa-2000-c-t-6/latest/rsa-2000-c-t-6.html>

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Licensing by-laws in Calgary and other Alberta municipalities regulate some types of work such as escort services, exotic dancing, and massage parlours. Calgary began licensing these services over 20 years ago and its licensing program has been used as model by other Canadian cities.

In Calgary, Peace Officers managed by the Animal and Bylaw Services department, provide a street level presence that is intended to enforce public behavior by-laws and create an increased sense of safety. Although not specifically targeted to prostitution activity, a review of court files in 2008 suggests that sex trade workers are sometimes charged under municipal bylaws such as loitering, public behavior or soliciting/selling in a public area. For example, by-law 20M88 indicates “no person shall solicit for or carry on any business, trade or occupation or offer any goods or services on a street.”⁸

⁸ City of Calgary Municipal ByLaw 20M88. Retrieved at <http://www.calgary.ca/DocGallery/BU/cityclerks/20m88.pdf>

3.0 Prostitution in Calgary

It is impossible to know the full extent of sex trade activity in Calgary. Communities and police indicate that outdoor sex trade activity varies with the season and with local business and tourism events. For example, sex trade activity is much higher in the summer, especially during Stampede. Vice police report that the level of outdoor sex trade activity has remained relatively stable over the past year.

Calgary Police Service statistics on prostitution related charges do not reflect the extent of the issues, but do provide some indication of police activity related to prostitution. For Calgary Police Services, priority is placed on managing demand. The new vehicle seizure legislation is one effective enforcement tool.

Police statistics on prostitution are wholly dependent on the amount of enforcement effort directed to this issue. In Calgary there are only 2 full time positions in the Vice department, compared with 6 vice detectives in Edmonton, 2 of which 2 are targeted specifically to PSECA activity, and 10 vice detectives in Vancouver.

Much of the indoor sex trade activity (e.g. escort and massage services) is carried out in a quasi-legal environment. Section 213 solicitation offenses do not apply to indoor environments, since the communication must take place in a public place. A 2000 study conducted on the licensing of sex work suggests that “while Canadian criminal law makes it difficult for street prostitutes (who solicit in a public place) and in-call prostitutes (who work in a “bawdy house”) to practice their profession without violating federal statutes, it does not necessarily impede the work of escorts, who work on an out-call basis.”⁹

In some Canadian municipalities (e.g. Winnipeg, Windsor, Calgary, Edmonton, Vancouver) certain forms of sex work such as escort services, exotic dancing, and massage parlours are regulated by municipal licensing and zoning policies. Since municipal regulations must not conflict with Criminal Code statutes, they function as a method for setting local regulations that facilitate policing. For example, agencies cannot *require* escorts to provide sexual services to clients. If they do, this constitutes procurement, and violates s. 212 of the Criminal Code. In addition agencies cannot promise clients that particular sexual services, or any sexual services, will be provided.¹⁰ In Calgary all escort and escort agency license applications include a police check.

⁹ Lewis, J. & Maticka-Tyndale, E. (2000). Sex Work: Public Policy and Women’s Lives. Canadian Public Policy Vol. 26, No. 4 pp. 437-449.

¹⁰ Ibid

Calgary Network on Prostitution - Environmental Scan

In 2008, the City of Calgary issued licenses to 165 Escorts and 19 Escort Agencies. One local escort agency reported to the SAIT student newspaper that an estimated half of their escorts are college students.¹¹

Over 2000 licenses were issued to massage practitioners, including individuals, massage centers, home based massage businesses and massage offices. Vice police estimate that there may be as many as 40 to 50 bawdy houses in Calgary disguising themselves as legitimate massage practitioner studios, representing about 2% of the total massage licenses issued by the city. At some time in the future the massage business may be more tightly regulated by the province in order to more clearly differentiate between therapeutic massage (requiring 100 hrs of training) and body-rub studios.

The indoor activity of most concern to police are those activities that become illegal – i.e. keeping a bawdy house, activities that involve children (under 18), and activities that involve potential human trafficking. These cases carry much higher penalties but also require significantly more time and resources to investigate. For example, police face the challenge of convincing individuals suspected of being trafficked to acknowledge that they are being victimized. Where trafficked individuals are concerned there may be language barriers, fear of being sent out of the country, as well as fear of those who are controlling the activity (the pimps, traffickers that are involved).

In Calgary, the total number of children/youth treated as “at risk” of sexual exploitation through PSECA is not known, but we do know that in 2008 **45 children** received compulsory care through PSECA and the **voluntary outreach caseload of 30 children/youth** has been continuously at capacity over the past year.

Those services specific to adult sex workers (i.e. SAS and Shift) reported a total of **102 registered adult clients** over the past year. This does not include outreach contacts provided by the Shift program.

The following police statistics show the number of s 213 and other prostitution related charges laid per year. Police estimate that approximately 2/3 of the s. 213 charges are laid against Johns and the remaining 1/3 of charges are laid with sex trade workers.

¹¹ Kelly, C. (2009). The High Cost of Class. Retrieved at <http://www.theweal.com/?/news/story/the-high-cost-of-class/>

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3.1 Calgary Police Service Statistics

Offence Set: Prostitution

Original Completed: by Lisa Schultz, M.A., C.C.A., May 2008
2008 Statistics provided by Sarah Davidson, B.A. (Dist) 2009 March 10

- ✓ The number of prostitution-related charges from Criminal Code sections 210 to 213 for years 2000-2008. Note these charges include sex trade workers and customers.
- ✓ A breakdown of how many offences were cleared by charge versus cleared otherwise (i.e., alternative measures).
- ✓ The number of vehicles seizures under the new legislation.

Table 1. Prostitution-related offences in Calgary, 2000-2008*.

Offences	00	01	02	03	04	05	06	07	08
Prostitution – Stop Vehicle	1	2	1	0	2	1	0	0	2
Prostitution – Impede flow of traffic	0	0	0	0	0	0	0	0	0
Prostitution – Stop to communicate	80	284	228	235	187	252	171	145	184
Live on avails of prostitution	7	7	4	2	1	0	0	0	2
Live on avails of prostitution under age 18	3	1	2	3	1	1	0	0	0
Keeper of common bawdy house	6	3	10	16	1	1	0	1	4
Inmate of common bawdy house	4	0	6	12	1	0	0	0	2
Other bawdy house	0	0	3	3	0	0	0	1	2
Procure, solicit a person for sex with another person	1	0	1	1	0	1	0	0	1
Other procuring sex activity	13	10	15	31	8	4	4	1	0
TOTAL:	115	307	270	303	201	260	175	148	197
Percentage Cleared by Charge:	99%	96%	96%	95%	99%	85%	96%	92%	97%
Percentage Cleared Otherwise**:	1%	4%	3%	3%	0.5%	15%	3%	8%	1.5%

*Source: PIMS, May 21, 2008 for 2001 to 2007 statistics, March 10, 2009 for 2008 statistics. (Note: These numbers may be slightly higher than those reported in previous CPS statistical reports, due to late reporting.)

**"Cleared Otherwise" includes alternative measures. These percentages may not add to 100% because they don't take into account active, inactive, or unfounded cases.

Analysis: As Table 1 shows, prostitution-related numbers can really fluctuate from year to year. This is entirely due to police enforcement, as vice numbers are completely dependent on special targeted operations by police. For example, in 2001, the CPS developed a "comprehensive strategy focusing on the demand side of prostitution" in response to community concerns (2001 Annual Statistical Report, CPS). As a result, the total number of prostitution-related offences increased from 107 in 2000 to 292 in 2001.

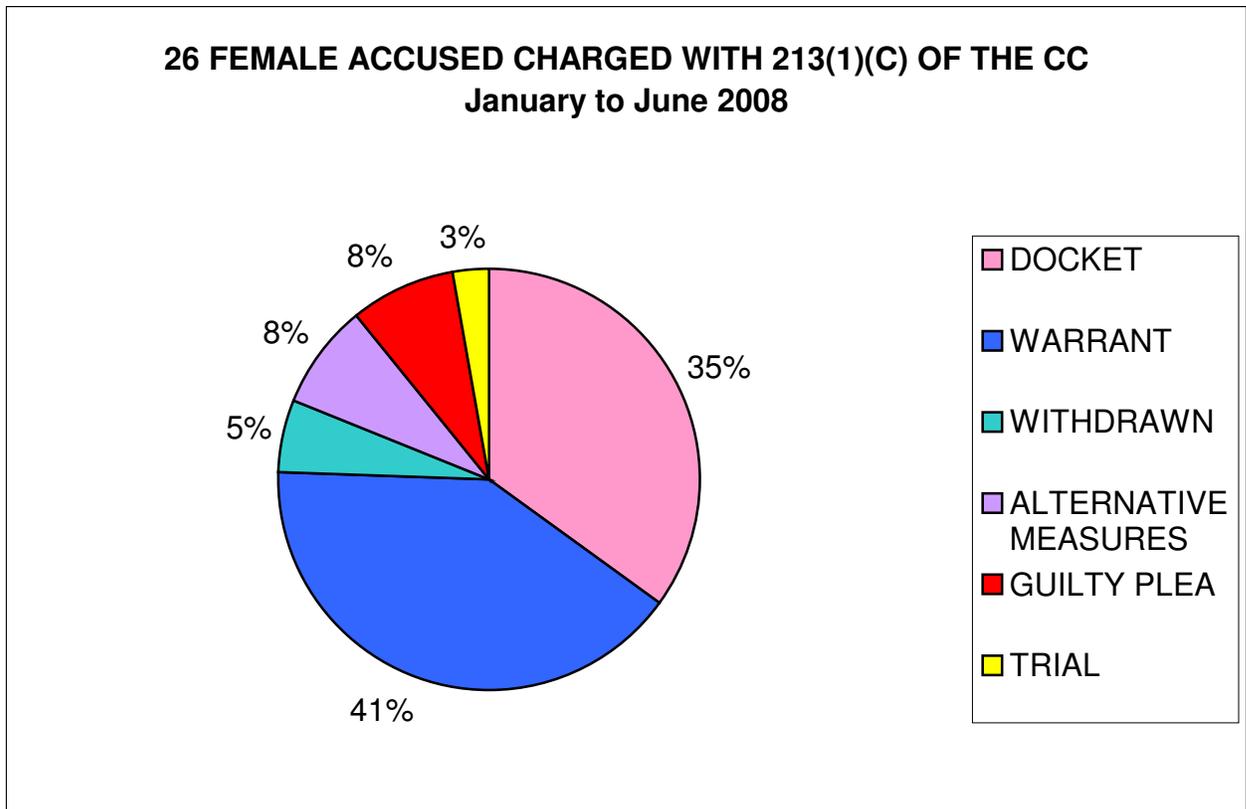
3.2 Penalties for Prostitution in Calgary

Based on the data in the CPS information management system (PIMS), there is an 85-99% likelihood prostitution offenders will be charged by police (see Table 1). However, in reading through PIMS reports, it was evident police often recommend alternative measures in their reports to the Crown.

- Approximately 1/3 of S.213 charges are laid against sex trade workers, and the other 2/3 of S.213 charges are laid against “Johns”
- Arrest numbers vary from month to month and year to year, and are directly related to availability of police resources, community complaints and amount of police focus on the issue. Therefore, the number of charges should not be considered a proxy for the amount of prostitution activity or seriousness of the problem.
- In 2007, there were 145 communication charges laid, with an estimated 35 to 40 laid against sex trade workers.
- There were no charges laid against male sex trade workers

The following chart shows the outcomes for 26 women charged with 213(1) during the first six months of 2008. Most of the trial and docket cases were scheduled for early 2009.

Figure 1. Outcomes for Female Accused 213(1)(C)



3.3 Curbing Demand - Vehicle Seizures

Since November 2006, the Calgary Police Service Vice Unit has been keeping track of vehicle seizures of prostitution solicitors, as per s.173.1 of the Traffic Safety Act. During the last 18 months, there have been 93 seizures by the CPS Vice Unit. Of those, 71 were released under referral to the Alternative Measures Program (AMP).

4.0 Community Experience

To better understand local communities' experience of street level sex trade activity, active strolls were identified and key informants from five communities (Beltline, Victoria Park, Inglewood, Forest Lawn, Kensington) were contacted in 2008. Levels of sex trade activity and the community responses to it vary. Some communities have completed Community Life Improvement studies, but none of the communities contacted have specific strategies nor expressed major concerns related to street level prostitution at this time.

4.1 Common Stroll Areas for Street Level Sex Trade Activity in Calgary

Beltline/Victoria Park

- 15th & 16th Ave SE
- Stampede Park (10 Ave SE)
- 13 Ave SW (Boys Stroll)

East Village

- East Village – all around the Booth Centre and up to the CDIC

Eau Claire

- 3 Ave SW

Inglewood

- Shamrock Hotel – inside and outside the hotel
- local truck stop

Forest Lawn

- 19 Ave. between 52nd and 36th St.

Police report a number of other areas where they see young people involved in sex trade activity. These include:

- Chinook Mall
- Marlborough Mall
- MacDonald's at 17th Ave. SW

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Three of the communities (Beltline, Inglewood and Forest Lawn) have completed Community Life Improvement studies. Inglewood and Forest Lawn are taking some general action related to reporting criminal activity and by-law offenses in their communities (not specific to prostitution). Forest Lawn has a large and active Community Crime Prevention and Safety Council divided into five sub-committees to address a variety of issues in their community, including crime prevention, community standards (by-law enforcement), youth, diversity and communication.

None of the communities identified prostitution as a priority concern at the moment and none have specific strategies in place to deal with prostitution. From a community perspective, visible street level sex trade activity comes and goes depending on the season, weather and special events (e.g. Stampede). While construction in the Beltline and East Village areas has resulted in some displacement of street activity into Inglewood, there does not appear to be any significant increase in sex trade activity. Vice police indicate that prostitution activity has remained relatively stable over the past year. They continue to respond to business and citizen complaints as they arise. Police conduct vehicle seizures under section 173.1(1) of the Traffic Safety Act in all of the identified communities.

