



# The Survivor's Lens To Human Trafficking

FINDINGS AND RECOMMENDATIONS REPORT  
OF THE ALBERTA HUMAN TRAFFICKING TASK FORCE

AUGUST 2021

# Publishing Information

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**DATE: AUGUST 2021**



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While all Survivor accounts have been printed with express written consent, it is strongly requested that redacted forms of these accounts provided to government with some names changed and/or eliminated to protect identities of Victims and Survivors be provided when using this report for wider distribution.

Names are one of the most intimate expressions of our identity. In recognition of this, the actual names of some Survivors have been used in this report for the exclusive, confidential review for the Ministers whose Ministries were represented within the AHTTF Working Group.

Copies with some names changed have been provided for any and all other government/public use.

Sex-trade-related and Human Trafficking-related offences show high percentages of cases being withdrawn, dismissed, or discharged.

The AHTTF, having met, extensively interviewed, and consulted with the Survivors and related family members referenced in this report, find their accounts to be credible and truthful. The AHTTF stands with Survivors, and encourages all Albertans to do the same.





“When you’re a victim of sexual exploitation and human trafficking, you die inside. If you’re lucky, you can be re-born, but you’ll never piece yourself back together the same way. There are horrible crimes in the world, but human trafficking has to be one of the worst.”

-Timea Nagy-Payne, Survivor Advocate, Founder, Timea’s Cause.

## 1.0 The Lens Maker and the Reading Stone

Found in several Viking graves on the island of Gotland, Sweden, and dating from the 11th or 12th century was the Visby Lens.

Made of rock crystal, the lens was sometimes set in silver. Fashioned by trial and error long before mathematics was used to calculate the best lens shape, the blueprint of the Visby Lens’ construction was thought to be restricted only to a few people; the Knowledge Keepers. Legend has it that perhaps it was limited to only one Lens Maker.

The seeming magic in the magnifying and fire starting powers of the lens led some to refer to these early optical tools, the predecessors to modern eyeglasses, as “the devil’s tool”, but wiser and more progressive thinking prevailed.

Humanity soon learned the value of improving its view through the rudimentary technology which was often simply a chunk of quartz, polished and honed. At times, the improvement to sight was only as good as seeing through a glass darkly, but it was still a vast enhancement to not being able to see at all. **And for those who before had failed to see the smallest details, the lens made all the difference.**

The earliest known form of this implement for seeing soon became known as a lodestar for enlightenment and vision, and was more commonly known as “the reading stone”.

The Reading Stone is a metaphor for the Survivor Lens. Through our work, the Alberta Human Trafficking Task Force has learned that the Survivor perspective is essential to addressing and suppressing Human Trafficking. Without review and feedback by Survivors on policies, services, programs, models and strategies, it is impossible to “see” this issue wholly and clearly. Ultimately, our work has revealed that prevention of Human Trafficking, as well as support and intervention on behalf of Victims and Survivors will be most impactful and optimized by utilizing a Survivor Lens “reading stone” approach.

*This report is dedicated to all those at risk of or currently being trafficked, recovering from the trauma of being trafficked, and to those who have lost their lives as a result of this crime— We have learned that it is impossible to understand the truth about Human Trafficking without the lens of your experiences. We have dedicated ourselves in our work and in this report to encouraging a culture of learning, research, compassion, vigilance, and response in an ever-improving effort to prevent this crime from happening in Alberta in the first place.*

**With gratitude to AHTTF Survivor Presenters of Human Trafficking for courageously sharing the accounts of your lived experience.**

## 2.0 Message From The Chair

Human Trafficking is a serious and complex crime stripping individuals of their rights, freedoms, and humanity.

Like many of our counterparts internationally, the Alberta Human Trafficking Task Force (AHTTF) is inspired by the concept of the “infinite game”<sup>1</sup> — the never-ending journey towards ending human exploitation in all its forms. On June 6, 2012, the Federal government launched the *National Action Plan to Combat Human Trafficking (NAP-CHT)*, in part, to signal to those selling sexual services a gesture of “support and assistance, not blame and punishment”<sup>2</sup>, and to improve awareness of the plight of trafficked persons in Canada and internationally.

While some progress has been made in the fight against Human Trafficking, it is recognized that there remains a constant need for vigilance, an ongoing dedication of resources, and a culture of commitment to improving outcomes.

Canada still does not have consistent, comprehensive, and reliable statistics on Victims of trafficking; be it for sexual exploitation or forced labour, or any of the various typologies of trafficking (e.g., organ, domestic servitude, forced/arranged marriages, etc.).<sup>3</sup> The National Action Plan still reflects a largely criminal justice response protocol, rather than one that is founded on a true partnership, where no one perspective or discipline is considered more important than another.<sup>4</sup>

From the outset of our work, the AHTTF has been motivated by the responsibility and opportunity to constantly learn and adjust our response for the sake of Victims and Survivors, and ultimately, for the cause of freedom.

Human Trafficking is a Human Rights issue, and the understanding and interpretation of Human Trafficking is ultimately impacted by ideology and worldview. How will each individual, and society as a whole, decide to value human life? What does freedom look like, and can it exist without rules? Is it most effective to approach Human Trafficking through group identity, or through valuing the life and freedoms of each individual— or is it about addressing both? Human Trafficking is a challenging topic, because, by its very nature, it requires each of us to do a deep-dive, reflecting on our own values, beliefs and convictions. To fully address Human Trafficking requires cultural shifts, and more than anything, a prioritization of the rights of those who are victimized by this crime. While there are grey areas when it comes to discussions about root causes, most-promising practices, and the nature of truth and freedom, what is clear is this— Human Trafficking is one of the fastest growing crimes in Canada today, and its incidence is increasing in Alberta. New data released May 2nd 2021 by Statistics Canada reveals that a record-high number of Human Trafficking incidents were reported to police in Canada in 2019, a number some advocates call only the “tip of the iceberg”.<sup>5</sup> Reports are up 44% from the previous year. More than 1 in 5 Victims are 17 or younger. There is clearly a need for an urgent, courageous, and innovative response.

There have been 25 types of Human Trafficking identified<sup>6</sup>, but generally, the three main categories are **Sex Trafficking, Labour Trafficking, and the Trafficking of Organs**. Ultimately all forms involve Force, Fraud, Coercion, and facilitation by a third party.

In the wake of *Canada v. Bedford*<sup>7</sup> and Parliament’s 2014 response with the introduction of the Nordic or “Equality” Model, Canadians are left with compelling questions: Is it possible to uphold the rights of a willing sexual service provider and those of an unwilling Human Trafficking Victim involved in the commercial sex trade simultaneously? What kind of a system can address the needs of both groups of Canadians, and who takes the lead with each? How can we address the issue of informed consent while also recognizing the importance of agency and the right to self-determination of choice for individuals? While the primary focus of this Task Force was not to answer these questions specifically, it became clear during our work that these are necessary questions to grapple with in order to fully address and suppress Human Trafficking. Our work has focused on Victims of Human Trafficking who experienced force, fraud and coercion in conditions not within their control or choice within the context of Alberta and Canada.

Since May 2020, The AHTTF has met for two days on a monthly basis and heard over 92 presenters bring their knowledge, expertise, and advice on issues related to Human Trafficking in its many forms.

The primary learning over the past 16 months of work completed by the AHTTF is reflected in the title of this final report “*The Reading Stone - The Survivor’s Lens to Human Trafficking*.” Speaking both as Chair and on behalf of the members of this Task Force, stewarding this learning has been a profound and sacred privilege. The accounts of trauma, dehumanization, abuse, and exploitation changed us. It is difficult to comprehend the depravity of this crime. One cannot intervene on behalf of, or support Victims and Survivors of Human Trafficking, without the investment of significant time, compassion, and resource, to understand and uphold the stories and lived-experiences of those whose lives have been profoundly and permanently altered by this crime.

Unless the issue of Human Trafficking is seen through the lens of those with lived-experience, it is impossible to effectively combat this crime and support Survivors, Victims, or those at risk of being trafficked.

Upholding the rights of Canadians whose lives are being impacted by modern day slavery has Charter of Rights and Freedoms, as well as Human Rights implications, which reach into every aspect of society - To uphold the rights of Victims and Survivors of Human Trafficking is to uphold the cause of freedom.

It is the opinion of the Alberta Human Trafficking Task Force that freedom should be for everybody.

*original signed by:*

Paul Brandt

Chair - Alberta Human Trafficking Task Force

“ You may choose to look the other way, but you can never say again that you did not know. ”

- William Wilberforce (1759 – 1833)  
British politician, philanthropist, and a leader  
of the movement to abolish the slave trade.







## 3.0 Terms & Definitions

Throughout this report, when referring to individuals who have experienced human trafficking, we use the terms “victim” and “survivor.” The term victim is used when the act of trafficking in persons is ongoing, whereas survivor describes a person who has escaped or exited the trafficking situation, and may have started a healing process. We recognize that victimization and Survivorship are not mutually exclusive terms or experiences, and that individuals who have experienced exploitation may prefer one term over another in order to describe their experiences.

Use of a common definition of human trafficking is critical to increasing our knowledge of how this crime occurs in Canada. To promote consistent data gathering and analysis, both in this report and in our other initiatives, we rely on the Canadian Criminal Code which defines human trafficking as recruiting, transporting, transferring, receiving, holding, concealing or harbouring a person, or exercising control, direction or influence over the movements of a person, to facilitate their exploitation.

For the purposes of this legislation, a person exploits another person if they cause them to provide, or offer to provide, a labour or service by engaging in conduct that could be expected to cause the other person to believe that their safety, or the safety of a person known to them, would be threatened if they failed to provide the labour or service.

When determining whether exploitation is taking place, Canadian courts consider whether the accused used or threatened to use force or another form of coercion, used deception, abused a position of trust, power or authority, or concealed or withheld travel or identity documents in order to exploit another person.

The Canadian Criminal Code definition of human trafficking is sometimes referred to as the Action-Relationship-Purpose (ARP) Model. This model breaks human trafficking down into three main components, including action components such as recruiting or concealing a victim of trafficking, relational components such as exercising control over a victim, and a purpose of exploitation, which refers to compelling a person to provide a labour or service. These three components work together to define the crime of human trafficking in Canada.

(The Canadian Centre to End Human Trafficking, *Human Trafficking Corridors in Canada Report*)

There are many forms of Human Trafficking. Sources identify 25 types of Human Trafficking, but the main 3 categories are Sex Trafficking, Labour Trafficking, and the Trafficking or Harvesting of Organs.

While there are many definitions of Human Trafficking, the definition as succinctly summarized by Karly Church (Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor and AHTTF Presenter) are used for the purposes of this report. She explains:

**“There are certain elements which need to be present for Human Trafficking to exist. Those elements are Force, Fraud, Coercion and Facilitation by a Third Party or a group of people. Somebody is behind the scenes doing it to you, and profiting from you. That’s the definition of Human Trafficking.”**

Human Trafficking is also commonly defined using the UN Palermo Protocol. Adoption of this language can be found in Alberta’s Protecting Survivors of Human Trafficking Act.

**“Human trafficking” means the recruitment, transportation, transfer, holding, concealing, harbouring or receipt of a person by means of**

**(i) the threat or use of force or other forms of coercion, abduction, fraud or deception,**

**(ii) repeated provision of a controlled substance,**

**(iii) the abuse of power or of a position of vulnerability,**

**or**

**(iv) the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of taking advantage of or exploiting that person, including any form of sexual exploitation, forced labour or services, including slavery or practices similar to slavery, or the removal of a human organ or tissue;**

## 4.0 Executive Summary

### BACKGROUND

Since May 2020, the Alberta Human Trafficking Task Force has met for two days on a monthly basis and heard over 92 presenters bring their knowledge, expertise, and advice on issues related to Human Trafficking in its many forms. The AHTTF was appointed by Premier Jason Kenney and tasked with the mandate of bringing together representatives from multiple agencies and individuals with expertise to share information and coordinate action in the ongoing effort to combat Human Trafficking. The AHTTF has functioned as an advisory group to the Government of Alberta and was asked to bring forward recommendations to assist them in implementing *Alberta's Action Plan to Address and Suppress Human Trafficking (2020)*, and to lobby other levels of government in their efforts to do the same.

A cross-ministry steering committee was created to provide support to the Task Force, with representation from the Ministries of Justice and Solicitor General, Indigenous Relations, Culture, Multiculturalism and Status of Women, Children's Services, Health, Education, Community and Social Services, Service Alberta, and Labour and Immigration (The 9 Ministries). The document, *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking (2021)* was facilitated by the Ministry of Justice and Solicitor General in collaboration with the above Ministries, and was a source document in advising the development of this report, its advice, and recommendations.

**The Terms and Definitions used within this report are aligned with The Canadian Centre to End Human Trafficking and can be reviewed in section 3.0.**

Some of the Government of Alberta's identified objectives included issues related to restraining orders, civil torts, and the adoption of the language of the Palermo Protocol detailed in the Protecting Survivors of Human Trafficking Act (PSHTA) which came into force May 12, 2020. These measures were well underway and completed before the Task Force started meeting. A Work Plan was formulated by the AHTTF to address the Government of Alberta's objectives outlined in the Nine Point Plan and Terms of Reference (Appendix D). Gaps and opportunities were identified using the National Action Plan to Combat Human Trafficking's Strategic Pillars of Protection, Prosecution, Partnership, Prevention, and Empowerment.

A full provincial systems map of Human Trafficking specific supports and expenditures does not exist in Alberta. This fact reveals that a much more in-depth review, analysis, and audit of all organizations providing services to Human Trafficking Victims and Survivors needs to be implemented in the province. In order to begin the process of addressing this gap, the AHTTF advised the Government of Alberta to commence a study to understand the services currently being provided within the province. The Ministry of Justice commissioned HelpSeeker, an Alberta based research firm, to create a detailed technical report to identify key areas such as funding streams, nature of services, and organizational taxonomies.

HelpSeeker was engaged to:

- ▶ Identify services targeting provision of supports for those experiencing/recovering from human trafficking;
- ▶ Analyze the service landscape in Alberta to generate insights and potential recommendations to enhance the social safety net's capacity to support this group; and
- ▶ Analyze available funding information to discern trends and potential recommendations for consideration of the Task Force.

The details of this report called *Alberta Human Trafficking Systems Mapping and Funding Analysis* were made available to the AHTTF on July 30th, 2021. Findings contributed to validating issues, gaps, and opportunities identified by the AHTTF. The report confirmed the need for further and ongoing analysis and research: "Lack of reliable data limited the ability of systems planners and policy makers to make evidence-led decisions around gaps in support - this too requires rectification in future provincial efforts."<sup>8</sup>

The AHTTF has interfaced with numerous national and provincial experts and thought-leaders across Canada including Alberta, Ontario, Nova Scotia, Quebec, as well as internationally. Among the many experts, this has also included Public Safety Canada's Special Advisor to Combat Human Trafficking, Law Enforcement leaders, the Ontario Provincial Anti-Human Trafficking Coordination Office, as well as the All Party Parliamentary Group to End Modern Slavery.

Most significantly, our work has been informed by the lived-experience accounts of brave individuals who have entrusted Albertans with their stories of trauma, exploitation, and their pursuit of freedom. **Survivor stories have been the most influential and powerful consideration in shaping the outcomes of this report and the recommendations put forward.**

## OVERVIEW OF HUMAN TRAFFICKING

Human Trafficking is a lucrative \$150 Billion dollar per year global industry, is the second largest source of illegal income in the world, and it is happening in Alberta.<sup>9</sup> 93% of Human Trafficking Victims in Canada are Canadian.<sup>10</sup> The average age children are trafficked begins as young as 13 years old<sup>11</sup>, and sources indicate that it is even younger for Indigenous Victims.<sup>12</sup> The majority of children and youth who are victimized by sexual exploitation are female, however there is growing awareness of sexual exploitation of boys and LGBTQ2+ youth. Youth from populations of new immigrants and Indigenous communities are over-represented among Victims. Although these populations are more vulnerable, sexual exploitation can happen to any child or youth regardless of social, cultural or economic background.<sup>13</sup>

“Further research is required to understand how human trafficking impacts Indigenous women and girls.”<sup>14</sup> Some studies suggest that while Indigenous people make up only 4% of Canada’s population, over 50% of trafficking Victims in this country are Indigenous.<sup>15</sup> Other studies are inconclusive as to whether Indigenous people are over-represented among Human Trafficking Victims and Survivors in Canada.<sup>16</sup> These facts present a gap in acknowledgment, data, and intervention, requiring specific and prioritized actions detailed in the body of *The Reading Stone* report.

Human Trafficking is often a hidden crime with statistics scattered and uncoordinated at best. Due to the hidden nature of the crime, as well as limited data collection and information sharing, it is most likely far more prevalent than what statistics currently show. New data released May 2nd 2021 by Statistics Canada reveals that a record-high number of Human Trafficking incidents were reported to police in Canada in 2019, a number some advocates call only the “tip of the iceberg”. The incidence of this crime is increasing in Alberta. Recent spikes have been observed in demand to purchase and abuse people for the purpose of sexual exploitation and Human Trafficking in Alberta.

Reports of online child exploitation in Alberta are up from 118 to 243 referrals in the 2019-2020 time span. Online Sexual Abuse Material identified in Alberta went up 156% in 2020. Between 2019 and 2020 Alberta’s Law Enforcement Response Teams (ALERT) and Internet Child Exploitation units (ICE) identified 976,569 pieces of online child sexual abuse material (known as CSAM), up from 380,351 in 2018-2019.

Between January and May 2020, Edmonton’s ICE team took in 63% more files compared to the same time period in 2019.<sup>17</sup> This year alone, Alberta police services have laid criminal charges for child sexual exploitation and Human Trafficking on December 1, January 13th, January 16th, January 27th, two separate cases on April 13th (one Labour and one Domestic Sex Trafficking), May 4th, and July 8th.

There are many forms of Human Trafficking. Sources identify 25 types of Human Trafficking<sup>4</sup>, but the main 3 categories are **Sex Trafficking, Labour Trafficking, and the Trafficking or Harvesting of Organs.**

While there are many definitions of Human Trafficking, the definition as outlined in the Palermo Protocol\*, as well as the definition of Human Trafficking succinctly summarized by Karly Church (Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor and AHTTF Presenter) are used for the purposes of this report. She explains:

**“There are certain elements which need to be present for Human Trafficking to exist. Those elements are Force, Fraud, Coercion and Facilitation by a Third Party or a group of people. Somebody is behind the scenes doing it to you, and profiting from you. That’s the definition of Human Trafficking.”<sup>18</sup>**

**\*“Human trafficking” means the recruitment, transportation, transfer, holding, concealing, harbouring or receipt of a person by means of**  
**(i) the threat or use of force or other forms of coercion, abduction, fraud or deception,**  
**(ii) repeated provision of a controlled substance,**  
**(iii) the abuse of power or of a position of vulnerability,**  
**or**  
**(iv) the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of taking advantage of or exploiting that person, including any form of sexual exploitation, forced labour or services, including slavery or practices similar to slavery, or the removal of a human organ or tissue;**

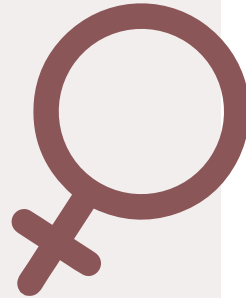
**(Excerpt from Alberta’s Protecting Survivors of Human Trafficking Act based on the UN Palermo Protocol)**

Human Trafficking is a  
**\$150 Billion per year**  
global industry, and the  
**second largest source**  
**of illegal income**  
in the world.<sup>19</sup>



**93%** of Human Trafficking Victims  
in Canada are Canadian.<sup>20</sup>

**97%** of individuals trafficked in  
Canada are women and girls.<sup>25</sup>



Traffickers make  
**\$280,800**  
per Victim, per year.<sup>27</sup>

Indigenous people make up 4%  
of Canada's population, and over  
**50% of trafficking Victims**  
in Canada.<sup>22</sup>



Reports of human trafficking  
in Canada in 2019 were  
**up 44% from the**  
**previous year.**<sup>26</sup>



**1 in 5 Victims**  
are 17 or younger.<sup>28</sup>

The average age children are  
trafficked begins as young as  
**13 years old,**  
and sources indicate that it is  
even younger for Indigenous Victims.<sup>21</sup>



Online Sexual Abuse Material  
identified in Alberta went up  
**156% in 2020.**<sup>23</sup>

Between January and May 2020,  
Edmonton's ICE team took in  
**63% more files**  
compared to the same time period in 2019.<sup>24</sup>





## GUIDING PRINCIPLES

Built on the strategic pillars of Canada's National Action Plan (**Prevention, Protection, Prosecution, Partnership, and Empowerment**), the work of the AHTTF has led to the development of Six Guiding Principles. They are as follows:



These Guiding Principles have emerged through extensive research, consultation and collaboration with a focus on best and most-promising practice regionally, nationally, and internationally, and are defined and detailed within the body of the report. They serve to inform and underpin the rationale and formulation of the recommendations.

## RECOMMENDATIONS

An effective and optimized response to Human Trafficking in Canada, and Alberta, requires public and private investment, and a commitment from all members of society to take a stand for freedom, human rights, and the dignity of our fellow community members. While much good work has been done through the guidance of *Canada's National Action Plan to Combat Human Trafficking (NAP-CHT)* since its introduction in 2012, major gaps in addressing the issue of Human Trafficking on behalf of Victims and Survivors still exist across Canada. There is a significant lack of understanding and awareness by the public and those providing frontline services on this issue.

Constant vigilance, ongoing dedicated resources, and streamlining of services will be required to ensure Value & Impact in addressing this issue. Building on the work that has been started within Alberta, it is the strong conviction of the AHTTF that implementation of the following recommendations will provide a firm foundation for innovation, consolidation of funding, and optimization of collaborative efforts.

The **Five Primary Recommendations** of the AHTTF are listed below. They are positioned in order of priority. The first recommendation outlines the mechanism of how the work will be implemented, and will position Alberta, going forward, as a leader nationally and internationally. The Recommendation Categories are:

1. **Creation of an Alberta Office to Combat Trafficking in Persons (AOCTIP)**
2. **Prioritized/Enhanced Access to Services for Victims, Survivors, and Those at Risk of Being Trafficked**
3. **Universally Branded and Consistent Awareness, Education, and Training Programs and Protocols**
4. **Human Trafficking Specific Legislative Action, Update, and Harmonization**
5. **Enhanced, Centralized Data Collection and Research**

These recommendations have been developed to effectively meet the needs of those directly impacted by the crime of Human Trafficking, to hold Traffickers accountable, and to prevent Human Trafficking from happening in the first place. Documented sharp increases in Human Trafficking activity in Alberta and across Canada demonstrate the urgent need for action.

**Within each recommendation, specific Calls to Action are outlined. Selected Calls to Action have been designated as Short Term and Medium Term identifying the priority level of action. Short Term Action Items will enable immediate and effective Value & Impact in gaining traction to address and suppress Human Trafficking. Some of the Calls to Action have additional points for consideration.**

While it is recognized by the AHTTF that good work has been undertaken in Alberta, significant gaps have been identified and will need to be addressed in order to move Alberta forward and position the province as a leader in the areas of Victim centred approaches, collaborative/integrated practice, training, research, education, community awareness, and transformational systems thinking. Addressing and suppressing Human Trafficking in Alberta will require the response to be prioritized to a higher and more urgent level than is currently being seen.

**The recommendations and advice in this report have been led primarily by the experiences of Survivors of Human Trafficking from across Canada, many of whom were trafficked in Alberta. We thank them and their families for their courage and bravery in trusting us to steward and learn from their stories. These brave individuals have taught us that while many opinions and ideologies about Human Trafficking exist, the most important voices are those of Survivors, and that ultimately a Relational, Survivor Lens approach will be most impactful in creating the most optimized response to the horrific crime of Human Trafficking.**

“At first, I didn’t realize I was being trafficked. The only thing I had learned about trafficking was from the movies. What happened to me didn’t look like the movies. I was manipulated and sold over and over again. It was the most horrific time of my life.”

-Karly Church - Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor



## 5.0 Proposed Priorities for Positive Impact - Considerations for Moving Forward

In an effort to consolidate the Recommendations, Calls To Action, and the general spirit of this report for the executive summary, the page **Proposed Priorities for Positive Impact - Considerations for Moving Forward** has been prepared. It is the opinion of the AHTTF that the following considerations, if acted upon, would have the greatest immediate impact in addressing and suppressing Human Trafficking in Alberta.

1. Proposed creation of an Alberta Office to Combat Trafficking in Persons (AOCTIP) along with all of its responsibilities, partnerships, collaborations and design for oversight is the cornerstone of the recommendations provided within this report. **One essential role of the AOCTIP is to ensure Victims and Survivors are receiving the strongest supports available and have better access to services across the province.** A hybrid government/community-led approach, is strongly recommended to be the mechanism through which the other four recommendations can be implemented effectively.
2. Creation of the AOCTIP will not succeed in addressing and suppressing Human Trafficking in Alberta without Indigenous consultation and partnership. Through Indigenous lived-experience accounts of familial exploitation, intergenerational trauma has been identified as a risk factor for exploitation and Trafficking later in life. Support for Indigenous rural communities and for safe transitions between rural and urban centres is recommended as one potential role of the proposed AOCTIP Indigenous Liaison.
3. Implementation of The Six Guiding Principles (Survivor Lens, Relational Approach, Client Centred, Trauma Informed, Value & Impact, Every Door is Open), with a focus on the voices and experience of Survivors, is foundational to effect change and optimize Alberta's response to Human Trafficking.

4. A focus on prevention strategies needs to be prioritized. Vulnerability is progressive in nature, and for many Victims of Human Trafficking often starts in childhood. Prevention and early identification are imperative to disrupting the exploitation and Human Trafficking of children and youth, to ensure that they are equipped, empowered and resilient. Prevention as an essential strategy is largely being under-resourced in Alberta as evidenced by expert presenters and current allocation of financial resources.
5. An amendment or addition to the Protecting Survivors of Human Trafficking Act (PSHTA) committing to an ongoing strategy to combat Trafficking in Persons is advised. A legislative amendment would serve to guarantee ongoing services are in place designed to meet the needs of those directly impacted by Human Trafficking in Alberta. Legislation of an ongoing strategy has been identified in Ontario as essential to ensuring appropriate and ongoing services for Survivors of Human Trafficking. Survivor, expert presenter, and Director of Ontario Provincial Anti-Human Trafficking Coordination Office Jennifer Richardson states: "Ontario is the first province in Canada to legislate that the province must maintain an anti-human trafficking strategy! This means Survivors will for the first time be guaranteed services designed for their needs." It is the opinion of the AHTTF that Alberta would benefit from the same type of legislation.
6. 100% of Survivor Presenters stated that being trafficked was not a choice. Their exploitation and trafficking was fuelled by demand and illegal activity through force, fraud, coercion and facilitation by a third party. **Victims and Survivors need stronger supports and better access to services** in order to exit, rehabilitate and recover. Multiple presenters detailed a current state of fragmentation and a siloed response with lack of organization and unclear accountability in addressing and suppressing Human Trafficking in Alberta. There is a need for trauma informed services accessible to all Victims within the province to address the full continuum of: case management, safety, housing, medical services, mental health services, legal services, training/education programs, clothing and food, interpretation/translation, life skills training, employment assistance and community reintegration.

7. Universally branded and consistent awareness, education, and training programs and protocols need to be coordinated in Alberta to ensure a consistent multidisciplinary response. This point addresses the need for more awareness and training, both specialized and general, and the critical need for a more coordinated and universal approach to messaging overall.

8. Centralization of data collection and research within Alberta addressing the spectrum of societal issues connected to vulnerability has been identified as an opportunity to optimize the response to Human Trafficking. Presenters to the AHTTF have indicated that the concept of a coordinated centralized repository/Centre of Excellence focusing on data/research across the spectrum of societal issues is currently being discussed through various government-appointed committees such as the Alberta Missing and Murdered Indigenous Women and Girls Working Group, and The Mental Health Panel.

#### 9. Body Rub Establishments:

Human Trafficking Survivor accounts to the AHTTF have detailed a connection between Body Rub Establishments and Human Trafficking. It is our finding that Body Rub Establishments as they are currently licensed in Alberta carry unacceptable risk factors associated with Human Trafficking.

A full review of potential municipal and governmental third party liability should be conducted. Due to provisions within the newly introduced Bill 8 Protecting Survivors of Human Trafficking Act, the question of what determines third party liability in the context of Body Rub Establishments should be addressed. As licensing bodies profiting from the sale of sexual services, municipalities and governments are potentially liable in civil suits should remedies be sought by Survivors and awarded successfully.

10. Streamlining of current funding and services has emerged as a priority. Re-allocation of funding rather than increased funding is a viable, and preferred opportunity. Consideration of an Integrated Funding Framework and recalibrating investments towards priority population and high performance service providers has been identified.<sup>29</sup> The HelpSeeker report, commissioned by the Ministry of Justice and Solicitor General at the request of the AHTTF, is a good starting point at identifying the need for better allocation of resources, however, the need for further research is required.

**While it is recognized by the AHTTF that good work has been undertaken in Alberta, significant gaps have been identified and will need to be addressed in order to move Alberta forward and position the province as a leader in the areas of victim centred approaches, collaborative/integrated practice, training, research, education, community awareness and transformational systems thinking. Addressing and suppressing Human Trafficking in Alberta will require the response to be prioritized to a higher and more urgent level than is currently being seen.**

# 6.0 Overview Of The Alberta Human Trafficking Task Force Recommendations And Calls To Action 2021

The AHTTF was appointed and tasked with the mandate of bringing together representatives from multiple agencies and individuals with expertise to share information and coordinate action in the ongoing effort to combat Human Trafficking. Built on the strategic pillars of Canada's National Action Plan (**Prevention, Protection, Prosecution, Partnership, and Empowerment**), Six Guiding Principles were developed, supporting Five Primary Recommendations.