From the community perspective the goal is to reduce and discourage prostitution activity in their community, especially in residential areas. There are concerns about associated issues such as increased traffic, drug dealing, violence, etc.

In May 2008, the City of Calgary's Animal and Bylaw Services department deployed 25 new Peace Officers. Peace Officers are intended to enhance safety and make the downtown area more welcoming. The new downtown officers will also work on education and enforcement in areas of litter, graffiti, pathway safety, panhandling and the public behaviour bylaw. They patrol seven days a week in vehicles, on foot and on bicycles throughout the centre city including along the rivers and in parks.¹²

The introduction of Peace Officers may have some deterrent effect, but has not directly impacted prostitution. The City of Calgary By-Law department views prostitution activity as the realm of police.

The Community Life Improvement Council recommends taking an environmental improvement approach to creating safer communities. A recent report by the Canada West Foundation lays out the community's role in addressing street level social issues. "Crime is a complex social issue with roots in economic, social, cultural, family and individual conditions that can be known and are open to change. There is greater success when partnership are present and citizens become engaged with creating solutions for their neighbourhood."¹³ "While removing visible street level social issues might be the most expedient strategy

¹² More Bylaw Officers on Calgary's City Centre Streets. Retrieved June 2008 at www.calgary.ca

¹³ Waterloo Ontario Regional Police Service. (2005). Working together to Prevent Crime: The Integrated Model from Crime Prevention.

Calgary Network on Prostitution - Environmental Scan

for a neighbourhood, the only long-term solution is prevention. The challenge is to go beyond revitalizing the physical neighbourhood to rebuilding the social community. One key role that communities can play in preventing street level social issues is to demand social justice. Street level social issues will continue as long as there are people who do not have access to a good education, living wage jobs, and affordable housing.¹⁴

Police note that no one strategy will improve the situation. It needs to be addressed from multiple perspectives and communities need to be involved. Police view both the communities and the sex trade workers as “victims”. They point out that prostitution related activity affects all communities. Some activities are more visible than others, but the issue affects all communities.

¹⁴ Diers, J. (2008) From the Ground Up: Community’s Role in Addressing Street Level Social Issues. Canada West Foundation.

5.0 Sexually Exploited Children in Calgary

Child prostitution is specifically prohibited in subsection 212(4) of the Criminal Code, which states: “Every person who, **in any place**, obtains for **consideration**, or communicates with anyone for the purpose of obtaining for consideration, the sexual services of a person who is under the age of eighteen years is guilty of an **indictable offence** and liable to imprisonment for a term not exceeding five years and to a minimum punishment of imprisonment for a term of six months.”

In Alberta the Child Welfare legislation was amended in 1997 to classify the hiring of prostitutes under the age of 18 as child abuse.

The **Protection of Sexually Exploited Children Act (PSECA)** is based on legislation of the same name, and operates under the principle children engaging or attempting to engage in prostitution or prostitution related activities are victims of sexual abuse, and sexual exploitation and require protection. The program provides specialized services to help children and their families address issues of sexual exploitation, in an attempt to end their involvement in prostitution. The legislation allows for the prosecution of persons who willfully cause a child to be in need of protection, based on the above principle. These individuals may be fined up to \$25,000, jailed for up to two years or both.¹⁵

Calgary and Area Child and Family Services protects and supports any child or youth who has been sexually exploited, is engaging in or at risk of becoming involved in prostitution. PSECA legislation is based on the following principles:

- Sexually exploited children and youth are victims of sexual abuse
- Sexually exploited children and youth require victim protection and support services
- Youth have a right to be safe from sexual abuse and protected from sexual exploitation
- Families should be actively involved with ensuring their child's safety
- Sexually exploited children and youth and their families may access community support programs
- 'Johns' and 'pimps' are perpetrators of child sexual abuse and must be held legally accountable for their behaviours

In Calgary criteria for access to PSECA services has been expanded to make services available to children and youth **up to the age of 22**. Children and youth access PSECA services through police interventions, Child and Family Services workers, referrals from other community service providers, family or self-referral.

¹⁵ Protection of Sexually Exploited Children Act. Retrieved at <http://www.calgaryandareacfsa.gov.ab.ca>

Another new piece of legislation that supports children/youth and their families to address street involved behaviors is the **Protection of Children Abusing Drugs Act (PChAD)**. In 2006 Alberta passed the Protection of Children Abusing Drugs Act, to help children under 18 years of age whose use of alcohol or drugs is likely to cause significant psychological or physical harm to themselves or others. The act is administered by Alberta health and Wellness through the Alberta Alcohol and Drug Abuse Commission (AADAC). The PChAD allows a legal guardian to ask the court for an apprehension and confinement order. Based on this order the child/youth can be taken to a protective safe house by family or police for up to five days during which time the child/youth is provided with a structured protective setting in which to begin detoxification. During this time counselors work with the family to engage the youth in further treatment and to develop a discharge plan with treatment recommendations.

5.1 What Places Children and Youth “At Risk”

The “Calgary Youth, Health and The Street¹⁶” study was a community-based research initiative conducted by a research team including staff of AIDS Calgary, researchers from the Faculty of Social Work, University of Calgary, and representatives of youth-serving agencies in Calgary. The study used a comprehensive mixed-method approach that produced 355 surveys and 40 in-depth interviews with street involved youth. The survey sample of youth was made up of 47% who were currently on the street (homeless), 33% who had been on the street but were now off (previously homeless) and 20% who engaged in street life but were not without a place to stay. This study can help to inform our understanding of the level of sexual exploitation experienced by youth on the street. The following statistics from the CYHS study are used with permission of the authors.

The Calgary Youth, Health and the Street Study found that a high percentage of respondents had experienced child maltreatment. For example:

- 54% witnessed domestic violence in their home
- 43% were physically abused
- 20% were sexually abused¹⁷
- 29% experienced neglect
- 52% reported emotional maltreatment

¹⁶ Worthington, C., MacLaurin B., Huffey, N., Dittmann, D., Kitt, O., Patten, S., & Leech, J., (2009). Calgary Youth, Health and the Street – Final Report. Calgary: University of Calgary. (Not yet released.)

¹⁷ Note that the most extensive study of child sexual abuse in Canada conducted by the Committee on Sexual Offences Against Children and Youth in 1984 reported that 54% of girls and 31% of boys under the age of 21 had experienced sexual abuse. Badgley, R. (Chairman). (1984). Sexual Offences Against Children Vol. 1

Calgary Network on Prostitution - Environmental Scan

Other difficulties faced by children/youth prior to their street involvement included:

- 62% had previous experience with child welfare services and of this group 52% resulted in placement in care
- almost 69% of street involved youth had been charged with a crime and 80% of those were charged as juveniles
- 43% of youth reported a mental health diagnosis at some point during childhood
- 38% reported they had attempted suicide

Street experiences:

- 76% experienced violence while on the streets
- 24% rated their health “fair” or “poor”
- 48% had been pregnant or gotten someone pregnant

5.2 Sexual Exploitation Among Street Involved Youth

Of particular interest to this study are the number of youth found to be at risk for sexual exploitation. Participants involved in the Calgary Youth, Health and the Street study reported the following sexual exploitation risks:

Table 2. Sexual Exploitation Risks Among Street Involved Youth

Sexual Exploitation Risks	Male Youth	Female Youth
Asked to exchange sex for food or shelter	20%	33%
Asked to be involved in prostitution related activities	13%	45%
Asked to be involved in recruiting other for prostitution	10%	19%
Asked to be involved in pimping	16%	9%
Asked to be involved in spotting	54%	54%

Overall 12% of the street involved youth reported some PSECA involvement. The number of youth with PSECA experience varied by level of street involvement. For those youth currently on the street 16% reported PSCEA involvement, for those who had been on the street but were now housed 15% reported PSECA

involvement and for those who no history of homelessness only 2% reported PSECA involvement.

Given the number of youth at risk for sexual exploitation (i.e. those asked to be involved in prostitution activities or to exchange sex for basic needs) it appears that PSECA is reaching about half to one third of those youth who could use protection.

5.3 Other Issues Related to Sexual Exploitation

It is not uncommon for youth with alcohol or drug problems to have issues with sexual exploitation. The AADAC Youth program reports that of those youth engaged through the PChAD legislation, approximately **25% disclose previous sexual abuse or exploitation**. Those children/youth who disclose sexual exploitation are referred to the PSECA program for additional support.

5.4 Barriers to Exiting Homelessness

The 2009 Calgary Homeless Foundation report on youth homelessness¹⁸ suggests a number of barriers that youth face when trying to exit homelessness.

These barriers include:

- lack of affordable and supportive housing options appropriate for youth and barriers to access existing housing;
- the lack of job readiness, education or experience,
- gaps in child welfare and protection service for youth who are 16 years of age and older and those aging out of the foster care system
- many youth who are 16 and 17 years old are not eligible for income assistance. The eligibility criteria for income assistance for youth who are under 18 make it difficult for them to collect benefits, particularly those lacking Child Welfare status.
- Gaps in social services for those with mental health problems, addictions and dual diagnoses
- Lack of discharge planning from correctional facilities.

¹⁸ Calgary Homeless Foundation. (2009). Setting the Course: A Blueprint to End Youth Homelessness in Calgary.

6.0 Services Provided Through PSECA¹⁹

Calgary and Area Child and Family Services funds a number of beds and outreach support services that make up an integrated PSECA service system for children and youth.

Community support programs are available to sexually exploited children and their families who voluntarily choose to end their involvement in prostitution. A voluntary service agreement may be signed with the parent or guardian to provide support services to their child.

Any 16 or 17 year old may enter into a voluntary service agreement with the PSECA worker with or without parental or guardian involvement.

Services are also provided to help children who will not voluntarily end their involvement in prostitution. Under this program, Child and Family Services or the Police can decide if a child involved in prostitution is at extreme risk and should be moved to a protective safe house.

The child can be confined initially in a secure facility for up to five days with a court order granted by a Provincial Judge. The child is provided emergency medical care and is jointly assessed by CFSA staff, protective safe house staff and any other service provider who has had involvement with the youth. This assessment is used to determine the support services necessary to assist the child in making more appropriate lifestyle choices.

If longer confinement is necessary to access residential or treatment resources, Child and Family Services may apply for two additional periods of confinement of up to 21 days each.

While there are no specific statistics available regarding the total number of children and youth served through PSECA over the past year, we do know that PSECA services in Calgary are typically full. In the Calgary region there are 3 confinement beds plus overflow access to an additional 2 to 3 secure beds, 10 non-confinement beds and up to 30 clients served through voluntary outreach support at any given time. The PSECA system in Calgary has the highest number of voluntary service clients in Alberta. When confinement and overflow secure beds are full, children/youth may sometimes be placed in PSECA designated beds in other parts of the province.

Of those clients accessing PSECA services in Calgary it is estimated that less than 10% are male and the remainder are female.

The following service map illustrates the various components of the PSECA service system in Calgary.

¹⁹ Protection of Sexually Exploited Children Act. Retrieved at <http://www.calgaryandareacfsa.gov.ab.ca>