Creation of an Alberta Office to Combat Trafficking in Persons (AOCTIP)	Prioritized/Enhanced Access to Services for Victims, Survivors, and Those at Risk of Being Trafficked	Universally Branded and Consistent Awareness, Education, and Training Programs and Protocols	Human Trafficking Specific Legislative Action, Update and Harmonization	Enhanced, Centralized Data Collection and Research
<b>CALL TO ACTION</b> <ul style="list-style-type: none"> <li>The Creation of an Alberta Office to Combat Trafficking in Persons (AOCTIP).</li> <li>That Indigenous-led Health and Wellness specific prevention initiatives, wraparound/ holistic services, Human Trafficking specific transportation and hospitality training, and an understanding and appreciation of the history, culture, and traditions of Indigenous peoples be supported and prioritized.</li> </ul>	<b>CALL TO ACTION</b> <ul style="list-style-type: none"> <li>The development of a coordinated Alberta Community Response Model—Services and Supports need to be identified across a continuum of immediate, coordinated, and long-term care ensuring prioritized access, no barriers, and a wrap-around collaborative approach.</li> <li>The need for Document Services (Identification) to be prioritized and enhanced for Human Trafficking Victims, removing barriers to Exit, Rehabilitation, and Recovery.</li> <li>The Government of Alberta take steps to encourage and put measures in place to lobby at the federal level for the expungement of criminal records for those individuals who were tried under Canada's Pre-2012 Prostitution Laws, criminal record relief<sup>30</sup>, and facilitation of shielding Human Trafficking Victims from prosecution for crimes committed while being trafficked.</li> </ul>	<b>CALL TO ACTION</b> <ul style="list-style-type: none"> <li>That awareness, education and training programs currently being offered in Alberta are coordinated to ensure a consistent multidisciplinary response.</li> <li>That a Universal message and branding approach be applied provincially.</li> <li>That enhanced awareness and education programs for Migrant Workers and New Canadians be provided.</li> <li>That the new K-12 Curricula consider including developmentally appropriate knowledge, understandings, skills and procedures regarding consent, safety, prevention, human rights and freedoms. These learning outcomes support students to develop practical skills related to the prevention and identification of Human Trafficking in local and global contexts.</li> <li>That specialized, coordinated and ongoing cross sector training for frontline service providers be provided (including Missing Persons Registries).</li> <li>That specialized and ongoing training be provided to Judges and Crown Prosecutors.</li> </ul>	<b>CALL TO ACTION</b> <ul style="list-style-type: none"> <li>That a legal review of legislation pertaining to missing persons, gender-based violence, exploitation, labour and immigration, and Human Trafficking be analyzed for potential crossover and harmonization provincially.</li> <li>That a regular review of the effectiveness for the PSHTA be implemented and consideration be given to an amendment or addition to the PSHTA committing to an ongoing strategy to combat trafficking in persons.</li> <li>That the Protection of Sexually Exploited Children Act (PSECA) be amended to adopt a more modern definition of Child Sexual Exploitation, and that the amendment be harmonized with the understanding of Childhood Sexual Exploitation (CSE) in all legislation pertaining to Human Trafficking in Alberta.</li> <li>That specialized consistent Crown Prosecutors follow Human Trafficking cases from beginning to completion, and that an increased number of subject matter expert witnesses be trained and available.</li> <li>That the Ministry of Justice consider funding Survivor Support Positions to work alongside law enforcement.</li> <li>That changes be made to legislation in Alberta to address the Organ supply issue, namely through the introduction of "Opt Out" Organ Donor legislation combined with targeted education and awareness programs.</li> <li>That an ongoing review of laws, policies and liabilities pertaining to the licensing of Body Rub Establishments at Municipal and Provincial levels in Alberta be implemented.</li> </ul>	<b>CALL TO ACTION</b> <ul style="list-style-type: none"> <li>That a Centre of Excellence for Enhanced, Centralized Provincial Data and Research on the spectrum of societal issues connected to vulnerability be prioritized and coordinated across existing provincially appointed committees.</li> </ul>

## SIX GUIDING PRINCIPLES

- ▶ Survivor Lens
- ▶ Relational Approach
- ▶ Client Centred
- ▶ Trauma Informed
- ▶ Value and Impact
- ▶ Every Door is Open

## INDIGENOUS PARTNERSHIP AND LEADERSHIP

The following is advised as an integral part of the AOCTIP response:

- ▶ Indigenous specific supports, resources and services
- ▶ Public Education targeted to Indigenous communities
- ▶ Multi-Sectoral training with Indigenous-specific components
- ▶ Enhanced Human Trafficking specific Indigenous Victims Services
- ▶ A joint forces team including First Nations police services

# 7.0 The Traumatic Impact of Human Trafficking

Human Trafficking is a \$150 Billion dollar per year global industry, is the second largest source of illegal income in the world, and it is happening in Alberta.<sup>31</sup> It is an extremely lucrative, high profit, low risk business, providing Traffickers with \$280,800 per Victim, per year.<sup>32</sup> Sex Trafficking is a high-profit, low-risk business for exploiters who sell human bodies as a commodity repeatedly, unlike drugs or weapons, where the product can only be sold once. 93% of Human Trafficking Victims in Canada are Canadian. 97% of individuals trafficked in Canada are women and girls. The greatest risk factor to being trafficked in Canada is being a girl. The average age children are trafficked begins as young as 13 years old<sup>33</sup>, and sources indicate that it is even younger for Indigenous Victims<sup>34</sup>. While trafficking can affect anyone regardless of social background, culture or gender, widely accepted studies have shown that **Indigenous people are disproportionately affected in Canada.**

In relation to Human Trafficking and its significant impact on Indigenous people in Canada, The Canadian Centre to End Human Trafficking states: "Although our research did not corroborate previous findings that show a higher incidence of sex trafficking among Indigenous women and girls, we cannot conclude that this group is not over-represented among all human trafficking victims and survivors in Canada. **Further research is required to understand how human trafficking impacts Indigenous women and girls.**" Some studies suggest that while Indigenous people make up only 4% of Canada's population, over 50% of trafficking Victims in this country are Indigenous.<sup>35</sup> These facts present a gap in acknowledgment, data, and intervention, requiring specific and prioritized actions.

Human Trafficking is often a hidden crime with statistics scattered and uncoordinated at best. Due to the hidden nature of the crime, as well as limited data collection and information sharing, it is most likely far more prevalent than what statistics currently show.

**Human Trafficking is one of the fastest growing crimes in Canada today, and its incidence is increasing in Alberta.**

As of June 2021, statistics for 2020-2021 show 29 people arrested and charged relating to Human Trafficking and sexual exploitation offenses, 321 agency assists including bylaw inspection, body rub compliance reviews, checks on welfare, information sharing, Survivor interviews, and 18 Victim interventions where an active role was played in providing Victims referrals, resources, and/or trauma care.

**Recent spikes have been observed in demand and criminal activity related to sexual exploitation and Human Trafficking in Alberta.** Online sexual abuse material identified in Alberta went up 156% in 2020. Child exploitation photos/videos identified between 2019-2020 totalled 976,569 identified pieces of CSAM (child sexual abuse material), more than twice the materials identified between 2018-2019 (380,351). Between January and May 2020, Edmonton's ICE team took in 63% more files compared to the same time period in 2019.<sup>36</sup> Recently, police in Alberta have laid criminal charges for child sexual exploitation and Human Trafficking on December 1, January 13th, January 16th, January 27th, two separate cases on April 13th (one Labour and one Domestic Sex Trafficking), May 4th, and July 8th.

**New data released May 2nd 2021 by Statistics Canada reveals that a record-high number of Human Trafficking incidents were reported to police in Canada in 2019, a number some advocates call only the "tip of the iceberg".**

The number of Human Trafficking incidents reported in 2019 marked a 44% increase from the previous year. More than 1 in 5 Victims are 17 or younger.<sup>37</sup>

While the Palermo Protocol, ratified in Canada in 2002, addresses the definition of Human Trafficking specifically and at length, it is succinctly summed up by Karly Church (Canadian survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor and AHTTF Presenter). She states:

**"There are certain elements which need to be present for Human Trafficking to exist. Those elements are Force, Fraud, Coercion, and Facilitation by a 3rd Party or a group of people. Somebody is behind the scenes doing it to you, and profiting from you. That's the definition of Human Trafficking."**<sup>38</sup>

The Canadian Center to End Human Trafficking recently released their *Human Trafficking in Canada Corridors Report*, which has revealed the consistent transportation of Victims across municipal and provincial jurisdictions making it harder for law enforcement to detect, investigate, and pursue Human Trafficking cases. Disrupting trafficking requires creative thinking, constant vigilance, and cross-jurisdictional/cross-border cooperation and collaboration. Law enforcement is often "playing catch-up" in their efforts



to combat Trafficking in Persons, and are often tasked with addressing more cases of Human Trafficking than resources can currently bear.<sup>39</sup> Human Trafficking is an incredibly complex crime making it difficult to bring successful charges and have subsequent convictions passed down. “When examining court decisions by charge, overall, the vast majority (89%) of human trafficking charges were stayed, withdrawn, dismissed or discharged. Less than one in ten (7%) charges resulted in a guilty finding. In comparison, 31% of all violent offence charges completed the same year resulted in a finding of guilt.” Historically and currently in Canada, traffickers seem to have the upper hand. The recommendations within this report take these observations into account and draw upon most-promising practice advice shared with the AHTTF. Alberta’s recently passed Bill 8 (PSHTA) has created promising mechanisms for allowing Survivors to sue their traffickers. In some jurisdictions, shifts in practice have actually improved Victim disclosures from 5% to 95% effectiveness.<sup>40</sup> The need for constant improvement and innovation was outlined as an ongoing best-practice strategy.

Unlike other forms of abuse, Human Trafficking has a clear business model to generate as much money as possible by enslaving people. Often, in the case of Sex and Labour Trafficking, the constant travel/sleep deprivation, and absolute control of all aspects of a Victim’s life (sleeping, eating, type of sex acts and number of sex acts per day, type of work and hours of work, isolation from friends and family) is a strategy to keep Victims confused, isolated and dependent on their traffickers. Human Trafficking is an organized, premeditated, and coordinated industry. Victims are often unable to tell which cities they’ve been trafficked in. Traffickers intentionally withhold information to keep Victims confused and controlled. Many Victims suffer from trauma bonds and Stockholm Syndrome, and identify closely with their traffickers, believing they are in loving relationships, when what is actually happening is the worst form of abuse and manipulation imaginable.<sup>41</sup>

**Many trafficking Victims don’t realize they are being trafficked, and source documents along with testimony from Survivors reveal that it can be many years into recovery before a Trafficking Survivor fully understands the extent of the victimization they have experienced.<sup>45</sup>**

Less information is available on cases and occurrences of Organ Trafficking within Alberta and Canada. When referring to Organ Trafficking, there are “supply” and “demand” countries. Canadians are known to travel abroad to acquire organs, positioning Canada as a demand country.

“ I don’t want Maddison’s legacy to be one of pain, of torture. I want her story to be one of positivity and hope. No human should have to go through what she went through. ”

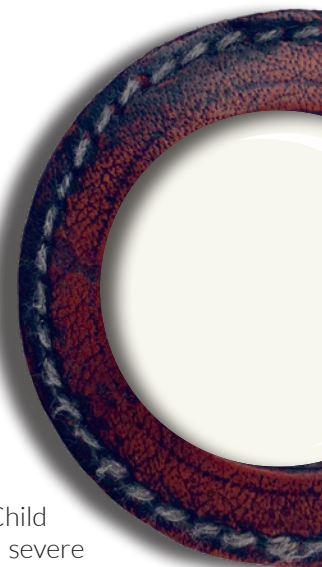
- Jennifer Holleman, mother of Human Trafficking Victim Maddison Fraser who was trafficked in Alberta

## THE PROGRESSIVE NATURE OF TRAFFICKING AND CHILDREN

Victims and Survivors of exploitation and Human Trafficking exhibit deep and long-lasting physical, psychological, psychosocial, and emotional consequences. Human Trafficking is a crime which significantly impacts children producing lasting and detrimental effects. **21% of Victims in Canada are younger than 18 years old.**<sup>42</sup>

According to the US National Coalition to Prevent Child Abuse and Exploitation, Sex Trafficking of minors is a severe form of child abuse with lasting effects on the health and well-being of individuals, families and society.

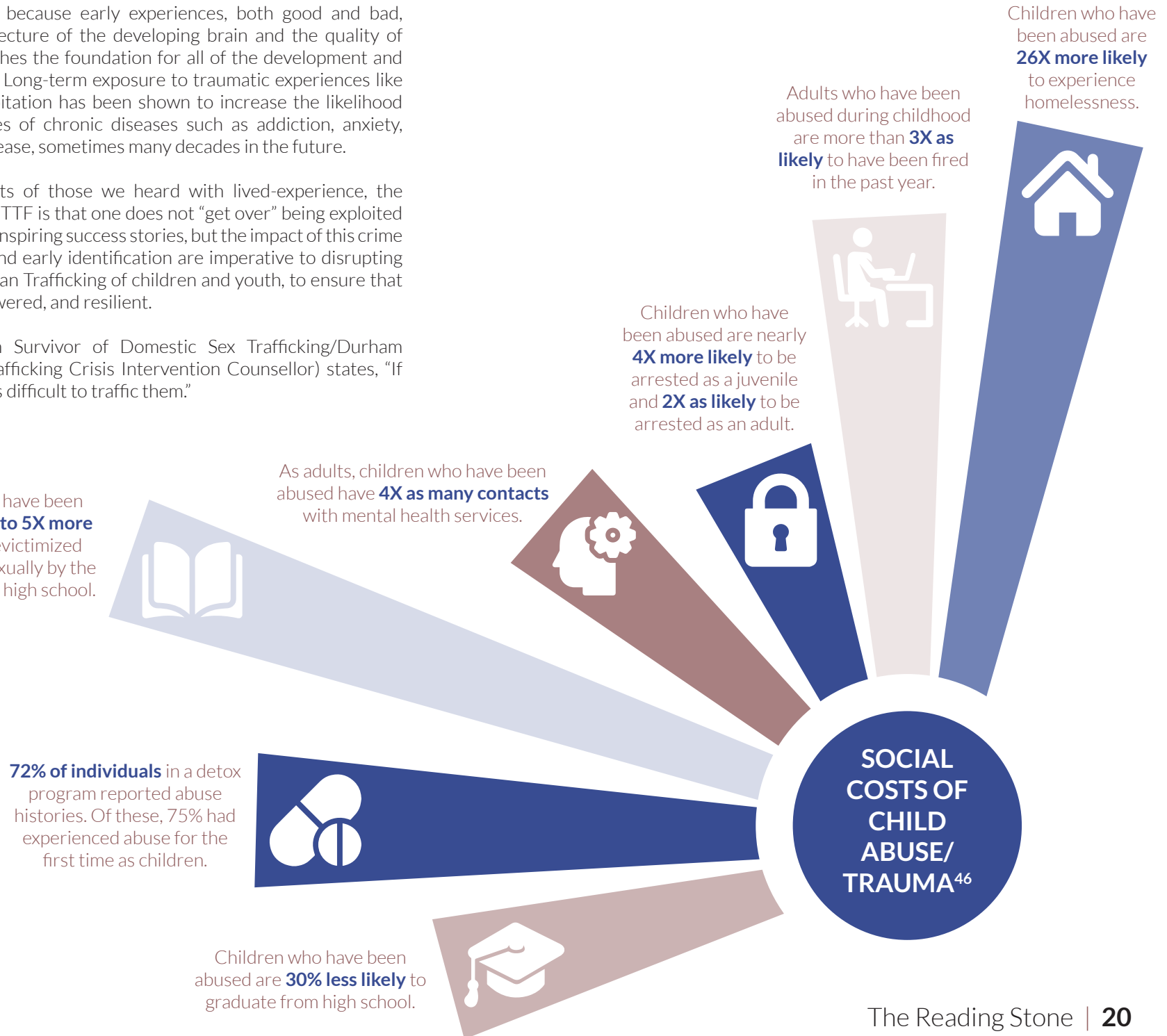
The commercial aspect of sexual exploitation is critical to separating the crime of exploitation from sexual assault or molestation, and yet, connections between early childhood trauma and exploitation are prevalent. The impact of trauma on children and youth creates enormous vulnerability on child development that can have lasting effects on both the Victims’ physical and mental health.<sup>43</sup> Human Trafficking is an outcome of vulnerability, and so, it stands to reason that there is a connection between early childhood trauma and an increased risk of being trafficked.



"The early years matter because early experiences, both good and bad, literally shape the architecture of the developing brain and the quality of that architecture establishes the foundation for all of the development and behaviour that follows."<sup>44</sup> Long-term exposure to traumatic experiences like abuse, neglect, and exploitation has been shown to increase the likelihood of developing many types of chronic diseases such as addiction, anxiety, depression, and heart disease, sometimes many decades in the future.

Informed by the accounts of those we heard with lived-experience, the impression left on the AHTTF is that one does not "get over" being exploited and trafficked. There are inspiring success stories, but the impact of this crime is life-long. Prevention and early identification are imperative to disrupting the exploitation and Human Trafficking of children and youth, to ensure that they are equipped, empowered, and resilient.

Karly Church (Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor) states, "If youth are empowered it is difficult to traffic them."





## TYPES OF TRAFFICKING

There are many forms of Human Trafficking, with intersections to many parts of everyday life and common industries and services. Trafficking of Migrant Workers, Forced Marriage (most prevalent in Manitoba, Saskatchewan, Alberta, and the Territories, **Alberta having the highest rate**),<sup>47</sup> Domestic Sex Trafficking, International Sex Trafficking, Bonded Labour, and more all occur. Human Trafficking is a relational crime, and involves the abuse of power and trust, progressing from exploitation of vulnerability and resulting in victimization.<sup>48</sup> Sources identify 25 types of Human Trafficking<sup>49</sup>, but the main 3 categories are **Sex Trafficking, Labour Trafficking, and the Trafficking or Harvesting of Organs.**

### SEX TRAFFICKING

Human Trafficking, for the purpose of sexual exploitation is, to date, the most common manifestation of this crime and where the vast majority of the Victims are Canadian women and children.<sup>50</sup> Receiving the most attention, in part because of sensationalism of sometimes inaccurate film/movie depictions, and in part because of the extremely violent and exploitative nature of the crime, is **Sex Trafficking**. Whether it is Domestic Sex Trafficking, International Sex Trafficking, Forced Marriage, or other variations and forms, Sex Trafficking, like many forms of trafficking, is an outcome of vulnerability. It can be related to early childhood sexual exploitation, child abuse, child sexual abuse material, and non-consensual use of images, and is often progressive in nature. **75% of people working in the Canadian sex trade were exploited as children.**<sup>51</sup>

### LABOUR TRAFFICKING

**Labour Trafficking** extends into the realm of the rights of Temporary Foreign Workers (TFW's), Migrant Workers, Immigrants, and New Canadians, challenging concepts of fairness, exploitation, union and worker rights, and the right to self-determination to make employment choices which may involve risk. Many similarities have been observed regarding behaviour and impact of Labour and Sex Trafficking Victims, including the trauma bond, conditions of vulnerability, and the need for collaborative wraparound services. Sectors such as hotels, restaurants, gas stations/convenience stores, home care, agriculture and construction have been identified as industries trending as vulnerable to Labour Trafficking activity. Labour Trafficking Victims are sometimes exploited or assaulted sexually over the course of their trafficking experience.

### ORGAN AND TISSUE TRAFFICKING

Canada is known as a “demand country” in relation to the issue of Organ Trafficking. The information on **Organ Trafficking** is scarce, but one source has indicated that Canada is among the top ten of global importers of organs.<sup>52</sup> Currently, there’s no law in Canada banning Canadians from taking part in transplant tourism — travelling abroad and purchasing organs for transplantation and returning home to Canada. Awareness campaigns have revealed, and credible research has shown, that large populations are being exploited in other parts of the world, specifically as unwilling organ donors and often at the cost of their own lives.<sup>53</sup> There are far more people in the world in need of a new organ than there are organs available. In any market where a dollar can be made because demand far outweighs supply, people can turn to the black market to find what they need. When a person’s life is on the line, the will to survive may be used as justification to override Human Rights.<sup>54</sup> For Organ Trafficking Victims who survive, all or the majority of the profit from the sale of their organ is kept by the trafficker. Upon return to Canada, Canada’s Public Health Care system bears the brunt of the costs associated with post-operative care as doctors are obligated to care for any patient, even those who have engaged in “transplant tourism”. In 2004, the Declaration of Istanbul urged member states to “take measures to protect the poorest and vulnerable groups from transplant tourism and the sale of tissues and organs, including attention to the wider problem of international trafficking in human tissues and organs.”<sup>55</sup>



## 8.0 The Survivor Lens - What We Heard

This section relays explicit details of Victim and Survivor experiences of physical, psychological, and sexual abuse and the real-life impact of the crime of Human Trafficking.



“How do you value human life?  
Women are sacred. Women are life-givers. Women,  
men, and children are not to be bought or sold.”

- Rachel Manichoose, Canadian Indigenous Survivor of Domestic  
Familial Sexual Exploitation and Human Trafficking in Alberta.

Human nature often searches for a solution, an explanation, some sense of meaning and purpose. Loneliness and alienation can skew a person's sense of need and increase risky behaviour. It can be challenging to process the accounts of those with lived-experience due to the sense of hopelessness and desperation, and the horrible abuse associated with this crime. Lived-experience accounts easily turn even the most jaded heart away, recoiling in disgust, shame, fear, pain, disbelief, and anger.

It has been explained to the AHTTF that the sharing of personal Human Trafficking experiences can be at times both re-victimizing and empowering for Survivors. In some mysterious way, Survivors can experience both feelings at the same time and on a continuum. Although healing and rehabilitation occur and restoration is sometimes experienced, the crime of Human Trafficking leaves a mark and changes the trajectory of one's life forever.

**Human Trafficking is a relational crime, and such a horrific abuse of Human Rights requires traffickers and exploiters to stop seeing the humanity, the sacred name of the Victim, and instead, to see Victims as a product, nameless; simply a commodity to be used and profited from.**

**It is important to acknowledge the courage required to relive and retell such revealing and painful details, and to not take the responsibility of stewarding these stories lightly. These accounts deserve meditation, reflection, and thoughtful action.**

**The following Survivors have allowed you, the reader, to “hold their hearts in your hand” with the hope that you will see their experience through the Survivor Lens, that you will gain knowledge and wisdom, and pass your learning and experience along to those you influence.**

**With knowledge comes responsibility, and with the gift of this new and enhanced insight comes the opportunity to help others to see the realities of Human Trafficking as well.**

## RACHEL MANICHOOSE

I am a miracle and a survivor. My name is Rachel Manichoose and I'm a proud Cree woman from Sturgeon Lake Cree Nation. I am a survivor of familial and sexual exploitation.

My story is one of solitude, trauma, resilience, survival, and growth. I grew up in an addiction-based, abusive home. My journey of sexual exploitation started when I was very young – all I remember is pain. I was just four years old when my body was shared with someone else. When I was six years old, I was offered money for my body. I was shared around, "It's your turn", the men would say to each other.

This became my normal – but how can this possibly be normal, for any human being?

I was eventually displaced, and went from family to family, without having a home. I was kept away from other kids in the community. I started to believe that I didn't deserve love, that I only deserved pain. This was no way to live. I was dying while I was still alive.

As I grew older, I was introduced to alcohol and hard drugs, and continued to be exploited. I ended up in strip clubs, and I met other women in my situation that I never saw again. I was involved in horrible relationships, and trained to believe that my body was for someone else, that it didn't belong to myself.

Miraculously, I found a way out, and I accepted the truth of my story three years ago. I survived multiple overdoses, suicide attempts, murder attempts, being beaten, and left for dead. I found my truth, and I found some of my healing by participating in a sweat lodge. My brain and body has healed in ways it shouldn't have, and I am learning to forgive myself for allowing myself to be hurt this way.

Today, I am a human rights advocate and I share my truth to help make change for our future generations.

I am not what was done to me, and I am not powerless anymore. I am a survivor, and I will fight for the girls and women who are still in the place where I was.

How do you value a human life? Women are sacred. Women are life givers. Women, men and children should never be bought or sold.

## JENNIFER & MADDISON

It's often said that a Mother's love surpasses all. In that case, a Mother's heartbreak must encounter pain, suffering, and anguish like no other. For Jennifer Holleman, her journey as a mother to daughter Maddison has taken her from a place of concern, to fear, anguish, desperation, heartbreak, grief, and today, the pursuit of justice. Despite it all, her constant has been the incredible love for her firstborn daughter Maddison and granddaughter Cali Mae.

This is the story of a Mother's love and heartbreak.

Raised in Nova Scotia, Jennifer's daughter Maddison was a good student, learning French and participating in athletics – she was even a two-time national boxing champion. Like many teenagers, Maddison began exploring new friendships and relationships. A new boyfriend (her first love) and a new friend entered Maddison's life, quickly leading her down a path of skipping school, partying, drugs, and secrecy. Her new boyfriend started exercising control over Maddison, manipulating her and slowly pulling her away from her family.

Maddison managed to initially get herself away from the situation, and soon gave birth to a daughter. But a move out west in 2012 changed her life forever, when Maddison became a victim of Trafficking. For Jennifer, the events that continued to unfold in Maddison's life was like trying to put together the pieces of a large, complicated puzzle. She says, "Every phone call and message was like a huge puzzle. Today, I'm still trying to put the pieces together."

In the years that followed, Maddison became consumed by a life of Trafficking, based in Alberta, but being moved throughout the country. Her phone number and residence changed. Jennifer was heartbroken and desperate. Says Jennifer, "I called Maddison out on her actions, and communication was touch and go for months on end. I pleaded and begged with her to get out, but the more I tried to talk to her, the further she pushed herself away. She had my granddaughter. One day, she said she wasn't ok, that I needed to come and get Cali Mae, or that someone else would. I knew it was serious."

When Jennifer finally found Maddison in Northern Alberta, she wasn't the daughter she had known – she was empty on the inside. At Maddison's request, Jennifer brought her granddaughter Cali Mae home to Nova Scotia. In the years that followed, while Maddison made it home for a visit, she was constantly lured back to the underground and often violent world of Trafficking.

Says Jennifer, "She eventually came home, got a job, was playing rugby, and made some friends. But then she went away again – to Halifax, to Moncton, Brampton, Mississauga, Toronto. Eventually she ended up in Alberta again."

The day that changed Jennifer's life forever was hearing that her beloved daughter Maddison was killed in a car accident. The details emerged as a Mother's worst nightmare: Maddison was the passenger in a vehicle driving 125km/hr down Whyte Avenue, a major Edmonton thoroughfare. The car flipped upside down. She died immediately. It is thought that the driver was a John (sex buyer). Maddison was only 21 years old.

A returned cell phone helped Jennifer slowly put together more pieces of the puzzle, which is still left completely unfinished. There were messages, voicemails, and cryptic notes that showed Maddison's life had turned into survival mode. The beatings and torture her daughter faced from her traffickers was nothing short of horrific. Says Jennifer, "They beat her, they burned her, set her hair on fire. Raped her. She was tortured. They killed my child. And they are still walking the streets and doing the same to other women and girls."

In an act of incredible courage and resilience, Jennifer Holleman has become an advocate for Human Trafficking, telling the story of her daughter Maddison and working to end this crime. Says Jennifer, "I don't want Maddison's legacy to be one of pain, of torture. I want her story to be one of positivity and hope. No human should have to go through what she went through."

## KARLY

Her traffickers might call her a Victim, but Karly Church is a hero. Karly was able to safely exit, regain her sense of worth, and now uses her power to help other Victims.

At the start, Karly didn't realize she was being trafficked. She says, "The only thing I had learned about trafficking was from the movies. I had no idea what was happening to me, because it didn't look like the movies."

She continues, "I have worked with Victims who are under 18, and they're in school during the week. They get picked up by a pimp after school on Friday, are Trafficked for the weekend and then home for curfew. Trafficking doesn't look the way you think."

Karly's personal story follows the classic five stages of being Trafficked, which include Luring, Grooming & Gaming, Coercion & Manipulation, Exploitation, and Recruitment.

People think that people are being forcibly confined, which is sometimes true, but not often the case. Says Karly, "Initially, I went with him because I truly believed he was going to be there for me. There aren't handcuffs, but there are invisible chains. It's psychological manipulation and a trauma bond that gets you there and keeps you there."

After years of struggle and with only a backpack with a change of clothes, Karly ended up at a house. A man came over and could see her vulnerabilities: she was in a new city, homeless, she had issues with drugs, and had no contact with family. He said to her, "What are you doing here? You are too beautiful to be here." Says Karly, "He asked me a million questions – he asked me about my struggles, what I wanted in my future. He asked me, 'What happened to you in the past that causes you to do drugs today?' I had been waiting for so long for someone to notice that I was struggling. I told this man things I had never spoken out loud before. I thought, for once, someone wants to get to know me and wants to take care of me."

The man bought Karly food, got her a hotel room, and let her sleep. The next day, he showered her with compliments and bought her clothes. He gave her a sense of belonging and family. She says, "He met all of my basic needs. This was the best my life had ever been. I missed any red flags, because I wanted this so badly to be real."

Soon, her trafficker asked her to do things that were sexual, uncomfortable and traumatic. He would reward her with drugs. She says, "I longed to belong. There's nothing I would have said no to."

Then, a very direct and manipulative request from her trafficker. He said, "This is how much money you owe us, and this is how you're going to pay us back."

Karly was afraid, and began escorting to pay her "dues". Her trafficker controlled everything. He decided how many times she had sex a day, what services she would provide, what she would charge. Karly recalls it bluntly: "It was the most horrific time of my life. I hated every minute of it."

The manipulation was real. Says Karly, "My pimp sat down next to me on the bed – it was so genuine. He said, 'Karly, I am so proud of you.' – I had told him that the only thing I wanted was someone to say they were proud of me. I would do anything to hear those words over and over again. I was not willing to walk out and risk not hearing it again. He found my crack and he filled it. This is what Human Trafficking looks like. It does not look like the movies."

A York region Detective saw Karly's ad online and identified the signs. He booked a fake appointment with her trafficker, showed up at her hotel and talked to her. Once her traffickers were charged, Karly says the right supports were put in place for her. She says, "The detective made sure I got to the hospital and had services in place to send me to a safe place. They brought me a cell phone and financial assistance. They introduced me to loving and caring people. They helped me apply for a treatment centre, drove me there, and gave me someone to call. They provided me with the job posting for my first job as a peer support worker. They were there for me no matter what. This is crucial."