Calgary Network on Prostitution - Environmental Scan

Figure 2
PSECA Service Map

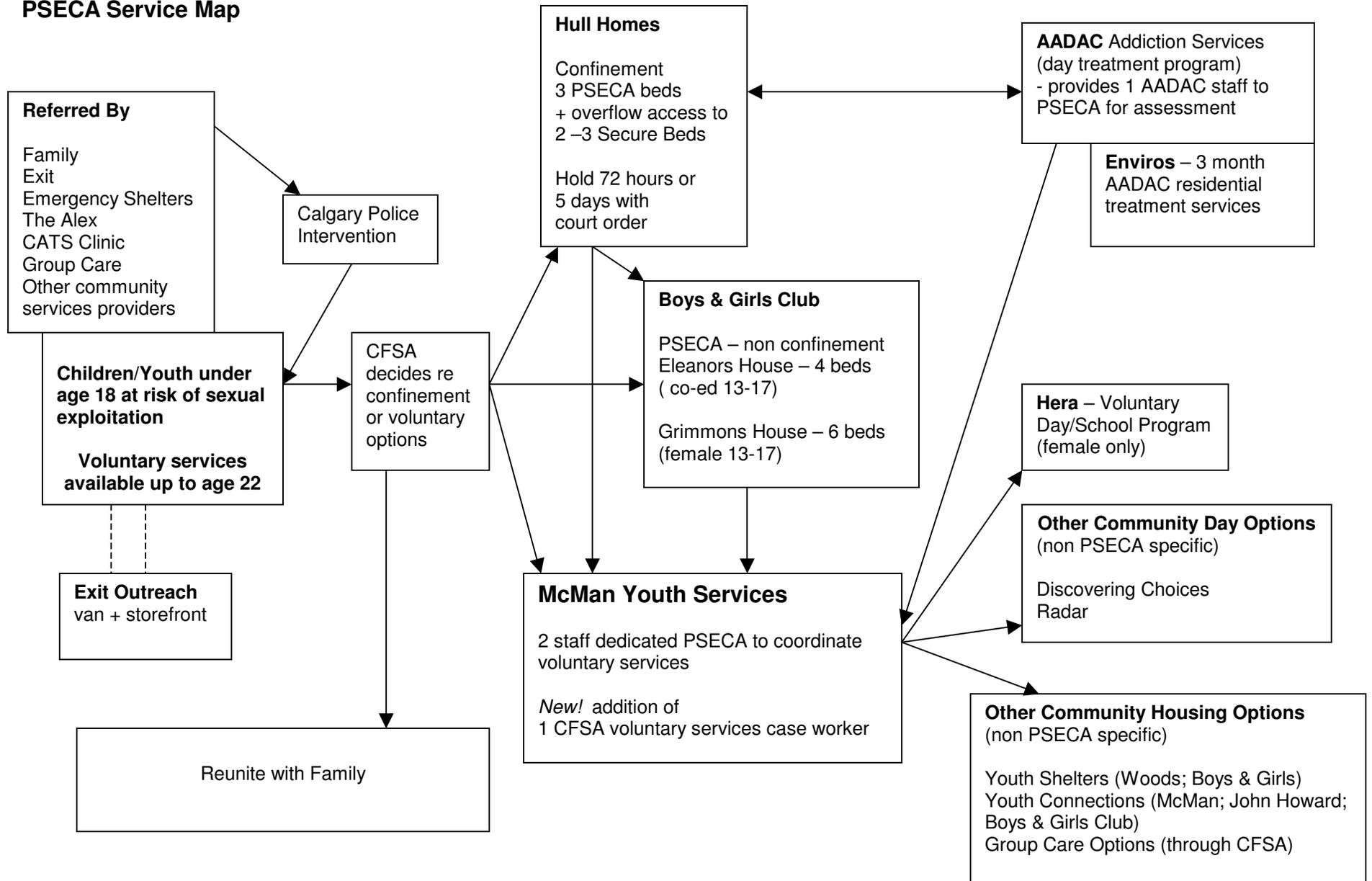
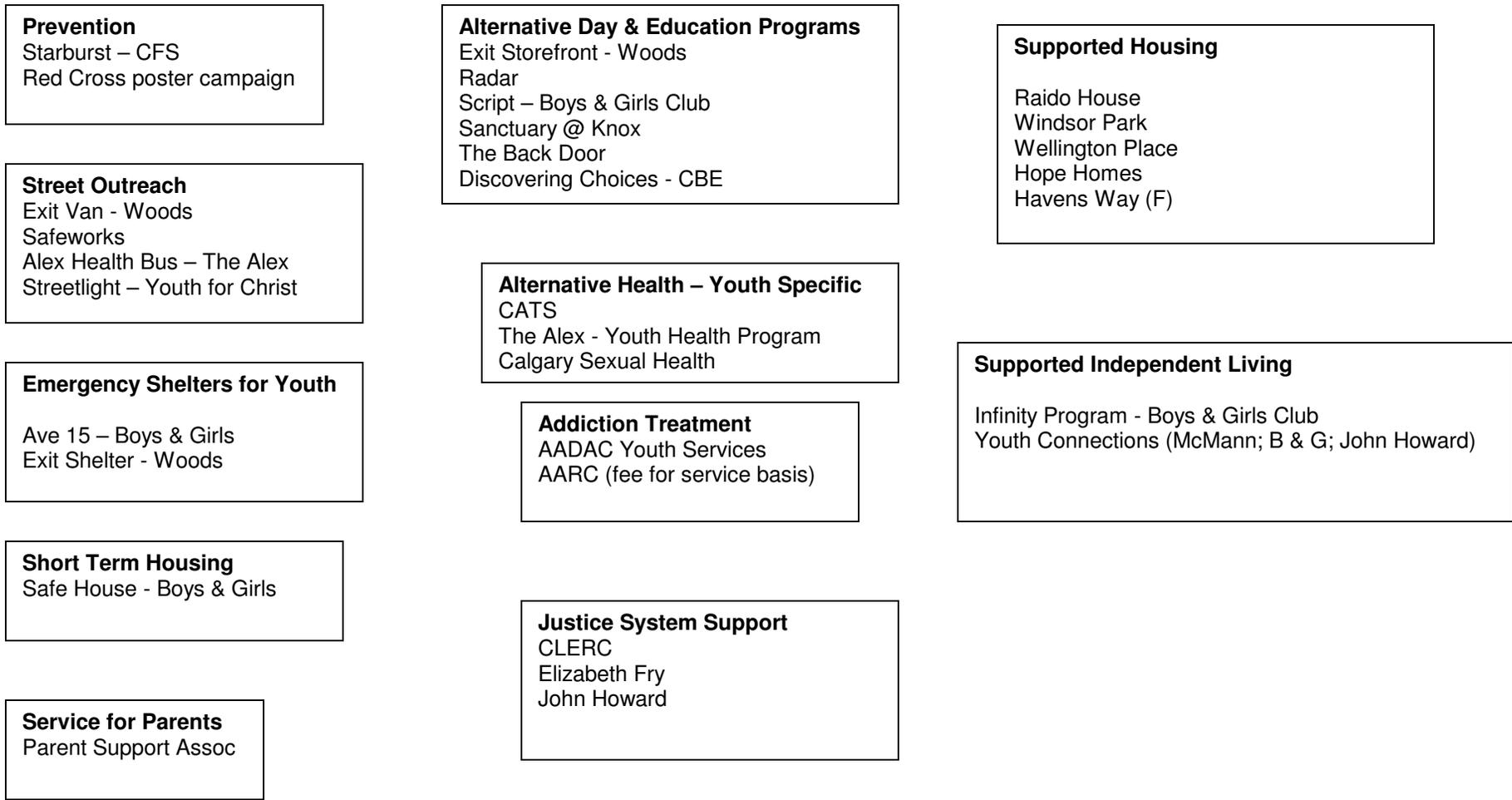


Figure 3

Non PSECA Services for Street Involved, Homeless and At Risk Youth

(see appendix for more detailed information)



7.0 Service Needs and Gaps for Youth

As part of the Calgary Youth Health and the Street study, two roundtables were held, one with street involved youth and the other with service providers and policy makers. The following service gaps were identified by the two roundtable groups.

Service Needs Identified by Youth

- more youth shelters
- more addiction services
- youth drop-in centers
- need for more flexible service hours
- non-judgmental staff – need someone who is accepting, non-judgmental, someone to “just be there”

Service Needs Identified by Service Providers

- more shelters and supported housing for youth
- sexual health education for service providers
- more inter-sectoral collaboration, e.g. engagement of educational system in prevention and early intervention
- advocacy on public perceptions of street-involved youth
- suicide prevention
- youth addiction services
- non-traditional educational options

Other service needs identified by service provider members of the Calgary Network on Prostitution include:

- more work on prevention of sexual exploitation through public education, particularly for junior and senior high school youth
- more education about sexual exploitation of youth and PSECA legislation for professionals in the justice system (e.g. police, lawyers, judges)

8.0 Factors Underlying The Adult Sex Trade

There is plenty of research to suggest that certain factors such as poverty, financial dependence, unemployment, drug addiction and previous sexual and physical abuse have been linked to involvement in the sex trade. For adolescents, those who ran away from home were significantly more likely to be involved in prostitution.²⁰ In fact, most adults involved in sex trade activity have their first experiences with prostitution while underage (i.e. prior to age 18).²¹ In the 2002 study of 38 sex trade workers who had exited the trade, the following profile emerged:²²

- Females entered the trade at an average age of 15
- Males entered the trade on average age 12
- 82% of females and 100% of males had a history of sexual abuse prior to the street

When experiential persons interviewed as part of this study were asked what had led them to be involved in prostitution, there were a range of responses with the two most common being poverty and addictions. Other reasons for involvement in the sex trade may include the perceived opportunity to earn “easy” money (large sums of money for few hours), or to engage in an exciting lifestyle (clothes, partying, travel, expensive car). Some sex trade workers are involved with or trafficked through organized crime.

8.1 General Needs Presented in the Calgary Community

The Distress Centre of Calgary provides a global measure of the most prevalent and significant needs of callers in distress. The top needs and issues for 2008 reported through the Distress Centre mirror the issues most commonly indicated by sex trade workers, with the top three being financial, basic needs, and addictions.

Table 3. Distress Centre of Calgary 2008 Statistics

Crisis Calls		211 Calls²³	
Financial	8,033	Financial Needs	3,659
Food	645	Basic Needs (food & clothing)	3,587
Alcohol	3,456	Addictions Related	898
Drugs	2,982	Sexual Abuse	81
Child Abuse	823		
Domestic/Sexual Abuse	332	Referred to Servants Anonymous	10

²⁰ Nadon, S., Koverola, C. & Schudermann, E. (1998). Antecedents to prostitution: Childhood victimization. *Journal of Interpersonal Violence*, 13(2): 206-222.

²¹ A review of 47 clients at Servants Anonymous during 2008 indicates that 74% were involved in prostitution prior to the age of 18.

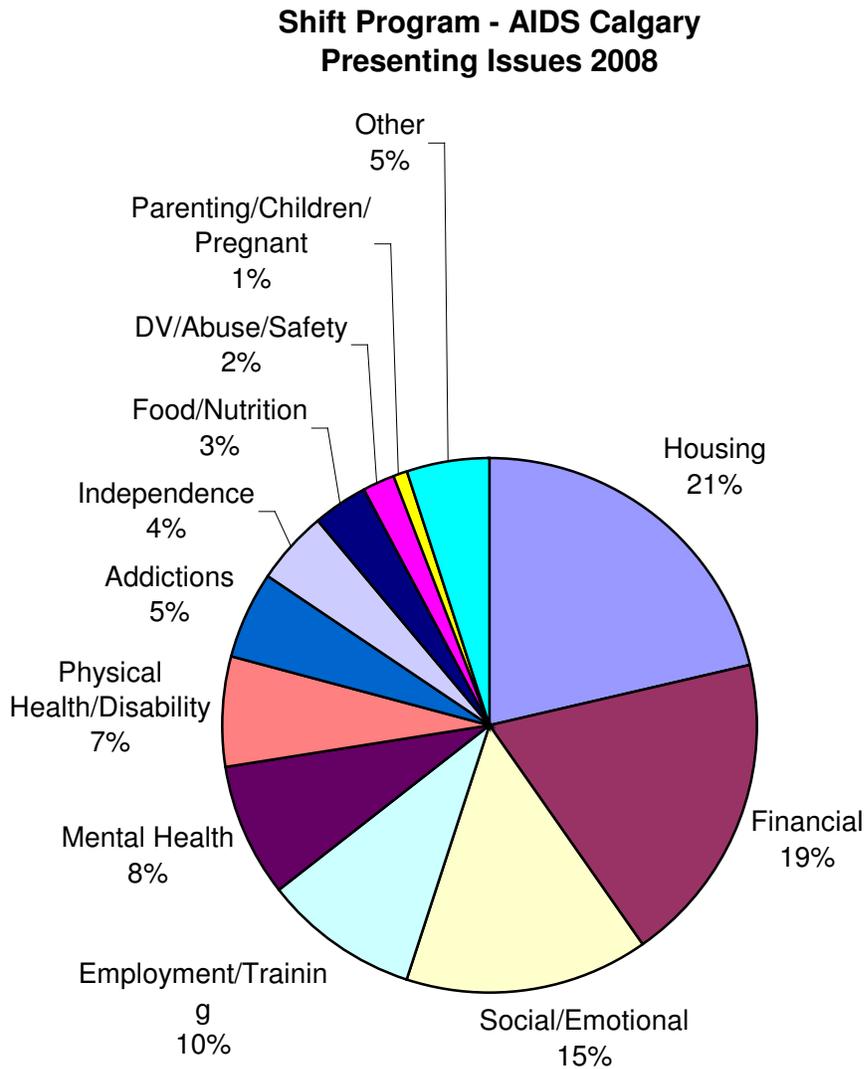
²² McIntyre, S. (2002). *Strolling Away*.

²³ The 211 line provides service information and referral.

8.2 Issues Presented in the Shift Program

The Shift program was initiated in 2007 to provide support, information/referral and harm reduction services to sex trade workers. During 2008, the Shift program tracked the needs and issues presented by **55 registered clients**. Following is a breakdown of the type and frequency of 1775 issues logged during one-on-one support sessions. Most clients are seeking basic needs supports in the areas of housing, financial, employment training, or social/emotional support.

Figure 4.



8.3 Issues Presented At Servants Anonymous Society

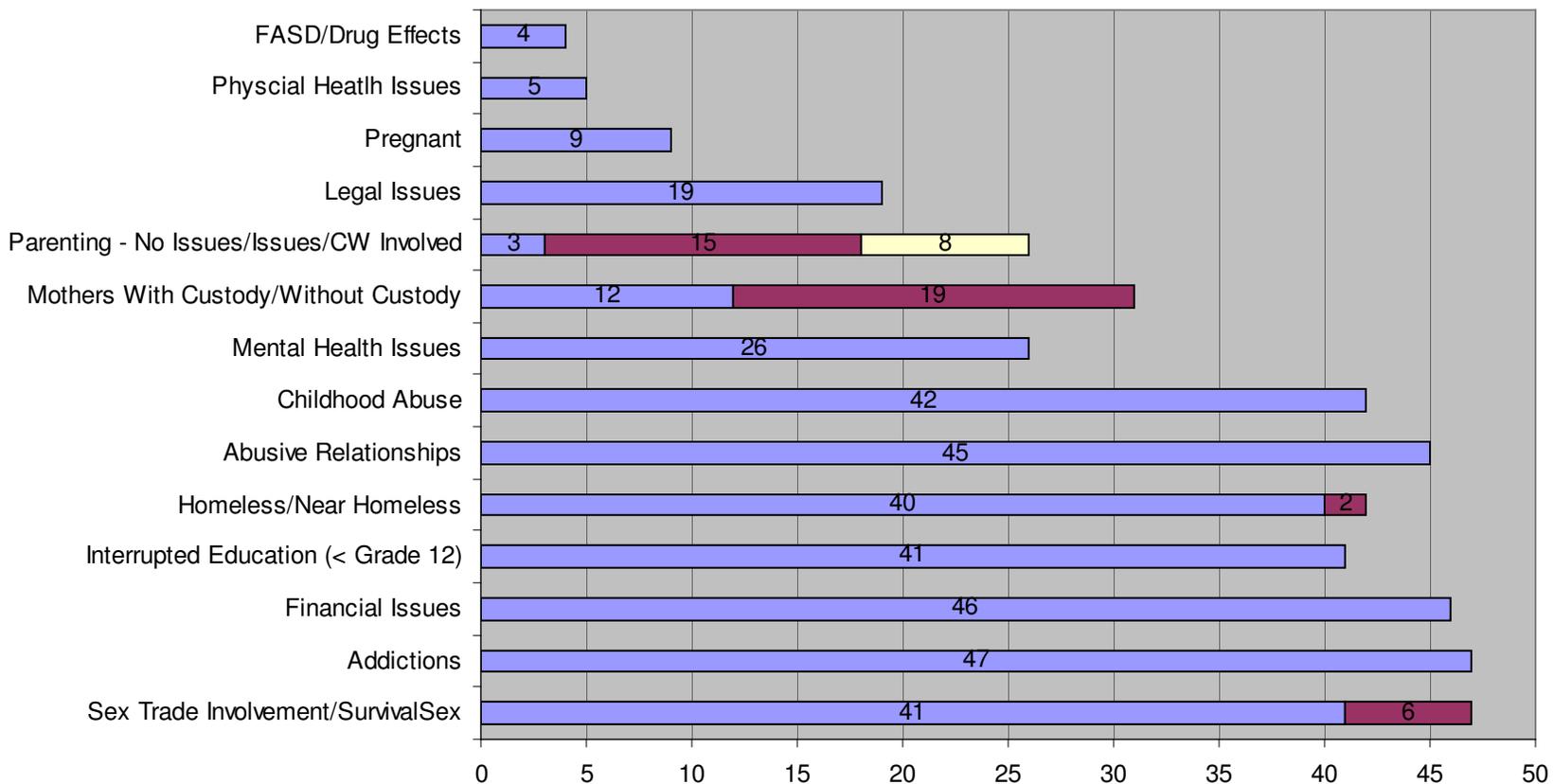
Servants Anonymous offers a more intensive residential and treatment program with clients typically staying for six months to a year prior to entering a follow-up phase. During the period April 1, 2008 to March 31, 2009 Servants Anonymous admitted 47 women to their program. Of these women, two were under the age of 18, and ten (21%) were Aboriginal or Metis. Three quarters of the women (74%) had started their sex trade involvement prior to the age of 18. Of those who started later, all but two had experienced some form of abuse during childhood. The following graph illustrates the multiple complex challenges that women at SAS are dealing with:

Addictions	100% of clients struggle with addiction issues
Financial	98% have serious financial issues (poverty, lack of income source)
Prostitution	87% of clients have sex trade involvement and the rest (13%) were involved in survival sex activity
Abusive Relationships	96% of clients experienced abusive relationships
Homeless	85% of clients were homeless and another 4% were near homeless
Interrupted Education	87% of clients did not complete high school
Childhood Abuse	89% of clients experienced abuse during childhood
Mental Health	55% of clients have mental health issues
Mothers	66% of the women (31) were mothers but less than half of the mothers (12) had custody of one of their children and only three of the mothers were reported to have “no parenting issues”
Pregnant	40% of clients were pregnant
Physical Health Issues	11% of clients report physical health issues
Dental Issues	20% estimated
FASD/Drug Effects	9% of clients have obvious serious FASD effects, but an estimated 50% of clients show some drug effects or undiagnosed FASD that creates additional challenges

Two issues that demand closer scrutiny are the high number of women with undiagnosed (but observed) drug effects that interfere with their day to day functioning; and the many women suffering from inadequate dental care. Some drugs as well as a homeless lifestyle negatively impact dental health. When women are suffering from dental pain and take painkillers they are at risk of addiction relapse. In addition, poor dental health can interfere with employability due to lack of self-confidence or increased sick time.

Figure 5.

**Servants Anonymous Society
Number of Clients with Identified Issue
N = 47 Clients April 2008 - March 2009**



Note re Mothers: While 31 of the 47 clients were mothers, only 12 of the mothers had custody of at least one of their children. Many mothers had children either in the custody of family or father, previously adopted or apprehended by Child Welfare. Only 3 of the mothers were able to parent without support. Some of the 15 mothers identified as having “parenting issues” had children living with other family members or father, and 8 mothers had current child welfare involvement.

8.4 Issues Identified by Experiential Persons

When experiential persons were asked how or why they started into sex trade activity, the primary reasons given were **drugs** and **poverty**. The issues of drugs and poverty are intertwined. About a third of those interviewed/surveyed indicated that drugs were a secondary result of the lifestyle, while another third indicated that money was a secondary issues resulting from their need to pay for drugs.

“Poverty was the main reason I was in the sex trade, but the longer I was involved in it, it led to drug addiction.”

“My drugs were number one. When I had no money or drugs I sold myself. The streets and drugs go hand in hand.”

“Poverty led me to prostitution. I grew up as a pretty broke kid, and the financial situation that my ex-spouse left me in made working in the sex trade seem logical so that my kids wouldn’t have to grow up as broke as I was. Drugs and alcohol definitely played a role. Although I did not enter the sex trade to pay for my addiction, I found it to be a vicious circle eventually.”

“Originally it was to pay for drugs, but now it’s more about the money. If I need a pair of glasses I will just go out there. I could make \$2,000 in a weekend. Now I only get \$200 for the whole month (i.e. personal allowance on Alberta Works).”

Some experiential persons talked about **early abuse and exploitation** as the main reasons for their involvement. Some who are introduced to the sex trade in their youth, later view it as their most viable option to earn income.

“I was pimped as a youth by a relative for “easy money” and to get away from an abusive foster home. As an adult, it was a choice based on financial need to go to school.”

“I was forced into prostitution at the age of 12 by my 33 year old boyfriend. My justification was that I was having sex anyway might as well get paid for it. Drugs became a factor at the age of 15 when I became addicted to crack.”

Two young women who started on the streets in their youth (age 13 and 14) and later moved to indoor massage work describe how the perception of easy money (i.e. high income) leads women to rationalize their involvement. They think *“I’ll just work until I have enough money for a house and a car. But then I look around and see that other people in my neighbourhood have a house and a car and didn’t have to do this (i.e. prostitution) to get it.”*

They also described how many women they knew were devastated by addictions. *“I know a few serious drug addicts who lost everything. Two girls were living*

together with their three kids. They had no plan to get out. Drugs came into the agency and everyone went down. They lost the house and their three kids.”

8.5 Obstacles to Exiting

When the Shift program asked focus group participants what were the obstacles to exiting the trade, many of the responses were related to money, including meeting basic needs, the ability to find meaningful work with a good level of income, and related issues such as the need for education. The other predominant theme was the need for social emotional support and respect.

- The money is good and don't know how to budget real money
- Not enough money to be made in square jobs
- Poverty issues – 40 hour work week vs 10 hour work week for the same money
- Need opportunities for meaningful work
- Meeting of basic needs
- Need education
- Shelter
- Leaving your family on the street
- Living on the street, it's hard to get off the life when you're on the streets
- Emotional stress and mental health
- Family issues
- Getting judged
- Smoking crack

“Need to look at addressing basic needs and poverty issues, wage disparity (livable wages) and isolation issues. Need to look at who to call to get out of the trade in a respected and non-judgmental way.”

8.6 Barriers to Accessing Services

Capacity limitations, wait lists and narrow mandates/admission criteria all create barriers to service access. Those individuals with addictions may find it difficult to maintain their resolve and motivation while waiting for a treatment bed.

Perceptual barriers continue to create obstacles to accessing service for some individuals. Some experiential persons don't access services if they think there will be an expectation for them to exit the trade, while others fear being judged or have had past negative experiences with some services (e.g. health services). For some experiential workers there appear to be perceptual barriers to accessing services at SAS and Shift due to perceived affiliations with religion or AIDS.

9.0 Services for Adults Working In or Exiting the Sex Trade

In Calgary there are limited services specifically targeted to sex trade workers. The two organizations providing service in this area are:

- Servants Anonymous Society (SAS)
- AIDS Calgary - Shift Program

These two programs are based on different philosophical orientations. The Shift program is based on a harm reduction model and works with adult women or men who are actively working in the sex trade, in the process of exiting the trade or have already exited. Servants Anonymous Society program views prostitution as sexual exploitation and women who work in the sex trade as victims of sexual exploitation. SAS seeks to encourage sex trade workers to exit the trade, works with women who are trying to exit and provides ongoing support to those women who have successfully exited through the Servants Anonymous program.

Exiting the sex trade is a process that typically involves a number of attempts. Strolling Away, a study on exited sex trade workers found that all of the exited individuals interviewed had left the trade more than once, with half of the males leaving ten times or more. Service providers in Calgary recognize that exiting can be a lengthy process and provide flexibility in their mandates to accommodate those who need to try more than once. Servants Anonymous reports approximately 15% to 20% of women in their day program are repeat clients and that it takes on average three tries to successfully exit.

“Success (in exiting) is just on a thin thread. If you try to square up and have to go back, it could lead you to use more drugs. Going back is not by choice, it’s how we know to support out kids. Every time you go back it hurts more and more.”

Both clients and service providers say that money is a key factor. It is difficult to replace the hourly wage rates of prostitution with employment opportunities available to sex trade workers particularly given their level of education and limited work experience.

9.1 AIDS Calgary – Shift Program

The Shift program started operations in 2007, as a replacement for the Stepping Out program previously operated by the YWCA. The Shift program uses a harm reduction and human rights based approach to work with adults in the sex trade to assist in improving their quality of life and helping them reach individualized goals. It is the only program in Calgary specific to sex trade workers that extends service to male as well as female clients. The Shift program has three main objectives:

- 1) To create safer working conditions by:
 - Educating about harm reduction, human and legal rights in relation to the sex trade;
 - Providing services and resources to improve quality of life for people involved in the trade;
 - Presentations and education to community members, partners and allies;
 - Providing outreach to indoor and outdoor sex trade workers.
- 2) To provide skills training/education opportunities by:
 - Partnering with and referring people to educational and skill development programs.
- 3) To provide prevention and advocacy by:
 - Providing legal assistance, court accompaniment;
 - Provide prevention tools i.e. safer sex supplies;
 - Working on key advocacy issues related to sex work.

The Shift program has two full time outreach workers/counselors, whose work is supplemented by other AIDS Calgary outreach staff.

Services include:

- Case management and individual counseling (mostly by appointment, with some drop-in and some email contact)
- Street level outreach 2 nights and 1 afternoon per week in conjunction with Safeworks and Exit
- Online outreach 2 hours per week – private message conversations with clients from Adult Entertainment service provider websites
- Advocacy and accompaniment – e.g. to legal appointments, testing, financial assistance appointments, etc.
- Peer Support Group – eight sessions held one session per month on topics chosen by participants. Sample topics include relationships, boundaries, conflict resolution, dealing with stress
- Education workshops – mostly for service providers and post secondary education institutes
- Preparation of monthly bad date sheets

Calgary Network on Prostitution - Environmental Scan

Shift has worked with **55 registered clients** over the past 12-month period, and has had an additional **1,728 contacts** through its outreach program. The clientele represents an even split of indoor and outdoor workers. Clients are predominantly **female (78%)**, but Shift workers also connected with a small group of **young adult males (17%)** working in the sex trade and identified a significant service gap re emergency housing and basic needs support for this group. However, in the past six months it appears that this group of young males have moved to indoor and/or internet access. There have been several requests made by out of province service providers for assistance to repatriate young men to their home communities. However, the Shift program has had no repatriation requests over the past six months.

Early in 2008, Shift conducted focus groups with both active and exited sex trade workers to determine how best to meet needs. As a result of this consultation, Shift introduced a mixed Peer Support Group that meets monthly over an eight month period to discuss topics of interest to the group. Ten people (8 female and 2 male) have completed the group. Group members expressed appreciation for the peer support.

“Thank you for creating a safe place of no judgment in a life and world that can be so harsh.”

Figure 6.

**Shift Program - AIDS Calgary
N = 55 Registered Clients in 2008**

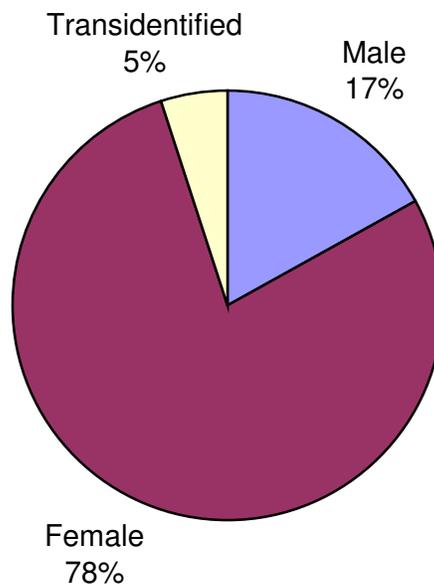
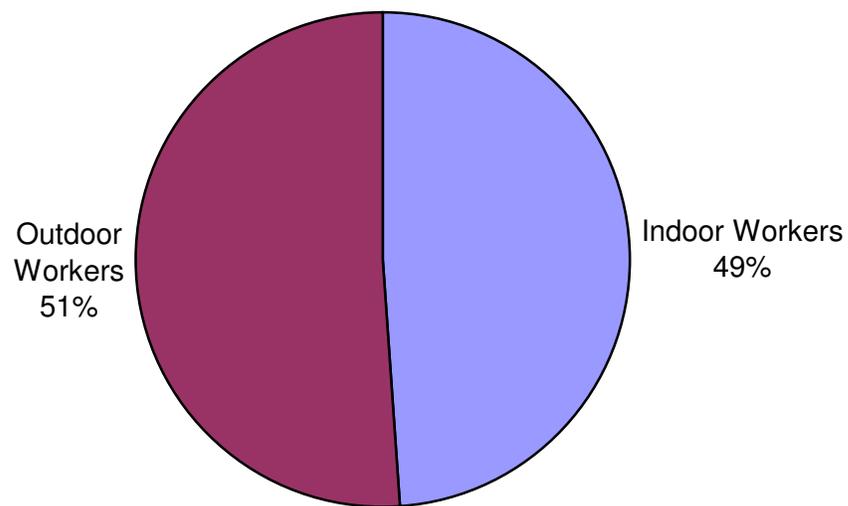


Figure 7.