Karly has been a survivor for six years. Today, she has come full circle, and she works with the Durham Regional Police Service to support other Victims find a way out. Karly regained her power to help others do the same. Today, she dedicates her life to bringing awareness to domestic sex trafficking.



“I was sold to men because of my ‘exotic’ look.  
Their fantasy became my trauma.”

- April Eve Wiberg, Survivor, Trafficked in Alberta

“A grown man paid to use my body when I was 13 years old.  
This would continue for 15 years with no interference from anyone.”

- Trisha Baptie, Survivor Advocate, founder of EVE (Exploited Voices Now Educating)

“Being forced to sell myself eventually became my normal,  
but I’ll tell you, there’s nothing normal about a girl being sold.”

- Rachel Manichoose, Canadian Indigenous Survivor of  
Domestic Familial Sexual Exploitation and Human Trafficking in Alberta

## 9.0 Guiding Principles

Most-promising practice across Canada has demonstrated the need to innovate and enhance past strategies in identifying and interacting with Victims and Survivors of Human Trafficking. Built on top of the foundational, Strategic Pillars of Prevention, Protection, Prosecution, Partnership, and Empowerment, the **Six Guiding Principles** set the stage for a new Human Trafficking approach. The Six Guiding Principles have emerged through a process of extensive research, consultation, and has been informed by most-promising practices and the lens of what we heard from those with lived-experience. Similar models are proving effective in other jurisdictions in Canada and internationally.

*Special thanks goes to the Durham Regional Police Service and the creators and contributors of the Durham Region Human Trafficking Model for their excellent work, which is referenced in this Report and helped inform development of the principles. Prioritized emphasis on prevention in these principles has been informed by Survivors, Survivor advocates and thought-leaders/presenters to the AHTTF.*

“Using your voice is scary, but I’m tired of hiding. We have to break down the myths about exploitation and trafficking and teach young people that this is wrong. I know there are other ‘April Eves’ out there, and I will do everything in my power to protect those who need it most.”

-April Eve Wiberg, Survivor,  
Trafficked in Alberta

The Six Guiding Principles were informed by the Primary, Secondary, and Tertiary Prevention Approach.<sup>56</sup> It is noted that while prevention can be challenging to measure, it has been identified as the most essential strategy to prioritize future strategies in combating Human Trafficking.

### Primary Prevention:

Aims to prevent Trafficking before it ever occurs. Strategies include legislation, public awareness, and community education with a focus on youth.

### Secondary Prevention:

Aims to provide early intervention for individuals who have experienced or are at risk to be trafficked. Strategies include improved screening/identification techniques, training for frontline service providers, and community education.

### Tertiary Prevention:

Aims to minimize harm for individuals who have already been affected by Trafficking. Strategies include: client centred advocacy, collaborative practices (joint service delivery protocols and information sharing agreements), specialized staff, and a specialized continuum of care that removes barriers for access to services.



## GUIDING PRINCIPLES

1

### SURVIVOR LENS

- Survivor perspective is essential.
- Review and feedback from Survivors on policies, services, programs, models, and strategies.
- Client Centred recognition that the process of recovery and rehabilitation is Survivor led, encouraging self-direction and determination on the journey to exit and healing.

2

### RELATIONAL APPROACH

- Acknowledges the importance of relationship, trust, understanding, and mutual respect— both in Client Centred interactions, and across organizations/ agencies.
- Recognizes Human Trafficking is often a relational crime requiring intervention based on relationships.
- Basic physiological, psychological, and safety needs of Survivors must be prioritized, fulfilling basic needs formerly met by traffickers.

3

### CLIENT CENTRED

- Agency collaboration across jurisdictions and borders. Victims' needs placed before jurisdictional boundaries and funding regulations.
- Collaboration valued over competition.
- Seamless and integrated multi-sectoral wraparound services.
- A continuum of care which meets clients where they're at given their physiological, psychological, and social state.

4

### TRAUMA INFORMED

- Recognizes the impact of violence, abuse, poverty, inter-generational trauma, community specific root causes, and the connection of vulnerability to trafficking and exploitation.
- Acknowledges the progressive nature of vulnerability.
- Building rapport and trust through active listening.
- Minimizing the number of times a client shares their story to access services and the impact of system induced trauma.

5

### VALUE & IMPACT

- Teachability, humility, transparency and a culture of continuous learning.
- Outcome and accountability based.
- Rigorous data collection, evaluation and research. Think open source.
- Policies and procedures to hold traffickers accountable.
- Innovative, entrepreneurial Public and Private Sector involvement and investment.

6

### EVERY DOOR IS OPEN

- Removal of barriers for individuals.
- Multiple points of entry provide access to a single response.
- Responsibility for follow-through with warm transfers. (Maddison's Principle)\*
- Universal and consistent messaging, protocols, training, definitions.

*\*Honouring Maddison's life and the wishes of her mother Jennifer that her legacy not be one of pain and suffering but hope, it is proposed that Maddison's Principle be Alberta's commitment that no Human Trafficking Victim will fall between the cracks.*

# 10.0 Recommendations

★ SHORT TERM (NEXT 2 YEARS)

+ MEDIUM TERM (3-5 YEARS)

## 1 THE CREATION OF AN ALBERTA OFFICE TO COMBAT TRAFFICKING IN PERSONS (AOCTIP)

### WHAT WAS SAID

***“Files are successful when agencies work together 100% of the time. When agencies do not work together, files are unsuccessful 100% of the time.”*** -Corporal David Lane, Human Trafficking Unit, RCMP Nova Scotia

***There is a need for collaborative, integrated services.*** (Multiple presenters to the AHTTF)

***Traffickers know and believe we do not have a coordinated approach.*** (Multiple presenters to the AHTTF)

***Expand governance to ensure all entities involved in Human Trafficking are working from the same mandate – a collective impact model.*** (Multiple presenters to the AHTTF)

### CALL TO ACTION ★

#### ► The Creation of an Alberta Office to Combat Trafficking in Persons (AOCTIP).

In an effort to reflect commitment and leadership on the key human rights and law enforcement issue of Human Trafficking, and as a diplomatic tool to engage foreign governments on Human Trafficking, the U.S. State Department’s *Trafficking In Persons Report (TIP)* has demonstrated Human Trafficking’s global threat requiring global response for over 20 years. In doing so, the TIP Report has become a tool to promote successes, encourage best and most-promising practice, provide measurable Value & Impact, and to create a mechanism of accountability. It has clearly presented opportunities and challenges to the fight against Human Trafficking, and been a “keeper of the vision” for governments, Survivors, NGOs, industry leaders, communities of faith, and advocates to remain steadfast in the protection of human dignity and the pursuit of freedom.<sup>57</sup>

Likewise, in Alberta, there needs to be a dedicated body to be the ‘keeper of the vision’. The recommendation of an Alberta Office to Combat Trafficking in Persons **outlines the mechanism of how the remaining four primary recommendations will be implemented and will position Alberta going forward as a leader nationally and internationally.** Working in a cross-Ministry capacity, and directly in cooperation with the AOCTIP, Ministries would work collaboratively with the Office and a Community-Led Leadership Board to coordinate activities to combat trafficking in Alberta.

Multiple presenters to the AHTTF urged our committee to recommend and advise the Government of Alberta to create an Alberta Office to Combat Trafficking in Persons (AOCTIP). This would operate with responsibilities similar to the function of the US Secretary of State Office to Combat Trafficking,

and Ontario's Provincial Anti-Human Trafficking Coordination Office. The office's responsibilities would include ongoing coordination, measuring Value & Impact, and functioning as an advocate for the adoption of this Report's proposed Guiding Principles for all agencies combating Human Trafficking in Alberta. The Office would serve to ensure a universal, coordinated approach to combating all forms of Human Trafficking in Alberta, and would work with The Government of Alberta to achieve the recommendations in this report, rally the community in addressing and suppressing Human Trafficking, and maintain a culture of learning, excellence, and vigilance in addressing Human Trafficking in Alberta. **The AOCTIP would establish and maintain an environment within the anti-Human Trafficking community which acknowledges that organizations combating Trafficking in Alberta operate within their own philosophies, and therefore provide programs and services aligned within their organizational values and mandates. Having said that, the AOCTIP would ensure that there is a shared understanding that upon collaboration, universal principles, and protocols inform the manner in which prevention, assessment, and intervention occur, ensuring a unified, wraparound, province-wide, community response model on behalf of Human Trafficking Survivors, Victims, and those at risk.** Facilitative in nature, AOCTIP would ensure coordination, communication, agency accountability, universality and consistency in protocols, training, education, definitions, and messaging. Additionally The Office would promote a Social Safety Net Continuum, streamlining access, matching, and effectiveness to available social safety net supports. Through the application of Social Impact Audits, the AOCTIP would enhance future Social Impact Audits by encouraging publicly funded entities and donor recipients to enhance data availability and service information. Through an Integrated Funding Framework, the Office would work with government to encourage efforts to recalibrate investments towards priority populations and high performance service providers. AOCTIP led Systems Planning & Integration efforts would advance an evidence-based approach to Human Trafficking investments in provincially-funded supports.<sup>58</sup> The Office would maintain prioritization of lobbying at all levels of government to strengthen legislation and policies which prioritize the well-being, recovery, and rehabilitation of those with lived experience of Human Trafficking, and would advocate for the strengthening of penalties and sentences against human traffickers using data-informed, effective, and most-promising practices.

The HelpSeeker Report indicates that the amount of funding provided to Human Trafficking related supports is not translating to Value & Impact for Victims and Survivors of Human Trafficking. "Additional capacity is needed, and/or capacity building and skilling up of existing supports." HelpSeeker's research and data science team reported significant challenges in the systems mapping effort to generate an accurate understanding of Human Trafficking supports ecosystem in Alberta. In their technical briefing, they noted that,

"If a team of PhD level researchers are finding it this difficult to locate and navigate these resources, how can we expect someone experiencing trauma in extremely vulnerable circumstances to find their way out?". The need for systems navigators and a more transparent, streamlined, and efficient approach was presented.

By facilitating and maintaining cross-agency information sharing agreements and MOUs, The Office would facilitate the streamlining of collaborative agency interventions on behalf of Human Trafficking Survivors province-wide.

It is proposed that the AOCTIP would be composed of a Community-Led Board of respected community leaders who uphold and promote the Guiding Principles as detailed in this report. The Office would be led by individuals with expertise in the area of facilitation, systems thinking, and transformational change. This Office, with its specialized staff and board, would work alongside the provincial government, in a "co-lead" capacity, as well as enhancing and fostering strong working partnerships with community organizations and law enforcement. The AOCTIP would also promote, oversee, and facilitate a multi-agency regional wraparound coordinated response to Human Trafficking. Utilizing the Survivor Lens, and in adherence to the Guiding Principles, supported by the Strategic Pillars of the National Action Plan, the AOCTIP would be the coordinating/facilitating body for all efforts in relation to combating Human Trafficking in Alberta. The AOCTIP would work in tandem with agencies, law enforcement, government, the general public, provincial counterparts, and with the federal level. **A hybrid Public/Private Sector funding model is envisioned, with a focus on innovation, best and most-promising practice, and an entrepreneurial approach.** The AHTTF agrees with Executive Director of CUPS (Calgary Urban Project Society), Carlene Donnelly, in her presentation, which outlined that organizations and models for social impact should not be totally government funded. She emphasized the importance of allowing the "...community to own a piece and share responsibility for this issue", and that, "There is a need to create hybrid models of funding and accountability," which has been a recurrent theme identified by presenters to the AHTTF.

**A recurring message from Law Enforcement has been that, "...we can't arrest our way out of this problem.". This shines a spotlight on what most-promising practice has revealed; effectively addressing and suppressing Human Trafficking requires the community and government to partner, be aware, engaged, educated, and invested in the issue for intervention and prevention to succeed. All measures to combat Human Trafficking are a shared responsibility, and the ability to achieve disruption and ultimate dismantling of Human Trafficking activity requires input and involvement from all members of society. The AOCTIP would serve as the facilitator of this partnership.**

On the topic of “naming and shaming”, i.e. “publishing names of businesses found to have knowingly facilitated Human Trafficking” as outlined in the Government of Alberta’s Nine Point Plan, the AOCTIP would maintain this list, but perhaps more importantly, amplify the names of businesses in Alberta who agree to hold themselves to the Corporate Social Responsibility and Environmental, Social and Governance (CSR and ESG) standards of reporting the status of their supply chain, with a goal of attaining a clean supply chain through appropriate sourcing. The goal on this front would be to encourage cultural change through positive reinforcement and community engagement, while calling out bad actors in the business community in Alberta through a “push/pull effect”, and to support the main concepts of the proposed Bill-216, The Modern Slavery Act.

It was noted by the AHTTF that variations of the Provincial Office model have been implemented to varying levels of success in multiple jurisdictions across Canada, and has emerged as a best and most-promising practice model. The Provincial Office model has been upheld by numerous AHTTF presenters as the best option to facilitate a universal approach, consistency, collaboration, cross-jurisdictional/border, cross-Ministry cooperation, and the sharing of information and resources.