**Shift Program - AIDS Calgary
Registered Clients by Type of Work
N = 55 Registered Clients in 2008**



"I am so grateful that I know about Shift, so I can refer people to the agency. I like the unique approach which makes people who are currently working in the sex trade feel safe, and know that they have a place to go"

9.2 Servants Anonymous Society of Calgary

Servants Anonymous has been in operation in the Calgary community since 1989. SAS offers support and help to women age 16 and older and their children, through relationships-based programs. In 2008 eligibility criteria was expanded to include women over 29 years of age. Servants Anonymous is an abstinence-based program grounded in the AA twelve-step philosophy. Servants Anonymous serves approximately 50 women (and their children) in the ASK day program per year with an additional 65 to 75 women supported through the follow-care program.

The programs include:

- Supported housing through to independent living
- ASK Day Program - a recovery-oriented life skills classroom
- A child care facility
- Job training and work experience
- Followcare program that provides continuing support
- Ventures program for Alumni to stay connected

SAS offers housing for all program participants and their children, ranging from front line residences to onsite transitional apartments to subsidized housing with intense follow-up graduating to independent housing arrangements.

Frontline Residences:

Five houses located in SW and NW Calgary with live-in volunteers who provide support 7 days per week, 24 hours per day as required. These houses are not owned by SAS. Capacity: 15 women and their children.

Transitional Apartments:

Eleven apartment units located at the SAS main building site in Inglewood. The apartments are owned by SAS. Capacity: 11 units; one three bedroom, one two bedroom, the rest bachelor and one bedroom unites. Two unites are suited for women with debilitating illnesses.

Subsidized Housing:

Six subsidized housing units provided through Calgary Housing Company, with Support provided by SAS follow-care coordinator. Leases held by SAS, are then transferred to the client after one year of successful independent living. Capacity: 6 units.

The maximum capacity in the ASK day program is 18 women, but within current space and staffing levels a **total of 16 women** proves more manageable. Wait times for the program vary from one week to up to two months or more. At any given time there about **5 to 10 women waiting for service**, many of whom are

homeless and may be staying at emergency shelters.²⁴ For example, in June 2008 the Calgary Drop In Centre reported accommodating up to 10 sex trade workers and the Salvation Army estimated seeing approximately 4 to 6 “working” women in their female residential program. As SAS expands their day program to include women age 30+, it is expected that demand and wait lists will increase.

The waiting is difficult for women who want to leave the street, but who may not have the necessary social/emotional support and appropriate alternative housing options available to them. Because of the influence of pimps and/or possible addictions, many women need a more immediate response when they make the tentative decision to exit the trade. As a result of these factors, many women drop off of the waiting list and miss the opportunity to make positive changes in their lives.

To address the wait time, Servants Anonymous is developing a **four bed “street to home” transition program**. The **Servants Anonymous Facilitated Exit (SAFE)** program will provide more immediate housing and pre-treatment support to women and their children who are waiting to access the ASK day program. It is anticipated that this shorter term (up to 30 day stay) program will allow for a more immediate response to those women deciding to exit the trade, and will enhance success in the ASK day program by supporting and increasing a client’s readiness for change.

9.3 CNOP Service Referral Cards

One additional service specific to sex trade workers is the service referral card initiated by Calgary Network on Prostitution in 2008 and distributed by police and other service providers to sex trade workers who may be seeking services.

9.4 Other Services Available to Adult Sex Trade Workers

Many other community service providers offer support services that engage with sex trade workers as one element of their overall target population. These include:

- Health, Outreach and Harm Reduction Services
- Emergency and Transitional Housing
- Addictions Treatment Programs
- Justice Services
- Counselling Services
- General Support Services

The following service maps outline community services available within these key areas.

²⁴ A study of SAS Alumni indicates that **44%** of the women interviewed were homeless before they came to SAS.

Calgary Network on Prostitution - Environmental Scan

Figure 8.

Adult Sex Trade Specific Services

Servants Anonymous Society
(for adult women exiting & exited)

Housing (4 levels)
 ASK treatment program
 Child care
 Career planning & job shadow
 Employment options
 Follow care support
 Alumni program
 Social events
 Emergency bridge funding
 Scholarships

Shift Program
(for male or female adults active, exiting or exited)

Website - information
 Outreach
 Case management
 Advocacy
 Accompaniment
 Supportive counseling
 Peer support groups
 Harm reduction

CNOP
 Service Information Cards

Adult Generic Services – Also Providing Service to Sex Trade Workers

(See appendix for additional details)

Outreach Support
 CUPS Outreach
 DOAP Team (addictions)
 Exit Van (to age 24)

Health & Harm Reduction Services
 Safeworks
 The Alex Health Bus
 CUPS – Health Clinic
 CUPS – Women’s Health Advocate
 Sexual Reproductive Health Clinic
 PCAP – McMann
 Calgary Sexual Health

Addiction Services
 Renfrew
 Alpha House
 AADAC Adult Services
 Youville
 Aventa
 Fresh Start

Counselling/Support Services
 Calgary Counselling Centre
 Street Level Counselling
 CCASA
 Native Counselling Services
 Distress Centre
 Women’s Centre
 The Alex – Crisis Support
 Jesus Saves Society

Emergency Shelter
 Calgary Drop In Centre
 Salvation Army – Centre of Hope
 Mustard Seed
 Inn from the Cold
 Brenda’s House – families only

Housing for Homeless
 CUPS – Rapid Exit
 The Alex – Pathways to Housing

Domestic Violence Shelters
 CWES
 Sherrif King
 Awo Tann
 Brenda Stafford (2nd stage)
 Sonshine Centre

Transitional /Supported Housing
 Mary Dover House
 Berkana House
 Dream Centre
 Langin Place

Legal/Justice System Services
 Elizabeth Fry
 Calgary Legal Guidance
 Legal Aide

10.0 Services That Are Helpful

During interviews/surveys and focus groups experiential persons were asked about services they found to be helpful within specific service sectors/areas including health, police/justice systems, housing, and treatment services. As well, they were asked what services helped to keep them safe while working, and what services helped them to exit the trade.

Outreach/Health Services: Outreach services were the most frequently cited as helpful. More than half of participants specifically mentioned Safeworks as a very helpful services, and others mentioned the Alex Health Bus and the Exit van. Participants appreciated the practical services offered, but especially liked the friendly non-judgmental supportive and respectful approach.

“You could keep warm, get condoms, it would have been great to see them more (Safeworks & Exit van).”

“Safeworks was very helpful with providing condoms, as well as Exit van. I found the people very friendly and comfortable to deal with. I found it all very helpful the people were easy to talk to and had the information I needed.”

“Services offered were easy to access. I felt respected and comforted. I was able to receive needed healthcare.”

“Safeworks was a God send. They helped reduce the risk of drug related diseases. Exit helped with condoms, bad date sheets, chap stick, hot chocolate. It was nice to know that you weren't forgotten about.”

Staying Safe: Shift asked their focus group participants what helped them stay safe while working. In addition to services and health supplies provided by Safeworks and the Exit van, participants mentioned the following:

- Knowing the set times when they'd be out in the van was helpful (i.e. Exit and Safeworks)
- Having a cell phone to get a hold of people
- Bad date sheets are helpful ways to stay safe
- Friends watched out for license plates, etc
- Having someone to talk to
- Had friends to do time calls
- PACE in Vancouver (2 men) they helped out with everything from going with you to find apartments, getting you food and having someone to talk to

Calgary Network on Prostitution - Environmental Scan

Police/Justice System: The majority of feedback on interactions with police was positive. Survey participants talked about how police often offered them help or encouragement to leave the trade.

“I’ve been in and out of jail while in my addiction. Sometimes police did offer help to me but I never wanted any help. I wasn’t ready.”

“The police were helpful and mostly kind to me. They recognize addiction is a disease and have more compassion. I didn’t have any charges.”

“Police are understanding if they see potential in you. They told me I was too smart and pretty to be doing this.”

Other helpful services mentioned in the justice system included Alternative Measures and Elizabeth Fry. These types of support within the justice system can often make the difference in helping a person change their lifestyle.

“Jail taught me about consequences. It also saved my life.”

“While in jail Elizabeth Fry was my support. I still use their support.”

“One day when I went into the agency office, I opened the door to find police officers in the office, going through the books. They searched me and found some marijuana in my bag and took me to the downtown office to question me. They asked me several questions about how the agency operated and the Detective tried to convince me that I was involved in an illegal activity, but at the time I had the firm opinion that I was making a mature and conscious decision to do my job, that I considered myself to be self-employed and I did not view the agency owner as a pimp. I was not charged with anything to do with prostitution and I was given the opportunity to do Alternative Measures in lieu of being charged with possession. I completed my hours of community service and I left the industry a few months later.”

Treatment Services: Treatment services that were named as particularly helpful included AADAC, Renfrew, Alpha House and Youville.

“AADAC early recovery coping skills and relapse prevention were very helpful.”

“I was at Youville two years ago and left without finishing. I decided on my own to come back. I need spiritual and mental healing. Girls are hurt from their past. They have to hit rock bottom first.”

Calgary Network on Prostitution - Environmental Scan

Exiting and Meeting Goals: When asked who or what helped them to exit and meet their goals, many participants pointed to Servants Anonymous. Others mentioned Shift, Calgary Counselling, Street Level Counselling, Peers and PACE (in Vancouver), the support of friends or church.

“Servants Anonymous is the agency that assisted me after I exited. I had never heard of them before, nor had I ever heard of any other agency that did that kind of work. I know from the bottom of my heart that the work I did at Servant’s and the love that was shown to me by the staff, volunteers and alumnae is what has kept me out of the sex trade.”

“Servants Anonymous was most effective as the combination of education, counseling and accountable living. It’s a recovery program that can be utilized on a day to day basis.”

“The most helpful thing was having a key worker who I could relate to and being surrounded by people who loved me until I loved myself. Patience, understanding and building up personal relationships with the community of Servants Anonymous helped me stay out of the sex trade. Having the chance to learn that I was not a bad person and that I could turn my life around gave me hope.”

“I’ve been out of the “business” for 5 years and still have residue left over. The (Shift) peer’s model is powerful. Just to know that I’m not the only one (ex-sex trade worker) with the same issues”.

One participant described how different services are helpful at different stages.

“When I was active every day was a challenge. Outreach services were helpful because they were non-denominational, mostly peer based so there was no judgment or force to change what I was doing. When exited I faced many challenges from parenting to financial problems. The services that were most helpful were Calgary Housing Company, AA and outreach peer based programs.”

11.0 Service System Needs and Gaps

There are a number of general factors that can help us analyze the source of our service system issues and plan strategies and responses accordingly. Underlying causes of system failure can include:

- lack of awareness of needs or issues
- lack of understanding of the need, the issue, the population, the challenge and the potential strategies or solutions
- lack of resources to provide services (insufficient capacity to serve need, wait lists, no resources to expand or develop new services)
- lack of resources at the client level to purchase or access services or opportunities (e.g. money, education, skills)
- attitudinal barriers (both service provider attitudes and client perception/attitudes)
- age transitions from youth to adult service systems
- tight mandates (e.g. age, admission criteria)
- fragmented service systems – no connections in place within or between service systems, too complex, difficult to access
- need for more social innovation to imagine new programs or ways of organizing
- policy barriers or lack of clear policy to allow/promote action
- larger system impacts (e.g. economic, health)

Both the experiential persons interviewed and service provider key informants were asked to identify any unmet service needs or service gaps. Following is a list of the needs and gaps identified.

11.1 Housing & Basic Needs

A key area of need is for safe and affordable housing. The need for housing exists at many levels, temporary emergency shelter, safe house shelter, housing and support for those exiting, and affordable housing for those who successfully exited. The following needs were identified by experiential persons and service providers interviewed as part of this study.

Experiential Persons

- Temporary shelter for those who are working to get back on your feet or to get safe for a few hours, and someplace to go during the day.
- For those who are exiting - safe housing with a sex trade focus – you can't get better or healthy when homeless.
- Need more affordable housing (for females and males who have exited)

Service Providers

- Safe house for adults with harm reduction philosophy (like Ave. 15)
- More transitional housing with outreach support
- More access to affordable housing
- basic needs support (food, clothing, furniture, household supplies, rent assistance)
- more appropriate emergency housing options for women and for young men involved in sex trade activity (some young men do not feel safe in existing emergency housing settings). There are very limited emergency beds for single women in Calgary.
- moving assistance

“A safe house is missing. Instead of trying to force your opinion on someone’s lifestyle there should be a house that has basic rules (no using, no guys, etc) but you can come here and shower, eat, sleep, be safe . . . and we will be here to love you and care for you and provide you with resource when you decide you’ve had enough.” Experiential Person

11.2 Financial Support/Education/Employment

Another common area of need is for an adequate income, the ability to budget and options for meeting financial crisis that arise. Closely linked to income is the opportunity for meaningful employment that provides an adequate income. And in order to tap into employment opportunities there is the need for appropriate levels of education and/or training. The following needs were identified by experiential persons and service providers.

Experiential Persons

- Support to go back to school, job training – bridge financing until student finance comes through
- Money management, budgeting, investing, tax issues, goal setting
- More financial support while transitioning to change lifestyle,
- Improved child maintenance enforcement
- Awareness of financial services such as AB Works benefits for children
- Access to health and dental benefits for indoor workers

Service Providers

- employment training and employment opportunities
- need access to a sustainable income, fair wages

“If leaving indoor work there is no one to go to for services – tax issues, financial issues, employment. Very few girls get out with anything (i.e. assets).” Experiential Person

“Restrictions with Alberta Works and AISH can cause difficulties for individuals accessing HEP or income support. There are few preventative services available for individuals who are housed in order to ensure that they remain housed. Housing supports requires an eviction notice or utilities disconnection notice, this is unfortunate for people who would like to maintain positive relationships with their landlords.” Service Provider

11.3 Counselling and Mental Health Support

Many sex trade workers have personal challenges that may include historic abuse, addictions, negative experiences while working. Both experiential workers and service providers identified a need for more access to long term counseling with professionals who are trained specifically to work with experiential persons and the issues they are struggling with. This means the professional counselor must be familiar with the sex trade. The following needs were identified by experiential persons and service providers interviewed as part of this study.

Experiential Persons

- Appropriate counselling services – counsellors who understand the sex trade – self esteem, abuse, trauma counseling – specific trained counselors, not walk in
- More mental health help needed

Service Providers

- Appropriately trained counselors (trauma)
- Difficulty accessing mental health resources
- Difficult to accommodate serious mental health issues within existing services
- Need more access to free or very low cost long term counseling services. Maybe a fund to pay for counseling.
- More Aboriginal specific counseling services
- More specialized counseling services for young men
- More specialized support and counseling for young men who have been raped

“There are significant domestic violence and relationship issues.” Service Provider

11.4 Health Services

Service Providers identified a need for improved access to health services including:

- Access to good medical care – i.e. a family doctor
- Access to low cost dental care – e.g. drug use can negatively impact dental health and poor dental health can negatively impact employment

11.5 Addiction Awareness/Treatment

Experiential persons and service providers identified different areas of need agreed that there is a need for more access to and awareness of addiction services. Each group identified different service needs.

Experiential Persons

- Drug awareness and addiction services for sex trade workers
- More programs about sex trade/drug addiction in jail

Service Providers

- Need more addiction treatment beds (shorter wait time)

“Addictions are the biggest issue.” Service Provider

11.6 Programs Specific to Sex Trade Workers

Both service providers and experiential persons identified a need for programs that are specialized in dealing with those involved in the sex trade.

Experiential Persons

- Service specifically designed for sex trade workers.
- Long term program for men who are in or are exiting out of the industry

Service Providers

- Not enough beds to accommodate demand for those seeking support to exit
- Rehabilitation beds for young male sex trade workers who are detoxing from extensive drug use²⁵
- Need more programs that accept children with the mother
- Support to help maintain motivations (after intake momentum decreases and there are plateaus)

“Sex trade workers have complex issues and need specialized services.” Service Provider

“In my experience drug/alcohol treatment centers don’t work for experiential women. There is a whole different dynamic and struggle these women face, deep rooted, more complex than that of addiction.” Experiential Person

²⁵ Need identified in McIntyre, S. (2002). Under the Radar: The Sexual Exploitation of Young Men.

“I experienced sexual abuse, had no coping skills, no parenting. I sought approval from men. Drugs were a symptom of the lifestyle. It was easy to quit the drugs, not easy to lead a different lifestyle.” Experiential Person

11.7 Support Programs

Other support program needs were identified as follows:

Experiential Persons

- Support group/ peer support/sense of community
- Sponsor program
- Programs that assist with advocacy
- Need to be heard
- Mentoring connections for those young males who have successfully exited the trade or are trying to exit²⁶

Service Providers

- More support for parents involved with Child Welfare
- More parenting programs
- Child care

“Need to provide a “sponsor” – someone to call you and see how you’re doing, pick you up, call every day to check up on you, take you to services.” Experiential Person

11.8 Early Intervention/Diversion

Service providers identified some key early intervention responses that need further development within our service system.

- Police would like to see more options for immediate intervention when they encounter a person who is ready to exit (i.e. access to appropriate (nice, safe) emergency housing and support)
- A previous CNOP study explored court diversion options for sex trade workers charged under s. 213, that could help link more quickly into supportive services such as case management or treatment programs.

²⁶ Need identified in McIntyre, S. (2002). Under the Radar: The Sexual Exploitation of Young Men.

11.9 Information, Education and Awareness

The need for more information, education and awareness was identified at a number of levels including the need to increase awareness of young people who may be at risk, information for sex trade workers, knowledge and expertise of professionals, and awareness and attitude change for the public at large.

11.9.1 Professional Education and Awareness

There is a need for more awareness and education of professionals to ensure a more knowledgeable, helpful, supportive and non-judgmental approach.

Experiential Persons

- Need more people who understand sex trade workers (indoor workers particularly).
- Better training for professionals (e.g. nurses, doctors) - less judgmental attitudes

Service Providers

- Training for new police recruits and other services providers
- More specific training for service providers such as gender non-conformity training (re male workers) and more awareness of the damaging effects of a “sugar daddy” relationship for vulnerable young male populations²⁷

“Nurses and doctors need more education and opportunities to meet street workers so they can develop a better understanding and not be judgmental.” Experiential Person

“There is a need to have every girl treated as an individual woman who deserves respect.” Experiential Person

²⁷ Ibid

13.9.2 Information and Awareness for Experiential Persons

Experiential persons who were interviewed identified a need for broader distribution of information on services available to sex trade workers.

Experiential Persons

- More knowledge about services for both street level and indoor workers.
- Ensure service information is available through all emergency services (e.g. shelters, corrections/CYOC, counseling organizations, hospital emergency rooms)

“It needs to be put out there that if you want information on how to stop you can get it.” Experiential Person

“Knowing if you want to square up there is this program and how it can help you. Even if not squaring up, just knowing someone is there, being aware of services.” Experiential Person

11.9.3 Public Education and Awareness

There is a need to change attitudes, understanding and response to prostitution at a broad public level. There are opportunities to curb demand through prevention programs in the schools and better education/awareness for consumers. There are opportunities to increase safety and decrease violence through better public and professional education.

Experiential Persons

- Need more consumer education and public education. If there is no demand the activity would decrease.
- Need dates to understand limitations and unrealistic expectations

Service Providers

- Programs aimed at preventing customer demand (for both male and female workers)
- More prevention/awareness programs in the schools (Junior High level)
- Public awareness, prevention programs and services that acknowledge the risk to both young women and men²⁸

“Unconditional love and respect and patience needs to be the rule and not the exception. For those who are not ready to exit the industry, safety and health concerns need to continue to be met. Complete lack of judgment for workers and harsher penalties for pimps. Making sure that men and women are heard, and helped when they are ready for it.” Experiential Person

11.10 Safety

Safety needs identified by experiential persons and service providers include:

Experiential Persons

- harsher penalties for pimps

Service Providers

- education and support for sex trade workers around basic human rights (e.g. reporting rape, physical violence)
- improved police/court/public response to violation of personal rights

“Reporting rapes are hard because of the reaction we expect so we don’t bother.” Experiential Person

²⁸ Ibid

12.0 General Principles for Service Development

As experiential workers commented on challenges, service gaps and needs, a number of service development themes emerged.

- Programs need to be **consistent and persistent**
- Services need to be **non-judgmental and accessible** 24 hours
- Programs that make people feel **welcome**
- **Flexibility** in programming and program mandates. Some participants indicated the need for spiritual support in their program while others were opposed to this. Some indicated a need for services that accommodate their addiction (not only abstinence based).

*“There should be **more options** that give **people choices**.”*

“All programs were abstinence based which sucked, all housing choices said I had to quit.”

- **Broader scope/range** of services is needed. Some women need programs that can accommodate their children as well. More programs for men/boys are needed.

“The scope (of services) needs to be broadened to assist all people involved in the sex trade, regardless of their sex, age, religious background.”

- **Improved coordination** among services to make it easier to access resources.

“There was a constant need to jump through hoops, there was no coordinated effort to help me exit.”

“There is no one-stop service agency.”

- **Safety** needs to be taken seriously

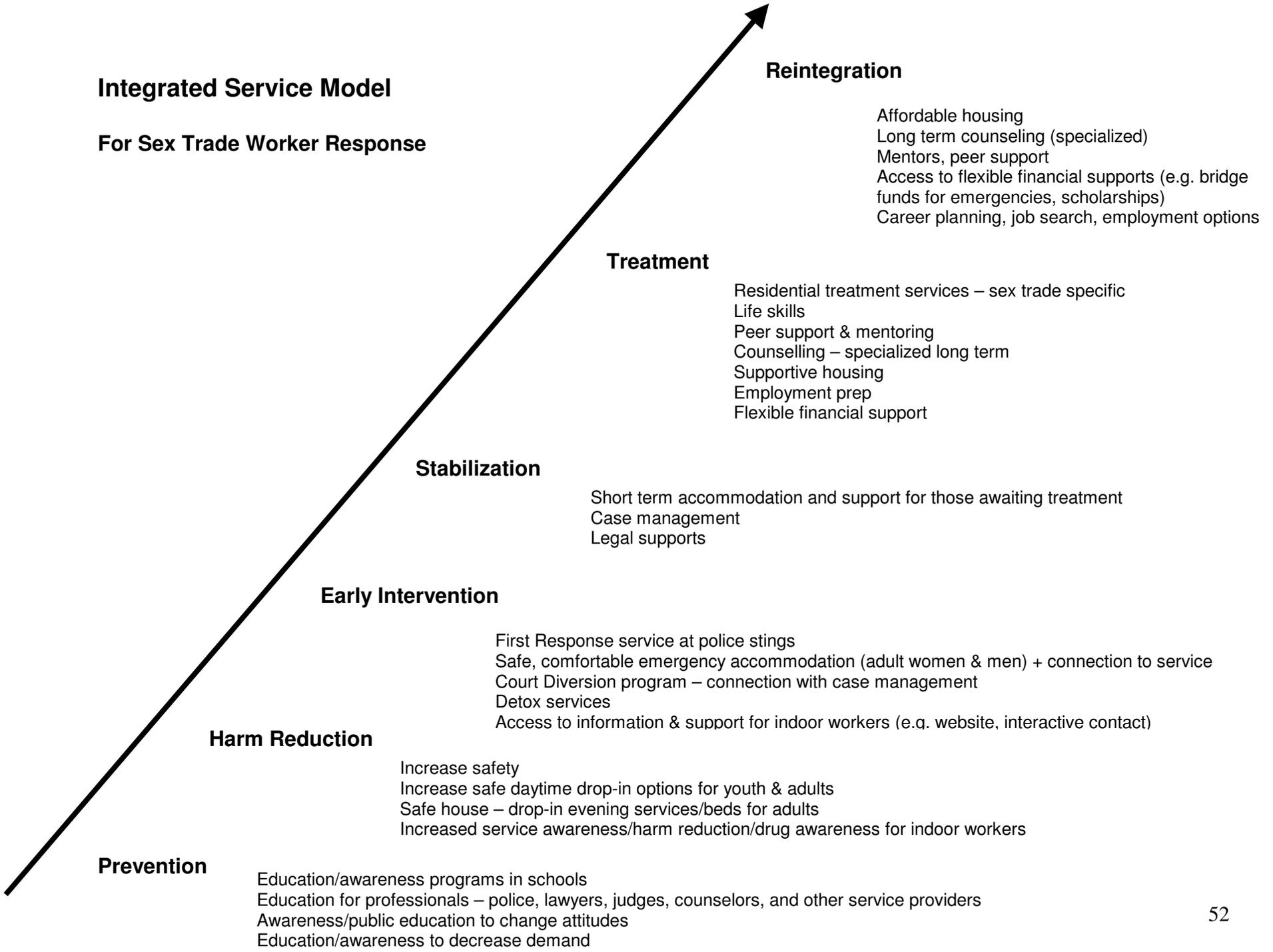
“Girls die out there and you don’t hear about it.”

“There was nowhere safe to go.”

The following Integrated Service Model summarizes service components that would provide a broader more comprehensive response.

Integrated Service Model

For Sex Trade Worker Response



13.0 Ideas for Service Development

13.1 Prevention Education and Awareness

Currently in Calgary there are no consistent education/awareness programs specific to prevention of sexual exploitation. The Red Cross has recently (fall 2008) engaged in a poster campaign within at least one school system, but there is no specific follow-up program re issues of sexual exploitation.

There is a need to increase public awareness of the social justice issues that place people at risk for sexual exploitation including the need for a living wage, gainful employment and affordable housing. Public understanding and attitudes toward sex trade activity need to be shifted to understand that sex trade workers don't choose to experience violence and abuse, and have a right to be safe, treated with respect and supported through the long term difficult process of making the choice to exit. The family violence sector has done a good job of educating society to understand that victims of domestic violence do not choose to be violated even when they stay in or return to the family situation. The same attitudinal shift needs to occur with regard to those caught up in the sex trade.

Professionals need more education/awareness and training to increase their understanding of sexual exploitation of children and adults as well as precipitating factors that place individuals at risk for involvement in the sex trade. Counsellors need specific training to address the special circumstances and experiences of experiential persons and of men/boys in long-term counseling.

Some ideas for service development in the area of prevention, education and attitude change include:

- Develop an education/awareness program specific to prevention of sexual exploitation targeted to junior and senior high school students.
- Support Red Cross in expanded distribution of sexual exploitation posters through Calgary junior and senior high schools.
- Develop education programs targeted to decreasing customer demand
- Public awareness campaign to increase understanding/awareness and shift attitudes (as per family violence example)
- Increase awareness of dangers of internet based services (e.g. Craig's list) and education re staying safe.