## **THE ALBERTA OFFICE TO COMBAT TRAFFICKING IN PERSONS (AOCTIP) (WORKING IN COLLABORATION WITH GOVERNMENT AND COMMUNITY)**

### **LEADS ALBERTA’S RESPONSE TO HUMAN TRAFFICKING THROUGH:**

**Ongoing Systemic,  
Legislative, and  
Policy Assessment  
Review**

**Coordination  
of Research,  
Data Collection,  
Analysis, and  
Reporting**

**Implementation/  
Oversight of the  
Collaborative  
Alberta Response  
Model**

**Indigenous/  
Cultural Human  
Trafficking Liason**

**Coordination/  
Development of  
Education and  
Training Programs**

## CALL TO ACTION

- ▶ **That Indigenous led Health and Wellness specific prevention initiatives, wraparound/holistic services, Human Trafficking specific transportation and hospitality training, and an understanding and appreciation of the history, culture, and traditions of Indigenous peoples be supported and prioritized.**

The Ontario Provincial Government has created The Provincial Anti-Human Trafficking Coordination Office. The Office leads Ontario's response to Human Trafficking through: systemic, legislative, and policy changes; research, data collection, analysis, and reporting. It provides specialized anti-Human Trafficking training; promotes collaboration with communities and coalitions to support localized responses, capacity building, and ensures the embedding of Survivors' feedback into Ontario's system, as well as advising on policy and program changes. Fifty-four agencies are funded to provide specialized Human Trafficking support in the following areas: specialized social supports, justice system supports, Indigenous services, peer supports, health services, housing and residential services. In Alberta, while it may seem that a notable amount of funding is currently going into social issues, only a very small fraction of this makes it into the service delivery landscape accessible by those looking for support related to Human Trafficking.<sup>59</sup>

**Unique to Ontario's Provincial Anti-Human Trafficking Coordination Office is a separate "stream" for resources/services specific to Indigenous populations, which would be strongly advised for an Alberta Provincial Office model as well.**

It is the opinion of the AHTTF that the creation of the AOCTIP will not succeed in addressing and suppressing Human Trafficking in Alberta without Indigenous consultation and partnership. 60-75% of children and youth in the care of child protection in Alberta are Indigenous. Children in care are 60X more likely to be trafficked. The HelpSeeker Report indicates that only 5 (3%) of Human Trafficking specific service listings were specifically found to be focused on Metis, Inuit or First Nations in Alberta.<sup>60</sup> The recently released Canadian Centre to End Human Trafficking *Human Trafficking Corridors Report* includes the following, "Note on Indigenous Women and Girls: Previous research in Canada has indicated that Indigenous women and girls are more likely to experience commercial sexual exploitation compared to other demographic groups. In the current research, 53% of service providers and 40% of law enforcement respondents indicated that they had worked with survivors identifying as Indigenous. When asked to provide estimated breakdowns of their overall caseloads, however, the vast majority stressed that Indigenous victims and survivors did not represent a significant proportion of their cases. When we asked our participants about

the experiences of Indigenous victims and survivors, we heard that they were not trafficked through escort services or transported through human trafficking corridors to the same extent as other demographic groups. Rather, Indigenous women and girls are more likely to experience trafficking after travelling to urban centres from rural communities for reasons unrelated to exploitation, such as for medical appointments, to begin school, or seek employment opportunities. Through Indigenous lived-experience accounts of familial exploitation, intergenerational trauma has been identified as a risk factor for exploitation and trafficking later in life. Support for Indigenous rural communities and for safe transitions between rural and urban centres is recommended as one potential role of the proposed AOCTIP Indigenous Liaison. Once in an unfamiliar urban area, Indigenous women and girls may be preyed upon by traffickers, or they may engage in survival sex to meet their basic needs, such as access to food and shelter. Although our research did not corroborate previous findings that show a higher incidence of sex trafficking among Indigenous women and girls, we cannot conclude that this group is not over-represented among all human trafficking victims and survivors in Canada. **Further research is required to understand how human trafficking impacts Indigenous women and girls.**"<sup>61</sup>

Alberta cannot effectively address and suppress Human Trafficking without the knowledge, wisdom, and lived experience of Indigenous Knowledge Keepers, Elders, and Human Trafficking Survivors.

In alignment with Ontario's Anti-Human Trafficking Strategy, the following is advised as an integral part of the AOCTIP response.

- ▶ **Indigenous specific supports, resources, and services**
- ▶ **Public Education targeted to Indigenous communities**
- ▶ **Multi-Sectoral training with Indigenous-specific components**
- ▶ **Enhanced Human Trafficking specific Indigenous Victims Services**
- ▶ **A joint forces team including First Nations police services**

**It is proposed that an Indigenous Human Trafficking Liaison Position be embedded into the planning and delivery programs of the AOCTIP office to ensure integration of Indigenous perspective, expertise, culture, and traditions.**

The AHTTF consulted with the Alberta Missing Murdered Indigenous Women and Girls Working Group (MMIWG) to ensure advice and recommendations are informed by and are aligned with the Human Trafficking specific MMIWG Calls for Justice in the areas of:

- ▶ Indigenous led Health and Wellness specific prevention initiatives
- ▶ Wraparound/holistic services
- ▶ Human Trafficking specific transportation and hospitality training
- ▶ An understanding and appreciation of the history, culture and traditions of Indigenous peoples.

The integration of resiliency models with an Indigenous-led focus on strengths, advocacy, and contribution to non-Indigenous knowledge and culture has been identified as a priority by the AHTTF. Partnership and pathways between Indigenous and non-Indigenous cultures in a positive, collaborative way is essential. In an interview responding to recent events revealing the impacts of Residential Schools and Indigenous children found buried in multiple unmarked grave sites Chief Cadumus Delorme of Cowessess First Nation made a profound statement: "It doesn't matter if you're Indigenous or not, we all stand beside each other, one day at a time to get stronger."<sup>62</sup> The same can be said about the issue of Human Trafficking. The need for all communities, cultures, groups, and individuals to work together to address the issue of Human Trafficking was strongly highlighted throughout the sixteen months of AHTTF presentations. Dedicated supports designed by and for Indigenous people should be seen as opportunities to assess Value & Impact,

and to inform best and emerging most-promising practice in non-Indigenous communities as well. Additionally, Indigenous-led supports should recognize, understand, address, and suppress the phenomena of Familial Exploitation and Trafficking, as it has been identified as a risk factor by many presenters and Indigenous Survivors to the AHTTF.

**Recommendation #1 is in alignment with comments provided by the Ministries of Justice and Solicitor General, Community and Social Services, Indigenous Relations, Service Alberta, and Labour and Immigration as per the *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking* document.<sup>63</sup>**



## 2

## PRIORITIZED/ENHANCED ACCESS TO COORDINATED SERVICES

### WHAT WAS SAID

*“When I was 16 and my mom abandoned me – I went to a youth shelter, the shelter was full and they turned me away. I contacted Social services, and a worker told me I was old enough to get a job, and she turned me away. I was turned away as a youth! I had nothing! So I returned to my older, drug-addicted boyfriend. I found other ways to help myself.”* - April Eve Wiberg, Survivor, Trafficked in Alberta

*“When we call late at night we currently don’t know where to take a victim. (There’s only a) brief window of opportunity to intervene.”*  
- ALERT (Alberta Law Enforcement Response Teams)

*Agencies need to come together with a common goal—need to be ‘connected’ with a shared accountability. We need to move from a competitive model to a collaborative model.* (Multiple Presenters to the AHTTF)

*NGO’s need to work together to provide wraparound services—“knowing who to call and when to engage” – this is a consistent request in the work being done for sexual and labour exploitation/trafficking.* (Multiple Presenters to the AHTTF)

*Consider an “Integrated Funding Framework, recalibrating investments towards priority population and high performance service providers.”*  
- HelpSeeker Report

*“There is extremely limited transparency of the referral, eligibility and access processes and criteria for human trafficking supports...”*  
- HelpSeeker Report

*“Services (must be) immediate, not a week later. Victim Services is critical. Victim Services is the lead coordinator when Victims come forward.”*  
- Detective Dave Davies, Durham Regional Police Service

### CALL TO ACTION



- **The development of a Coordinated Alberta Community Response Model— Services and supports need to be identified across a continuum of immediate, coordinated, and long-term care ensuring prioritized access, no barriers, and a wraparound collaborative approach.**

In no way meant to undermine or diminish the excellent work and diligent efforts being put forward against Human Trafficking in Alberta, multiple presenters detailed a current state of fragmentation and siloed response with lack of organization and unclear accountability in addressing and suppressing Human Trafficking in Alberta. This was stated to be the situation for both Labour and Sex Trafficking. There is clearly room for streamlining of Alberta’s current system, and for vast improvement in how services are accessed and delivered in forms of Trafficking.

The Human Trafficking experience exists on a continuum, and the full prioritization/enhancement of access to services must extend to **Victims, Survivors, and those at risk of being Trafficked** to ensure that the entire Human Trafficking spectrum is addressed and that Every Door is Open. Canadian Trafficking Survivor Karly Church’s story details the impact of immediate and coordinated prioritized/enhanced access to services, which is essential to effectively and efficiently intervene on behalf of Victims of Sex Trafficking:

**“A Durham region Detective saw Karly’s ad online and identified the signs. He booked a fake appointment with her trafficker, showed up at her hotel and talked to her. Once her traffickers were charged, Karly says the right supports were in place for her. She says, ‘The detective made sure I got to the hospital and had services in place to send me to a safe place. They brought me a cell phone and financial assistance. They introduced me to loving and caring people. They helped me apply for a treatment centre, drove me there and gave me someone to call. They provided me with the job posting for my first job as a peer support worker. They were there for me no matter what. This is crucial.’”** - (excerpt from Karly Church Story presented to AHTTF)

It has long been recognized that the effects of Trauma Bonds and “Stockholm Syndrome-like” effects are endemic in Human Trafficking situations, further supporting the importance of the establishment of **swift and efficient integrated referral pathways and a consistent/coordinated response**. It takes an average of 3 years and 7 attempts of intervention to successfully rescue a child from a life of exploitation<sup>64</sup>, which demonstrates a clear need for

an **ongoing and sustained 'needs first' approach** which meets physiological and safety needs of Victims, builds trusting therapeutic relationships with Survivors (Relational Approach), and provides unconditional, prioritized, enhanced provision of services and resources.

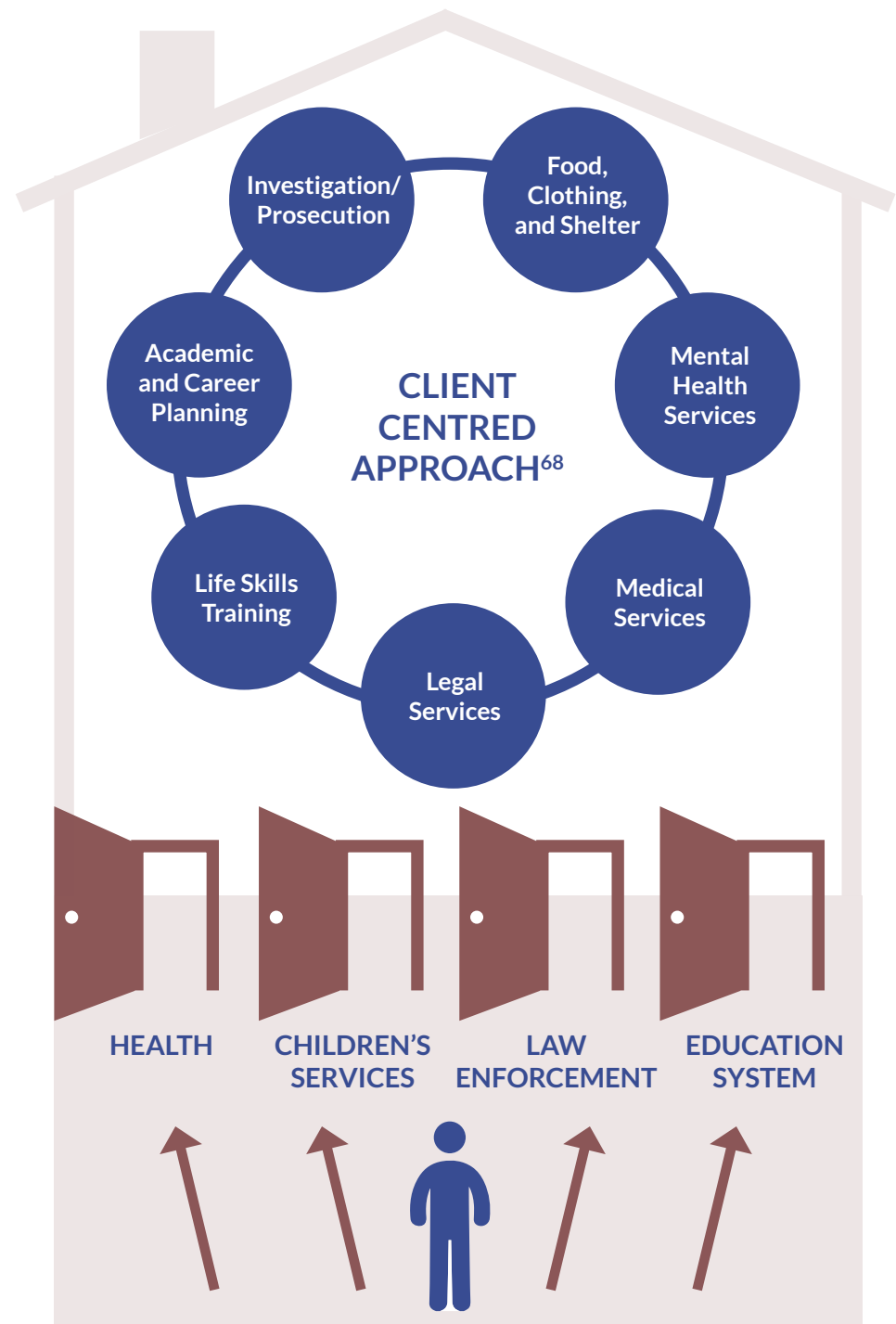
The need to modify intake processes for Victims of Human Trafficking on an enhanced/priority basis has been identified. Opportunity for Human Trafficking intervention is time-sensitive, and requires implementation of the "Every Door is Open" Guiding Principle. Survivor accounts presented to the AHTTF have included testimony which detailed a current system in Alberta which has turned Human Trafficking Victims and those at risk away from needed supports based on sobriety/addiction, lack of service assets (not enough beds or specialized services), revealing a lack of specialized training, and misidentification of/failure to recognize the signs of Human Trafficking.

Clearly articulated by multiple presenters to the AHTTF was the need for a continuum of wraparound, trauma informed services accessible to all Victims within the province to address: case management, safety, housing, medical services, mental health services, legal services, training/education programs, clothing and food, interpretation/translation, life skills training, employment assistance, and community reintegration.

Vulnerabilities of Temporary Foreign Workers (TFW's) due to lack of permanent status, employer specific work permits, employer provided housing, physical and social isolation, as well as limited access to services, language, and legal supports were also presented, suggesting a need for more robust monitoring, enforcement, and coordination of services. In the presentation by Detective Staff Sergeant Coyer Yateman, Ontario Provincial Police, Anti-Human Trafficking Investigation, and Abeid Morgan, Canada Border Services Agency, Assistant Director Criminal Investigations Section Enforcement and Intelligence Operations Division, the need for coordination, information sharing agreements, and multidisciplinary collaboration was essential to effectively assist Victims of Labour Trafficking.

Clearly, there is a need for an improved ongoing system, which places **the onus on community, agencies, and government to work together to support Human Trafficking Survivors, instead of the current system, which largely places the responsibility on Victims to navigate the system themselves contributing further to system induced trauma.**

**Additionally there is a need for government Ministries to create a broader government strategic plan on how money is expended across Ministries on the issue of Human Trafficking.** This needs to extend to a more coordinated and integrated approach to policy development, evaluation, and measuring Value & Impact of resources expended.





Currently in Alberta, as identified in the HelpSeeker Report, separate budgets are allocated for separate initiatives and projects within the province, creating fragmentation and duplication. An opportunity for an Integrated Funding Framework created through the recalibration of investments towards priority populations and high performance service providers was identified. Using Systems Planning and Integration, an evidence-based approach to Human Trafficking investments in provincially-funded supports is recommended. Studies show that 74% of funding to combat Human Trafficking spent in Alberta comes from the provincial government\*, revealing an opportunity for cross-ministerial efforts to develop, track, and systems plan for a united provincial strategy. A truly cross-ministerial collaboration to combat Human Trafficking has been identified as having a strong potential for positive value and impact if prioritized. Indications are that a cross-ministerial integrated funding strategy on Human Trafficking, KPIs, and data management would resolve most of the gaps in information which currently exist in the sector, but more importantly, move the needle on policy and funding integration within the current provincial envelopes and accountabilities.

Further to the current lack of coordination to combat Human Trafficking in Alberta, a surprising per capita regional variation in urban centres indicated stark gaps in services in some communities. Calgary and Edmonton appear to have the highest number of supports, followed by medium sized centres. Overall, less supports in rural areas were seen.