13.2 Harm Reduction

There are some very well developed harm reduction services that include the outreach services, outreach health programs such as Safeworks and The Alex Health Bus, PSECA for youth, and the Shift program for adults. Opportunities for additional services development in this area include:

- An opportunity to increase safety by formally linking with the KARE project in Edmonton.
- Improved awareness, understanding and justice system response to sexual assaults.
- Safe and supportive drop-in day alternatives are needed for street involved youth and for adults.
- Harm reduction housing and treatment resources for individuals still active in sex work, including both women and young men, and housing programs with tolerance for alcohol/drug users.
- More day program options for youth and adults who are street involved

13.3 Early Intervention Services

- Develop a “first response” service to support individuals caught in police stings, including service information/referral, transportation to safe accommodation and connection with support services. (See Edmonton and Winnipeg models)
- Court Diversion program with connection to case manager for support to meet immediate needs, connect with services, set and follow through on short and longer term goals.

13.4 Stabilization

- More access to case management services, support and accompaniment to appointments (e.g. legal, Child Welfare, treatment, etc.)
- High fidelity wrap around support for mothers involved with Child Welfare.
- More flexibility in financial support programs (e.g. AB Works) to support women involved in treatment services, etc. that may interfere with their ability to access gainful employment for some period of time.

13.5 Treatment

- More long term counseling services with identified trained counselors who have specialized training re the background trauma, experiences of sex trade workers, including specialized training for counselors to work with men/boys exiting the sex trade.
- More professional expertise and support for young men who have been sexually assaulted
- More access to supported housing options, for those in transition.

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- Academic upgrading, training, career planning, employment options
- More access to health and dental care as needed

13.6 Reintegration

- More access to affordable housing.
- Mentoring program for exiting workers. Peer support
- Fund for access to counseling services, dental health, emergency stabilization/bridge funds, access funds/grants for training/further education. (See Aspen Empowering Families model)

13.7 Overall Service System

- Overall increased capacity in existing services targeted to sex trade workers (i.e. SAS, Shift and CPS Vice unit currently have limited resources)
- Increased choice and scope of services specifically designed for sex trade workers

13.8 Policy/Systems Work

Continued advocacy and work is needed in areas such as poverty reduction, fair wages, inequities in male/female wage levels, inequities in female justice system experience, enforcement of child maintenance, and other relevant policy areas.

13.9 Indoor Workers

Indoor workers and escorts present a somewhat different need profile as they are less likely to be destitute and requiring immediate basic needs support. They are more difficult to reach with information and services. Some suggestions for service development for indoor workers includes:

- More information about services available in the community
- Opportunities to connect with someone for dialogue about indoor worker needs and to provide emotional support (e.g. someone to debrief with after a bad date experience or other personal issues)
- Opportunities and encouragement to engage in personal goal setting for the longer term. For example, many indoor workers view their work as a short term choice to make money for a longer term goal (e.g. education, car, house)
- Support for budgeting, financial planning and tax implications, investment to meet long term goals and budgeting to make a transition to other types of employment
- Support for career planning, education upgrading, employment options and job search
- Information/awareness of impact of drug use and support around addictions
- Opportunity to connect with a mentor

Calgary Network on Prostitution - Environmental Scan

- Affordable access to long term counseling with someone specialized in working with experiential persons)
- Emergency bridge funds and education/training grants (support when transitioning out of trade + support for education/training and employment/skill development)
- Support after exiting

13.10 Services for Men

Men and boys involved in sex trade work present another population that requires special consideration. The profile of men/boys in the sex trade is quite different from that of women. They are less visible and less likely to be engaged with police and other services. Exiting from the trade appears to be more difficult and takes much longer for men/boys.

There are no services currently available in Calgary that specifically target this group, although they can access case management support and peer support through the Shift program.

Some suggestions for service development specific to men/boys includes:

- More information on available services
- More options for immediate crisis housing (other than current large emergency shelters)
- Access to long term counseling with counselors who are specially trained to work with men/boys exiting from the sex trade
- Improved access to support and counselling for young men who have been sexually assaulted
- Peer support and mentoring programs
- Opportunities and support for academic upgrading, training, further education, employment options
- Support to access affordable housing
- Support to access addiction services
- More education for professionals about special issues and circumstances of men and boys
- Emergency bridge funds and education/training grants (support when transitioning out of trade + support for education/training and employment/skill development)
- Support after exiting

14.0 Conclusions

Over the past year (2008) the services specifically designed to address the needs of sexually exploited children/youth and adult sex trade workers in Calgary provided direct case management/treatment service to **over 100 children/youth** and over **100 adults**. This does not include the thousands of outreach contacts through which additional harm reduction services are delivered.

For sexually exploited children, the introduction of the PSECA legislation has had a significant positive impact. PSECA services are well organized and coordinated across service systems and service providers. The primary issues are service capacity limitations (ensuring there are enough beds and support services to accommodate sexually exploited children), a lack of primary prevention in the area of sexual exploitation awareness/education and a need to increase safe supportive day options/alternatives for street involved youth. Since the greatest risk factor for involvement in sex trade activity is street involvement, it is critical to move children/youth off the street as quickly as possible.

In the adult system, the introduction of Shift outreach and case management services complements the core treatment and follow-up services offered by Servants Anonymous, by increasing reach and providing additional opportunities for harm reduction and engagement. However, these services are limited by their current level of resources and capacity. Different philosophical positions create additional tensions and challenges for full service integration.

There are a significant number of non-sex trade specific programs within the adult system that provide a range of services to sex trade workers (e.g. emergency housing, health services, etc.). However, there are still many service gaps and barriers created by capacity limitations, specific mandates and admission criteria.

Services are not as well integrated or coordinated in the adult service system as those in the children/youth system. Services are provided and accessed through individual agencies with differing mandates, philosophies and program offerings. Service planning and development occurs within individual agencies with no clear plan for a comprehensive system of services for sex trade workers.

Poverty is a consistent underlying theme that both leads people into sex trade activity and keeps them trapped in the trade. Poverty creates significant barriers to accessing services, exiting the trade and sustaining a newly exited lifestyle.

This review of the current service system, including input from experiential persons and service providers, identifies a number of areas for development. There is an opportunity for network members to work collaboratively within the network and with other service providers to develop a more comprehensive and coordinated response to sexual exploitation and prostitution.

15.0 Appendix

Non PSECA Services for Street Involved Youth At Risk for Sexual Exploitation

Emergency Shelters for Youth	Target Population Served
<p>Avenue 15 – Boys & Girls Club 10 beds. Youth with status can stay 3 weeks Youth without status can stay 1 week Basic needs. Goal to reunite with family</p>	Homeless and runaway youth 12 to 17
<p>Exit Youth Shelter – Woods Emergency shelter from 8:00 pm to 10:00 am for up to 15 days. Basic needs, safety, medical help, advocacy, crisis counselling</p>	Youth 15 to 17 both male and female can stay at the shelter for up to 15 days, with or without Child Welfare status
<p>Safe House – Boys & Girls Club short term housing and basic needs for youth who are homeless or at risk of being homeless. 9 beds</p>	male and female youth age 15 to 19 with Child Welfare status

Outreach Services for Children/Youth	Target Population Served	Needs/Issues Identified
<p>Exit Van – Woods Mobile van visits known stroll areas, provides coffee, crisis counseling, health information</p>	<ul style="list-style-type: none"> youth age 11 to 24 	<ul style="list-style-type: none"> need more addiction services for youth
<p>Streetlight Mobile Youth Centre – Youth for Christ Two nights per week provide meals, games, counseling in one location from 7pm to 11 pm</p>	<ul style="list-style-type: none"> youth age 12 to 24 	<ul style="list-style-type: none"> in past 3-4 years have had more disclosures of male rape followed by need for suicide watch – refuse medical attention and don't report to police day activity needs to be meaningful and focused to get off street
<p>Safeworks See adult service description</p>	<ul style="list-style-type: none"> youth and adults 	
<p>The Alex Health Bus See adult service description</p>	<ul style="list-style-type: none"> youth and adults 	

Calgary Network on Prostitution - Environmental Scan

Alternative Day & Education Programs for Youth	Target Population Served	Needs/Issues Identified
Exit Storefront - Woods Place to go during the day for food, clothing, crisis counseling, support and referrals to education, dental, legal and medical resources	<ul style="list-style-type: none"> youth age 11 to 24 	
Radar – Boys & Girls Club Day program for youth who are staying at emergency shelters and not attending school.	<ul style="list-style-type: none"> youth age 13 to 15 	
Sanctuary @ Knox Learning center and safe place to be during the day. Open Mon to Thur. Basic needs, counseling, identify strengths, interests, build skills	<ul style="list-style-type: none"> youth age 15 + 	<ul style="list-style-type: none"> need to meet basic needs first before youth can focus on learning need more safe places for youth during the day
The Back Door 24 month procuress – work on goals in 13 areas housing, employment, education, finances, drugs/alcohol, legal, personal, problem-solving, planning, identification, volunteer, leadership, health.	<ul style="list-style-type: none"> youth age 17 – 24 long term street involved 	
Discovering Choices - CBE High school education outreach at four locations: CACY; Bowness; Marlborough; Westbrook	<ul style="list-style-type: none"> youth age 15 - 19 	

Specialized Health Services for Children/Youth	Target Population Served
Community Adolescent Treatment Services (CATS) Exit Community Outreach provides walk in medical services	<ul style="list-style-type: none"> Youth under 18
The Alex Youth Clinic For youth who are homeless or at risk of being homeless. Access to health services, STI and pregnancy testing, condoms, drug/alcohol issues, counseling, food, assist with search for housing and employment.	<ul style="list-style-type: none"> female & male youth 13 - 20
Calgary Sexual Health Provides sexual health education, birth control, STI and pregnancy testing, counselling	<ul style="list-style-type: none"> female & male – youth & adults

Calgary Network on Prostitution - Environmental Scan

Addiction Treatment Services for Children/Youth	Target Population Served
AADAC Youth Treatment Services Assessment, 7-10 day residential detox; residential treatment in a 3 month wilderness program; 3 month intensive day treatment program; residential support homes; peer support.	<ul style="list-style-type: none"> Youth age 12 – 17 with drug, alcohol or gambling addictions
AARC Long term addiction treatment program – average length of treatment is 12 months. Treatment fees of \$150/day.	<ul style="list-style-type: none"> Youth

Supported Housing for Homeless Youth	Target Population Served
Raido House – John Howard Transitional accommodation, basic needs, support	<ul style="list-style-type: none"> youth age 14 – 17 non status
Windsor Park – John Howard Transition to long term housing, support	<ul style="list-style-type: none"> homeless youth age 14 – 17 non status
Wellington Place - McMann Residential placement with education and employment	<ul style="list-style-type: none"> homeless youth age 16 - 21
Hope Homes _ McMann Room and board situations and one-to-one support to homeless youth who are completing high school.	<ul style="list-style-type: none"> Homeless youth
Havens Way – Boys & Girls Club Accommodation for young women who cannot stay at home	<ul style="list-style-type: none"> Female youth age 12 - 18
Youth Connections – Boys & Girls Club, McMann, John Howard Assist youth to find affordable housing and provide support services	<ul style="list-style-type: none"> Homeless youth up to 24 years of age
Supported Independent Living – Boys & Girls Club Independent living arrangements with support as needed	<ul style="list-style-type: none"> Youth age 16 + with status

Calgary Network on Prostitution - Environmental Scan

Justice Services for Children/Youth	Target Population Served
CLERC Legal information and support, services of lawyer for youth	<ul style="list-style-type: none"> • youth age 19 or younger
Elizabeth Fry Society Court support and information. Teen Intervention Program – 12 week pscho educational program. Visits to CYOC.	<ul style="list-style-type: none"> • Female youth age 12 - 18
John Howard Society Youth Advocacy and Support assist youth to access housing, basic needs, education, financial support Youth Opportunity Route – financial literacy program for independent youth homeless or housing instability	<ul style="list-style-type: none"> • Youth age 13 – 18 • Youth age 16 - 24

Calgary Network on Prostitution - Environmental Scan

Non Specific Services For Adults

Health Services	Target Population Served	Needs/Issues Identified
<p>The Alex Health Bus Provides mobile health services to known stroll areas, locations frequented by homeless individuals and emergency shelters.</p>	<ul style="list-style-type: none"> • female & male • homeless, emergency shelter street populations • street level sex trade workers 	<ul style="list-style-type: none"> • more respect, acceptance, support, accessibility within regular health services
<p>Safeworks Provides mobile harm reduction services (i.e. condoms, needles, STD and pregnancy testing, vaccinations, supportive counseling, etc) to known stroll areas, locations frequented by homeless individuals. Regular in-house services at emergency shelters and Sheldon Chumir Centre. Will make home or agency visits.</p>	<ul style="list-style-type: none"> • female & male • homeless, emergency shelter street populations • street level and indoor sex trade workers 	
<p>CUPS - Health Clinic Provides walk in health clinic services in downtown core.</p>	<ul style="list-style-type: none"> • female & male • those in poverty, homeless, street involved 	
<p>CUPS - Women's Health Advocate Provides harm reduction services and advocacy. Testing for pregnancy and STDs as well as pre-natal care. Counselling provided through in-house mental health worker. Advocacy for parents with child welfare issues. Referrals for addiction treatment.</p>	<ul style="list-style-type: none"> • female • 35% parenting • 30% immigrant women in poverty • approx. 30% FASD adults 	<ul style="list-style-type: none"> • many women with children apprehended • some of the women have current or previous sex trade experience
<p>McMan – PCAP (FASD Prevention Program) Provides support to women who are at risk of giving birth to a baby affected by Fetal Alcohol Spectrum Disorder. Based on a harm reduction relational model. Follow women for 3 years.</p>	<ul style="list-style-type: none"> • Female • Serve 70 per year • 60% of clients self report involvement with sex trade activity • 90% of clients estimated to fit the broader definition of sex trade that includes survival sex 	<ul style="list-style-type: none"> • affordable housing • basic needs • addiction treatment • support re Child Welfare and court system • parenting • counseling to deal with longer term lifestyle issues
<p>Sexual & Reproduction Health Clinic Provides access to birth control, emergency contraception, testing for pregnancy, STI, HIV, PAP tests.</p>	<ul style="list-style-type: none"> • youth under 20 (male and female) • women 21+ with low income or access barriers • men 21+ where partner is using clinic 	