The amount of funding available to the overall social safety net (i.e. health, education, social services, programs dealing with social challenges such as poverty, homelessness, addictions, hunger, Human Trafficking, domestic violence, etc.) has been shown to be extremely fragmented and disorganized in tracking sources, overlaps, and duplication. HelpSeeker Report findings indicate that Sex trafficking supports receive only about 8% of Human Trafficking related funding (\$36M), and even lesser amounts are received by organizations with a focus on labour trafficking (0.8%, \$3.5M). The report goes on to state that, "While it may seem that a notable amount of funds is going into social issues, only a very small fraction of this makes it into the service delivery landscape accessible by those looking for support related to human trafficking. The same gaps for specialized supports for key groups at risk identified in the systems map, was confirmed in the financial analysis."<sup>5</sup> There is a mismatch between what is being offered and what end users say they need. The HelpSeeker Report suggests that what Alberta currently offers needs to be revisioned in a provincial effort to disrupt Human Trafficking in this province to optimize impact and benefits. Further research will be required to validate funding sources and allocations to ensure that dollars are being used effectively on behalf of Victims and Survivors.

\*5% from Federal, and 3% from Municipal sources

**The report has also revealed that a full provincial systems map of Human Trafficking specific supports and expenditures does not exist in Alberta.** This has revealed that a much more in-depth review, analysis, and audit of all organizations providing services to Human Trafficking Victims and Survivors needs to be implemented to identify key areas such as funding streams, nature of services, and organizational taxonomies.<sup>65</sup>

### RISKS TO CURRENT STATE OF WORKING IN SILOS



- ▶ Increased wait times to access services/resources
- ▶ Increased costs
- ▶ Inefficient use of resources
- ▶ Re-traumatization of Victims
- ▶ Inaccurate sharing of information
- ▶ Fear of sharing information
- ▶ Lack of trust and shared accountability among partnering agencies
- ▶ Lower conviction rates
- ▶ Victims "falling through the cracks"
- ▶ Increased burnout rates among professionals
- ▶ Potential high-risk situations for frontline providers

## CALL TO ACTION

- **The need for Document Services (Identification/ID) to be prioritized and enhanced for Human Trafficking Victims, removing barriers to exit, rehabilitation, and recovery.**

The ability to obtain government issued ID was identified as a critical barrier by both Survivors and expert presenters to exiting their trafficking situation and beginning rehabilitation and recovery. It is important to note that traffickers often control the ID documents and bank account information of Trafficking Victims. Victims leave their trafficking situations in immediate need of assistance to meet their most basic needs. Ensuring Survivors have ID in an expedient manner, or even a deferred time frame is being used in other jurisdictions as a measure to support Survivors/Clients— providing a longer time frame in which to obtain ID documents necessary for re-entry into society i.e securing a job/career.

## CALL TO ACTION

- **That the Government of Alberta take steps to encourage and put measures in place to lobby at the Federal level for:**
  1. **The expungement of criminal records for those individuals who were tried under Canada's pre-2012 Prostitution laws, and**
  2. **Facilitation of shielding Human Trafficking Victims from prosecution for crimes committed while being trafficked.**

**One mandate of the Protection of Communities and Exploited Persons Act (PCEPA) is to ensure providers of sexual services are not criminalized; rather, they are viewed as needing support and assistance, not blame and punishment.<sup>66</sup>** In an effort to address the issue of marginalization of Survivors of Human Trafficking and to expedite and facilitate a healthy reintroduction into society, it is advised, whether through Judicial Education and Training or through legislation, that all measures are taken to ensure that the justice system is positioned to understand that Trafficking Victims are often forced to engage in illegal activity as a part of their victimization. Flexibility, latitude, and discernment need to be considered and applied to offenses committed by Victims of Human Trafficking. This forced criminality is often seen in the areas of Sex and Labour Trafficking: "One distinct, yet often under-identified, characteristic of Human Trafficking is forced criminality. Traffickers may force adults and children to commit crimes in the course of their victimization, including theft, illicit drug production and transport, terrorism, and murder."<sup>67</sup> This forced criminality is then often used by traffickers as leverage to threaten

Victims not to disclose to police or other authorities, and to keep them enslaved. There is a growing awareness that Victims of Trafficking need to be shielded from prosecution. These steps are an important part of ensuring justice is served, reinforcing the public understanding that those who are trafficked are not criminalized in Canada.

**Recommendation #2 is in alignment with comments provided by the Ministries of Justice and Solicitor General, Labour and Immigration as per the *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking* document.<sup>69</sup>**

# 3

## UNIVERSALLY BRANDED AND CONSISTENT AWARENESS, EDUCATION, AND TRAINING PROGRAMS AND PROTOCOLS

### WHAT WAS SAID

***“He found my vulnerabilities and he filled them. This is what human trafficking looks like. It does not look like the movies.”*** - Karly Church  
- Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor

***“If youth are empowered it is difficult to traffic them.”*** - Karly Church  
- Canadian Survivor of Domestic Sex Trafficking/Durham Regional VSU Human Trafficking Crisis Intervention Counsellor

***“While our frontline workers, agencies, social services and medical teams help those who are already drowning, I believe we have to change what is happening upstream.”*** - Trisha Baptie, Survivor Advocate, founder of EVE (Exploited Voices Now Educating)

***Education and training programs should be informed and/or led by Survivors.*** (Multiple Expert Presenters to the AHTTF)

***Prevention is key to addressing and suppressing Human Trafficking.*** (Multiple Expert Presenters to the AHTTF)

### CALL TO ACTION

- **That Awareness, Education, and Training Programs and Protocols currently used in Alberta are coordinated to ensure consistent messaging and a coordinated multidisciplinary response.**

Awareness, Education, and Training are important interconnected strategies in combating Human Trafficking. A lack of general understanding of Human Trafficking was a validated concern presented to the AHTTF as evidenced by lived-experience testimony of Survivors and comments from frontline agencies and other professionals who interface with Human Trafficking Survivors. This has contributed to a fragmented and uncoordinated systems response.

Several ministries and programs/services are creating their own training, education, and awareness, contributing to the current siloed/fragmented environment. Expert presenters and Survivors have said that in efforts to suppress and address Human Trafficking, a non-unified approach creates an inconsistent and ineffective response. **The AHTTF also believes that a sound strategy for the effective and efficient use of resources will maximize opportunities to re-direct funding for multiple training, education, and awareness programs into one unified stream.**

The HelpSeeker Report indicated that there are, “...considerable public information gaps in the human trafficking sector,” and that “...education-related services appear to be the social services function that receives the most funding.” For organizations with a focus on Human Trafficking, the majority of funds appear to be directed towards information and referral, education/training, and counselling, indicating a need for increased accountability and transparency on how dollars are currently allocated and the outcomes achieved.<sup>70</sup>

### CALL TO ACTION

- **That a Universal message and branding approach be applied provincially.**

It is commonly understood that best practice within the advertising and marketing industries include the definition of a target market, the use of more than one channel, Search Engine Optimization (SEO) science, and engagement as sound strategies. Multiple impressions are essential to the ability of a campaign to send a clear message, and to change campaign consumer behaviour.<sup>71</sup> The projection of a clear identity through the establishment of a project brand and what it stands for, including name, logo, colours, and imagery have also been identified as best practice in creating awareness. Despite record occurrences of Human Trafficking and exploitation in Canada outlined in the Statistics Canada *Trafficking in Persons in Canada, 2019* report<sup>72</sup>, targeted, ongoing, universally-branded awareness programs have not been implemented, limiting general public awareness and understanding of the crime.

Fragmentation of messaging, and inconsistent “branding” of Human Trafficking awareness in Alberta has made it challenging and hampered efforts to deliver a clear message to impact the general public. A consistent framework including evaluation for brand, definition, and message consistency needs to be undertaken in Alberta to ensure consistency, effectiveness, and harmonization.

Human Trafficking Survivors have shared with members of the AHTTF that a consistent awareness campaign would have been helpful when they were being transported through airports and hotels to help them to identify exit opportunities.

New strategies in awareness and branding have been implemented in other jurisdictions depicting Human Trafficking Victims and situations in a more accurate, Survivor Informed way, focusing on “changing the language to change the culture”. Expert presenters emphasized **the need to utilize social media, apps, and campaigns in multiple languages, with a focus on prevention programming targeted at safe social media practice by youth.** Survivor presenter Trisha Baptie showcased that public awareness and consultation practiced in international jurisdictions, combined with supporting legislation, has actually shifted public opinion on an individual’s choice to sell sexual services as a form of “self harm” among youth, with the act of purchasing sexual services seen as discriminatory to individuals. **Many presenters emphasized the need for Awareness programs focused on decreasing “demand” for sexual services as a viable and effective measure in combating Human Trafficking.**

## CALL TO ACTION

- ▶ **That Enhanced Awareness and Education Programs for Migrant Workers and New Canadians be provided.**

Expert presenters informed the AHTTF that gaps in Human Trafficking specific education for Migrant populations and New Canadians creates vulnerabilities in these populations, many of whom are misinformed and are under the impression that Human Trafficking does not exist in Canada. It is critical that Migrant Workers and New Canadians understand their rights under Canadian Law. Language barriers in Education and Awareness were brought forward highlighting a need to focus on all forms of Human Trafficking, particularly Labour Human Trafficking for Migrant Workers and New Canadians. Findings from the HelpSeeker Report indicated that, in relation to accessing social supports, “Limited supports for newcomers were seen; none were identified for undocumented migrants.”<sup>73</sup>

Expert presenters emphasized the need to utilize social media, apps, and campaigns, in multiple languages, to address cultural barriers.

## CALL TO ACTION

- ▶ **That the new K-12 curricula consider including developmentally appropriate knowledge, understandings, skills and procedures regarding consent, safety, prevention, human rights, and freedoms. These learning outcomes support students to develop practical skills related to the prevention and identification of Human Trafficking in local and global contexts - (Alberta Ministry of Education).**

92% of sex trafficking in Canada occurs in the age group of 12-21 years. Awareness should be proactive and focused on prevention. One promising example highlighted was the Peer to Peer programming that has been identified by Tsuut’ina Nation as a Risk/Injury/Prevention initiative with stories from actual Survivors targeting issues such as Human Trafficking, addictions, and the Criminal Justice System through their “Youth Leading Youth” program.

**Of note was the need for education of Human Trafficking Victims and Survivors themselves, which is often overlooked, as those in trafficking situations often fail to understand that they are being trafficked, or even how to characterize the nature of the situation they find themselves in.**

The need for additions to the education curriculum related to sex, labour, and organ trafficking in age-appropriate ways was identified by the AHTTF and has been supported by the Ministry of Education.

## CALL TO ACTION

- ▶ **That specialized, coordinated, and ongoing cross-sector training for frontline service providers including: Police, Healthcare, Child Protection Workers, Mental Health Workers, Teachers, Emergency Responders, NGO’s, Missing Persons Registries, etc. operating within Alberta be provided.**

The need for coordinated Agency and Ministry specific awareness, education and training programs was identified. Within Alberta, education and training programs are developed separately by organizations and professional bodies, creating an uncoordinated, fragmented approach, and the inefficient use of resources. Training and awareness programs require vigilance, regular training updates, consistent integrated messaging, and ongoing focus.

Human Trafficking intersects with many different parts of society (healthcare, police and justice, immigration, women's issues, border security, temporary foreign worker (TFW) programs, etc), requiring a sector/Ministry-specific lens to be applied to the development of education programs. **88% of Trafficking Victims detail that they interacted with a professional who missed the chance to identify and help them.**<sup>74</sup> The way that Victims present in different contexts requires insight and knowledge. Ensuring resources and services have the capacity, with adequate training, to handle Human Trafficking situations within the narrow "window of opportunity" was identified as a gap in some parts of the province.<sup>75</sup> In some jurisdictions, many Human Trafficking Victims have been historically misidentified or missed by law enforcement, instead being recorded as domestic violence or fraud calls. Police services across Canada have confirmed that misidentification of/failure to recognize Human Trafficking is a problem.

Emergency room physician and founding CEO of HEAL Trafficking, Hanni Stoklosa MD, MPH, details in her work that "Healthcare providers have a unique opportunity to provide (a) space of trust and safety" to Human Trafficking Victims, noting that in her practice almost 9 out of 10 Human Trafficking Victims interact with Healthcare while they are being trafficked. Strong connections between addiction and Human Trafficking Victims, particularly opioid addiction, has also been noted in her practice. Similar findings were shared with the AHTTF through an Alberta-context presentation by RESET, who provide comprehensive individualized support and safe housing to women and girls age 16 and over exiting sexual exploitation and sex trafficking. **RESET identified that of 68 unique women, 99% had issues with addiction.** Healthcare worker Human Trafficking specific education has been identified as a gap by the Ministry of Health. Frontline Healthcare workers are uniquely positioned to identify Human Trafficking Victims/Survivors, and are generally seen as being in a position of trust and safety within the community. General and specialized training provides a key opportunity for screening, prevention, and intervention on behalf of Human Trafficking Victims/Survivors and those at risk. The majority of Human Trafficking Survivors interact with Healthcare while being trafficked, indicating a priority need for specialized training and protocols within Healthcare in Alberta. The Ministry of Health has indicated a lack of training and awareness among health care providers, including sexual assault centres, for signs and impact of Human Trafficking. This includes providers in various settings who may see Victims for medical/physical health issues and may not be aware of the signs that someone may be a Human Trafficking Victim. Lack of training/capacity within the Alberta Mental Health system to help Victims heal from the trauma of Human Trafficking and reduce mental health issues stemming from this trauma has also been identified by the Ministry.

Within Healthcare in Alberta, Canada, and Internationally, "The International Classification of Diseases and Related Health Problems (ICD) is a tool for recording, reporting, and grouping conditions and factors that influence health. It contains categories for diseases, health related conditions, and external causes of illness or death. **The purpose of the ICD is to allow the systematic recording, analysis, interpretation, and comparison of mortality and morbidity data collected in different countries or areas and at different times.**"<sup>76</sup> ICD 10 and 11 codes specifically designed to record and report incidents/potential incidents of sexual exploitation and Human Trafficking exist, but are not being used. In a presentation to the AHTTF, Tyler Williamson, Assistant Professor of Biostatistics in the Department of Community Health Sciences at the University of Calgary and a member of the O'Brien Institute of Public Health and the Alberta Children's Hospital Research Institute relayed that, "For all hospitals, not one example of that code being used – health care professionals are not using it and not looking for it."

This fact suggests that the lack of use and awareness of ICD codes pertaining to Human Trafficking may be contributing to poor detection and identification of Victims and Survivors within Canada, further validating the need for specialized, coordinated, and ongoing cross-sector training. In accordance with an identified increase in the use of National Referral Mechanisms (NRM's), it is noted by the AHTTF that education and training in relation to the use of ICD codes in Healthcare systems could greatly increase the chances of identifying and intervening on behalf of trafficking Victims. "The concept underlying NRMs is to coordinate action amongst an array of anti-trafficking responders and civil society." According to the UN's Interagency Coordination Group Against Trafficking in Persons, "if committed to and applied consistently, within the broader holistic and comprehensive rights-based response to trafficking, NRMs can formalize co-operation mechanisms/protocols, which are critical to establish paths and operating procedures for relevant government agencies, civil society and partner organizations."<sup>77</sup>

**Additionally, the AHTTF identified a need to ensure that all Missing Persons Registries operating within Alberta were also prioritized as a frontline agency needing universal, specialized Human Trafficking Training to better recognize the indicators, as those reported as missing may be Victims of, or at risk of Human Trafficking.**



The need for police officers who are “switched on” to the signs of Human Trafficking, and who are willing and empowered to work across jurisdictional boundaries to pursue these complex interventions was identified. Integrated teams, cross-jurisdictional operation and intelligence sharing with other police services including First Nations Police Services, and specialized police training enhancement was also relayed to the AHTTF.