Calgary Network on Prostitution - Environmental Scan

Outreach Support Services	Capacity & Target Population	Needs/Issues
<p>CUPS Outreach Team Provides basic needs, support, advocacy, crisis counseling, referrals, emergency transportation to homeless individuals at street level.</p>	<ul style="list-style-type: none"> Male and female adult street level homeless 	
<p>DOAP Team (Alpha House/CUPS) Provide transportation and support to homeless addicted individuals (transport to Alpha House). Harm reduction services – give out food, clothing, condoms, pipes, clean needles, basic supplies. Primary focus is downtown Calgary but also visit known stroll areas.</p>	<ul style="list-style-type: none"> Male and female adult street level homeless with addiction issues 	
<p>Exit Van – Woods Mobile van visits known stroll areas, provides coffee, crisis counseling, health information</p>	<ul style="list-style-type: none"> targeted up to age 24, but serve a lot in the 26 to 28 age group 	<ul style="list-style-type: none"> no place for young men to go – emergency shelter only need more assistance with addictions some women just work sporadically because they need the money
Counselling Services	Capacity & Target Population	Needs/Issues
<p>Calgary Counselling Centre</p>	<ul style="list-style-type: none"> female, male, families, adults & youth provide experienced counselors for clients with sexual abuse/exploitation/sex trade background 	<ul style="list-style-type: none"> to develop mores specialized expertise for working with those exiting the sex trade
<p>Calgary Communities Against Sexual Abuse Provides education, support, counseling, hospital and court accompaniment to those with issues of sexual assault/abuse.</p>	<ul style="list-style-type: none"> female and male, adults/youth support for issues of sexual assault/abuse onsite visits to SAS 	<ul style="list-style-type: none"> Have had long wait list due to shortage of staff About 10% male clients but no specialty training to deal with individuals involved in sex trade
<p>Street Level Counselling</p>	<ul style="list-style-type: none"> Fee for service counseling specializing in working with street involved, homeless, addicted, sex trade workers, trauma, war rape, sexual assault 	<ul style="list-style-type: none"> More specially trained counselors A fund to cover fees for low-income and disadvantaged

Calgary Network on Prostitution - Environmental Scan

Emergency Shelters	Capacity & Target Population	Needs/Issues
<p>Calgary Drop In Centre (CDIC) Provides 24 hour adult emergency shelter. Late arrival and day sleep accommodations for sex trade workers. Other services include basic needs, health, employment, training, counseling, some recreational, addiction support groups. New: Opening 49 affordable apartments over the next 12 months.</p>	<ul style="list-style-type: none"> • male and female • 1250 beds (800 at downtown location) • 174 female beds (part of the 800 downtown) • have about 10 women actively involved in sex trade at any given time 	<ul style="list-style-type: none"> • training for new police recruits and other services providers • child care an issue when women are working at night • pregnancy and parenting • need a step below SAS – safe house like Ave. 15 with harm reduction philosophy addressing issues to move toward exiting • education/awareness for women re agencies that will accept/support them • sex trade workers have complex issues, need specialized vs generic services
<p>Salvation Army – Women’s Program Provides adult emergency shelter and a few longer stay beds. Case worker provides individual support to each client. Computer area to look for work. Planning to move women’s program out of downtown core with three stage transitional housing model (approximately 3 months in each stage).</p>	<ul style="list-style-type: none"> • 20 emergency female beds (30-90 days) • 4 private female beds @ \$10.50/day (4 to 24 mo) • First come first serve - no wait list as beds are always full 	<ul style="list-style-type: none"> • estimate 5% of women active in sex trade (numbers are low due to restrictions on drug use, therefore more likely to access CDIC)
<p>Mustard Seed New: building 228 new affordable housing units</p>	<ul style="list-style-type: none"> • male and female • 317 crisis beds • 18 step up beds (15 female; 13 male) • 32 transitional beds (8 female; 24 male) • Wait List for transitional (under 8 weeks) 	<ul style="list-style-type: none"> • Addictions • Mental health • Women involved in sex trade are often supporting an abusive/romantic partner or trying to support their own mental health or addiction issues • Counseling – limited access due to fees (limits on pro bono counseling)
<p>Inn From The Cold Provides a 24 hour family emergency shelter program. Singles program (rotating churches) is available from 4:00 pm to 6:00 am – no day sleep for singles. Provides basic needs support, referrals, counseling and follow-up.</p>	<ul style="list-style-type: none"> • female and male <p>Family Program</p> <ul style="list-style-type: none"> • 80 individuals (up to 20 families) <p>Singles Program</p> <ul style="list-style-type: none"> • 30 beds in churches 	<ul style="list-style-type: none"> • Sex trade workers sometimes access emergency housing and often drop in for condoms or hygiene supplies. • has served sex trade workers (as needed) both female and male

Calgary Network on Prostitution - Environmental Scan

Emergency Shelters – Domestic Violence	Capacity - Populations Served	Needs/Issues
<p>The following programs provide emergency (21 day stay) shelter for women and children fleeing domestic violence. Also provide counseling, group support, basic needs and outreach services to their clients. Priority for use of beds is 1) victim of domestic violence – women with children, 2) victims of domestic violence – single women, 3) homeless single women. Bed use is governed by provincial funding criteria.</p>		
CWES	<ul style="list-style-type: none"> • women and children • 4 - 6 beds for single women • overflow is referred to other shelters first, then IFTC or Mary Dover 	<ul style="list-style-type: none"> • presenting needs are not the whole story • need more crisis housing for singles
Sherrif King	<ul style="list-style-type: none"> • women and children • 38 beds total • 4 beds for single women 	<ul style="list-style-type: none"> • affordable housing – this is even more difficult for single women to access
Awo Tann	<ul style="list-style-type: none"> • women and children • 27 beds total • 4 beds for single women • serve many women who have experienced survival sex trade 	<ul style="list-style-type: none"> • poverty – 60% of women at Awo Tann have no income • homelessness resulting from poverty • addiction treatment wait time
<p>Second Stage Transitional Housing – Domestic Violence</p>		
<p>The following programs provide transitional housing and support programs for women and children fleeing domestic violence</p>		
<p>Brenda Stafford Note: new building to open in 2010 with 34 apartment units dedicated to the program and 50 affordable housing units</p>	<ul style="list-style-type: none"> • women and children • 24 family units • 6 units for women without children • see occasional women with previous sex trade involvement • Wait List: 50 families (1 – 3 months) 	<ul style="list-style-type: none"> • Affordable housing • Moving assistance • Leaving behind their income source
Discovery House	<ul style="list-style-type: none"> • 19 apartments • women and children 	<ul style="list-style-type: none"> • not aware of any clients with sex trade involvement
Sonshine Centre	<ul style="list-style-type: none"> • x apartments • women and children 	<ul style="list-style-type: none"> • not aware of any clients with sex trade involvement

Calgary Network on Prostitution - Environmental Scan

Transitional/Supported Housing	Capacity & Target Population	Needs/Issues
<p>Mary Dover House Transitional housing. No alcohol/drug use within 24 hours of admission and no use during residence. Assigned case worker meets with clients weekly + weekly group meeting.</p>	<ul style="list-style-type: none"> • women age 18+ and their children <ul style="list-style-type: none"> • 80 transitional beds • 6 emergency dorm beds (for single women) • No Wait List – full most of the time • Typical client group is women waiting for treatment, family violence overflow, absolute homeless 	<ul style="list-style-type: none"> • Need more affordable housing • Can't serve those with mental health issues
<p>Berkana House – John Howard Society Transitional housing apartments – for women (and their children) re-entering community from prison. Includes life skills training, 24 hours staff support.</p>	<ul style="list-style-type: none"> • Women age 18+ leaving federal prison (and their children) • 4 individual suites and 2 two-bedroom suites • average stay is 6 months 	<ul style="list-style-type: none"> • need more access to affordable housing • more transitional housing with outreach support • employment training and employment opportunities
<p>Dream Centre Residential program (includes meals) for up to three months (no cost). Transitional program for \$400 per month includes meals and shared accommodation.</p>	<ul style="list-style-type: none"> • males age 18+ • Poor, homeless, clients who want to make a significant life change • X apartment units • Zero tolerance for gambling, alcohol, pornography or illicit drugs. 	
<p>Langin Place Affordable supported accommodation for single men. Security? Clients are referred from CDIC; CUPS; Salvation Army Booth Centre; AIDS Calgary; outreach teams.</p>	<ul style="list-style-type: none"> • Males age 18+ • 53 beds (bachelor apartment units) • clients with addictions, mental health issues, dual diagnosed, homeless • Wait list of approx 70 people (3-6 months wait) 	<ul style="list-style-type: none"> • Have served male sex trade workers in past (age 18-25) but usually don't work out due to non-payment of rent. • Many clients are dealing with abuse in their past which contributes to ongoing addictions. • Need more long-term counseling.

Calgary Network on Prostitution - Environmental Scan

Addiction Services	Capacity & Target Population	Needs/Issues
AADAC Adult Services Addiction treatment and counseling services	<ul style="list-style-type: none"> Adults male or female 	
Renfrew Safe addiction detox services	<ul style="list-style-type: none"> 40 detox beds 	
Alpha House Intox and detox shelter for adults with addictions	<ul style="list-style-type: none"> male and female adults with addictions 80 intox shelter beds in one area – 3 rooms for those needing more private/quiet space 42 detox beds (20 males beds; 6 female beds; 4 bed flex room; 12 beds non-specified (includes some transitional beds for those awaiting housing or treatment)) 	<ul style="list-style-type: none"> serves some female and male sex trade workers as well as trans-identified individuals
Aventa Pre-treatment beds for pregnant women. Residential or day program – 6 weeks. Long term residential treatment – 3 months. Long term residential Level IV – 12 months Outpatient support groups.	<ul style="list-style-type: none"> Women with addictions 	<ul style="list-style-type: none"> Serve women with sex trade experience in their program
Youville Residential addiction treatment program for adult women and women with children.	<ul style="list-style-type: none"> women age 18+ addictions with mental health issues and abuse issues 14 treatment beds plus 3 suites for women with children (5 to 7 month stay) 6-7 beds transitional housing (3 month stay) 	<ul style="list-style-type: none"> see about 6 women per year with sex trade involvement – related to their addiction
Fresh Start Residential treatment program for men with at least 3 to 5 days clean and sober. Primary addictions to alcohol or drugs but treat other addictions such as gambling, sexual addiction, computer addiction as well. Based on 12-step program in a group setting. New: building new 50 bed facility to replace current 28 beds – by fall 2010.	<ul style="list-style-type: none"> male adults 28 beds – Phase I - 3 to 6 months 10 beds in 2 houses - Phase II – up to 18 months. Wait list of 50 to 60 people – up to 10 week wait About 50% of those on wait list make it into treatment 	<ul style="list-style-type: none"> do see clients with previous sex trade involvement Need more access to services that are free or very inexpensive
Recovery Acres Residential treatment program for men.	<ul style="list-style-type: none"> Male adults 12 beds – short term (2-4 weeks) 19 beds – long term (3 to 6 months) 10 beds – transitional (3 to 12 months) 	

Calgary Network on Prostitution - Environmental Scan

Support Services	Capacity & Target Population	Needs/Issues
Distress Centre Distress phone lines brief counseling up to 3 sessions	<ul style="list-style-type: none"> • Have made 10 referrals to SAS in 2008 • Follow-up brief counseling for internal crisis call referrals, plus self referred, walk ins and referred by other service agencies 	
Women's Centre Peer support, free legal consults, basic needs, social groups/programs of interest to women	<ul style="list-style-type: none"> • women • increasing number of women from downtown core area (increased from 10% of population to 25%) • many women who are disadvantaged 	<ul style="list-style-type: none"> • Poverty • Meeting basic needs • Housing • Some women involved in sex trade or survival sex
The Alex – Crisis Support Worker Provides crisis support to adults with basic needs or social support issues.	<ul style="list-style-type: none"> • female and male adults • once a week has contact with a person in sex trade, usually female, single, age 30-40 • mostly from Marlborough area (NE), downtown core, some from Forest Lawn • Several with kids apprehended • Refers to SAS, Shift, Youville 	<ul style="list-style-type: none"> • Food, rent assistance • Addictions – biggest issue • DV or relationships issues • Furniture/household supplies • Family doctor – don't have access to good medical care • Hard to leave cycle of addictions and poverty
Jesus Loves You Society Free meal, clothes, life skills, discussion groups, childcare, recreation for youth	<ul style="list-style-type: none"> • Low income women 	
Parent Support Association Peer support program for parents dealing with acting out youth. Used to offer a specific support group for parents of sexually exploited youth but there does not appear to be a need for this now (since PSECA)	<ul style="list-style-type: none"> • Parents of youth 	
Calgary Outlinks Support, education, resources, networks	<ul style="list-style-type: none"> • Community of sexual and gender diversity 	<ul style="list-style-type: none"> • Have not provided any service to sex trade workers

16.0 References

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Calgary Network on Prostitution - Environmental Scan

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