While similarities exist, signs of Trafficking differ depending on the sector/ profession in which they are observed. In schools and within the education system, signs of Human Trafficking include truancy, failing grades, changes in behaviour, new friend groups, and receipt of expensive gifts and/or clothing. Sector Specific training that builds from a universal core story and understanding has been identified as a measure which would be of benefit to frontline providers in addressing and suppressing Human Trafficking.

## CALL TO ACTION

- ▶ **That specialized and ongoing training be provided to Judges and Crown Prosecutors.**

An area of concern detailed by multiple presenters is a current lack of Human Trafficking awareness and education as well as the need for ongoing Human Trafficking training for Judges in Alberta. Traffickers constantly change tactics and modalities, adjusting their practice to avoid detection and circumvent the law. The Education Chair for Alberta Judges reached out to Task Force member Paul Brandt in his role as founder of Not In My City to present to Alberta Judges on the issue of Human Trafficking, relaying a desire for more Human Trafficking specific education and training. **Additionally, the need for special training for Crown Prosecutors who are tasked with following Human Trafficking cases through from start to finish was identified as essential by experts and Survivors alike.**

**Recommendation #3 is in alignment with comments provided by the Ministries of Education, Justice and Solicitor General, Community and Social Services, Health, Service Alberta, Labour and Immigration, Indigenous Relations, Childrens Services, Culture, Multiculturalism, and Status of Women as per the *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking* document.<sup>78</sup>**

# 4

## HUMAN TRAFFICKING SPECIFIC LEGISLATIVE ACTION, UPDATE AND HARMONIZATION

### WHAT WAS SAID

***“...we must choose between what is right, and what is easy.”***

- Corporal David Lane, RCMP Nova Scotia.

***“100% of files are successful when agencies work together— 100% are unsuccessful when agencies do not work together. In the fight against trafficking, cooperation is non-negotiable. (It is) important to prosecute wherever the victim wants.”***

- Corporal David Lane, RCMP Nova Scotia.

***Support (is needed) for Victims from day one through to the completion of the trial.*** (Prosecutor presentation to the AHTTF)

***“Do not treat human trafficking in a silo – it is a spider web”***

- Corporal David Lane, RCMP Nova Scotia.

***“(Human Trafficking Victims require) hand-holding every step of the way through (the court process). Testifying was just as bad as being trafficked— it took two years to get through the courts. The Crown had no knowledge of trafficking.”***

- Karly Church, Canadian Survivor of Domestic Sex Trafficking/ Durham Regional VSU Human Trafficking Crisis Intervention Counsellor

***“She told me she could take me to a place where I could make money, by giving massages. The men asked for more than massages. I was terrified. I got moved around, eventually ending up in New York City, and was trafficked in various locations for 10 years.”***

- April Eve Wiberg, Survivor, trafficked in Alberta

## CALL TO ACTION

- ▶ **That a legal review of legislation pertaining to gender based violence, exploitation, labour and immigration, and Human Trafficking be analyzed for potential crossover and harmonization provincially.**
- ▶ **That a regular review of the effectiveness of the PSHTA be implemented.**
- ▶ **Consideration be given to an amendment or addition to the PSHTA committing to an ongoing strategy to combat trafficking in persons.**

A thorough review of legislation and policies in Alberta related to Missing Persons legislation, sexual exploitation, assault, domestic abuse, fraud, molestation, Child Sexual Abuse Material (CSAM), Body Rub Parlours/ Establishments (BREs), online sexual exploitation, non-consensual use of images, and truth in advertising laws should be undertaken looking for intersections with Human Trafficking through a Survivor Lens. “The Competition Bureau promotes truth in advertising in the marketplace by discouraging deceptive business practices and by encouraging the provision of sufficient information to enable informed consumer choice. The Competition Act contains criminal and civil provisions to address false or misleading representations and deceptive marketing practices in promoting the supply or use of a product or any business interest.”<sup>79</sup>

False or deceptive advertising in relation to Body Rub Establishments has been identified by the Task Force as a potential risk factor contributing to deception of young people who may become involved in Body Rub establishments without fully understanding the nature of the services provided within. Truth in advertising and full business transparency related to BREs also ensures that the public is educated and aware of the prevalence of BREs, and can express their desired community standard in relation to the number, location and nature of operation of BREs in Alberta, and indeed, whether it is the will of the community as to whether BREs are desired to operation within certain communities at all. The issue of BREs and the potential connection to sexual exploitation and Human Trafficking is covered in the second call to action in this section of the report.

Review of legislation to identify potential crossovers to Human Trafficking, combined with enhanced education and training, could prove effective in identifying, and intervening on behalf of Human Trafficking Victims. The UNODC *Toolkit to Combat Trafficking in Persons* states. “The lack of specific and/or adequate legislation on trafficking at the national level has been identified as one of the major obstacles in the fight against trafficking. There is an urgent need to harmonize legal definitions, procedures and cooperation

at the national and regional levels in accordance with international standards. The development of an appropriate legal framework that is consistent with relevant international instruments and standards will also play an important role in the prevention of trafficking and related exploitation.”<sup>80</sup> Harmonization across the legal landscape has been identified by the AHTTF as an urgent need.

The Criminal Justice System and the Judiciary including Youth, Civil, Indigenous, Domestic Violence, Drug Treatment, Mental Health, and Family Courts are key elements in preventing and combating Human Trafficking. Judges, Crown Prosecutors, Corrections Staff, Law Enforcement, and other first responders need to be trained and prepared to identify and assist in supporting Victims, Survivors as well as potential Victims. Although complex, cooperation and collaboration with multiple agencies, organizations, and jurisdictions is essential to achieve positive outcomes for those directly impacted by the crime of Human Trafficking and to hold traffickers and exploiters accountable.

The AHTTF learned that the nature of the crime of Human Trafficking causes dynamics, trauma, and exploitation which are unique to the experience of Human Trafficking Survivors. Collaboration, information sharing agreements, and the development of traditional and non-traditional alliances among a broad spectrum of community partners is essential. Human Trafficking subject matter spans the legal landscape with intersections to intimate partner violence, organized crime, exploitation, pornography, the sex industry, privacy laws, consent, labour/immigration, and healthcare to name a few. The tendency for agencies to work in a siloed approach is a liability to society’s ability to both prevent and to mount an effective response to Human Trafficking. Victims, Survivors, and those at risk of being trafficked touch the Justice System and courts in a variety of ways that may be unrelated to their trafficking victimization. Interacting with those impacted directly by Human Trafficking in a Trauma Informed, Client Centred, Survivor Lens way is key, and will result in better corroborated investigations and engagement in the judicial process, ultimately, achieving justice for those impacted by Human Trafficking.<sup>81</sup>

The introduction and subsequent passing of Bill 8, known as *The Protecting Survivors of Human Trafficking Act (PSHTA)*, on May 12, 2020 has introduced new measures for intervention by police related to warrants, removal of Survivors from trafficking situations, and has also established a process for protection orders and has created the tort of Human Trafficking giving Survivors the ability to sue their trafficker. The Act has also achieved the adoption of the universally recognized definition of Human Trafficking as laid out in the Palermo Protocol, and established a Human Trafficking Awareness

Day in Alberta. **The AHTTF strongly urges the need for regular review of these measures to understand the effectiveness of the Act, and what needs to be changed and improved to ensure justice for Victims.**

A regular review to determine whether outcomes are providing evidence of the effectiveness of the Act is essential to ensure whether changes or refinements need to be made. A Survivor informed lens to the Act and its effectiveness is critical.

**A legislative amendment to the PSHTA would serve to guarantee ongoing services are in place designed for the needs of those directly impacted by Human Trafficking in Alberta and would also be in alignment with The Ontario Strategy Plan.** Survivor and expert presenter and Director of Ontario Provincial Anti-Human Trafficking Coordination Office Jennifer Richardson states: “Ontario is the first province in Canada to legislate that the province must maintain an anti-human trafficking strategy! This means Survivors will for the first time be guaranteed services designed for their needs.” Legislation of an ongoing strategy has been identified in Ontario as essential to ensuring appropriate and ongoing services for Survivors of Human Trafficking.

## CALL TO ACTION

- ▶ **That the Protection of Sexually Exploited Children Act (PSECA) be amended to adopt a more modern definition of Child Sexual Exploitation, and that the amendment be harmonized with the understanding of Childhood Sexual Exploitation (CSE) in all legislation pertaining to Human Trafficking in Alberta.**

The PSECA is one of Alberta’s most important legislative tools to address and suppress Human Trafficking. Its provisions and protective measures for children and youth are unique in Canada. Because of the PSECA and Alberta’s prioritization of the safety of children through this Act, this province is uniquely positioned to set the bar in Canada. With a focus on prevention and early intervention, the PSECA effectively prioritizes children and youth at risk of or currently being trafficked, and offers extraordinary and appropriate measures of protection.

The brief compiled by the Ministries of Children’s Services and Justice and Solicitor General on Alberta’s Protecting of Survivors of Human Trafficking Act identifies a need for modernization of the PSECA stating: “the definition of sexual exploitation in the PSECA is specific to children and limited to engaging or attempting to engage in prostitution.”<sup>82</sup> This definition does not reflect the current understanding of sexual exploitation in all its forms. “There is no such thing as a willing child prostitute.”<sup>83</sup> Changes to the PSECA

are required to ensure alignment with the more “comprehensive definition of sexual exploitation, while continuing to consider the unique needs and circumstances of children and youth.”<sup>84</sup> **The AHTTF agrees wholeheartedly with this expressed need for modernization. The term “child prostitution” is now better understood and described through the words “Human Trafficking Victim” or “Child Exploitation”.**

**The proposed language, subject to legal review, would be representative of the language as follows:**

**“...the act of coercing, luring or engaging a child, under the age of 18, into a sexual act and involvement in the sex trade or Child Sexual Abuse Material (CSAM), with or without the child’s consent, in exchange for money, drugs, shelter, food, protection, affection, perceived love/belonging or other necessities.”<sup>85</sup>**

The AHTTF has identified that the PSHTA does not directly address or refer to youth under 18 but instead refers to “persons”. This indicates a need for better harmonization between the Acts.

## CALL TO ACTION

- ▶ **That specialized, consistent Crown Prosecutors follow Human Trafficking cases from beginning to completion, and that an increased number of subject matter expert witnesses be trained and available.**

Alberta’s has the fifth highest number of people charged with Human Trafficking, sitting at half of the Canadian average. Alberta’s rate (0.71) is below that of the Canadian average rate of 1.36 incidents per 100,000. While this may seem encouraging at first glance, rates of sex-trade or Human Trafficking related offences being withdrawn, dismissed, or discharged are more common than in the case of other crimes.<sup>86</sup> **The need for a consistent, specially trained Crown Prosecutor following Human Trafficking cases through from beginning to completion was identified as a measure which would produce positive impact on upholding justice for Survivors and holding traffickers accountable. An expansion/review of current practice with an eye on enhancing services currently provided is recommended.**

**Law enforcement experts from across the country also emphasized the need for increasing the number of subject matter expert witnesses as a resource to assist Judges in determining the outcome of Human Trafficking cases.**

## CALL TO ACTION

- **That the Ministry of Justice consider funding Survivor Support Positions to work alongside law enforcement.**

New Client Centred approaches in interacting with Human Trafficking Survivors have led to increased disclosure rates to police. Law Enforcement in certain jurisdictions have left “old ways” of addressing Human Trafficking, de-prioritizing focus on the Trafficker in early stages of Human Trafficking intervention and instead, prioritizing safe exit with an eye toward future prosecution. Trauma Informed intervention techniques developed in collaboration with Human Trafficking Survivors have changed the way other jurisdictions are interviewing Victims. There is currently no limit in Canada on when Survivors can give a statement and/or press charges. “New ways” of interacting with Victims and Survivors have increased disclosures to police from 5% to 95% in some jurisdictions.<sup>87</sup>

Best practice models within Canada have a Victim support position working side by side with police officers to build trust with Victims, offer support, and connection to services.<sup>88</sup>

Survivor advocates embedded into Human Trafficking specific law enforcement teams have been shown to be highly effective, vastly increasing Human Trafficking Victim disclosures. Victim support positions funded by federal/municipal grants and donations are currently in place with the Northern and Southern ALERT teams. Sustainable funding is required to ensure ongoing development and impact.

## CALL TO ACTION

- **That changes be made to legislation in Alberta to address the Organ supply issue, namely through the introduction of “Opt Out” Organ Donor legislation combined with targeted education and awareness programs.**

Lack of public and professional awareness about Canada’s status as a “demand country” for organs, and the connections between Organ Trafficking and vulnerable populations abroad has been identified by the AHTTF. Transplant tourism places a strain on Canada’s Public Healthcare system as Canadian recipients of trafficked organs are often treated postoperatively within Canada. While it is not the opinion of the AHTTF that any patient ever be turned away for care, mandatory reporting of suspected Organ Trafficking (buying or selling) by patients through a Transplant Tourism Reporting System is recommended. Furthermore, the demand for illegally sourced transplant

organs is spurred by a lack of local supply. **It is recommended by the AHTTF that changes be made to legislation in Alberta to address this supply issue, namely through the introduction of “Opt Out” organ donor legislation in combination with targeted education and awareness programs.** Recently, Nova Scotia introduced the new Human Organ and Tissue Donation Act, allowing for ‘deemed consent’, where a person who does not Opt Out of organ donation is deemed to have granted consent to be a posthumous donor.<sup>89</sup> The net effect of an Opt Out program would be two-fold— it would serve to educate the public on the realities of Organ Trafficking, and could potentially increase the supply of viable, clean supply chain donor organs in a financially neutral manner, thereby decreasing the demand for illegally-sourced organs.

## CALL TO ACTION

- **That an ongoing review of laws, policies and liabilities pertaining to the licensing of Body Rub Establishments at Municipal and Provincial levels in Alberta be implemented.**

Human Trafficking Survivor accounts to the AHTTF have detailed a connection between Body Rub Establishments and Human Trafficking.

The AHTTF is unanimous in agreement that Massage Parlours or Body Rub Establishments (BREs) must meet more extensive and stringent protocols in order to qualify for a license. A review of the type of oversight required and information collected for these businesses to operate is essential. Sources and Survivors have indicated that BREs are often known to be illicit businesses where illegal activities occur, including the illegal purchase of sexual services. The nature of information collected from BREs require more detail than those of other businesses not known to have connections to criminal activity. “This is not a bicycle shop. The whole purpose of this is to... save lives and let women live with dignity. I think we ought to be more attentive than we might be in some other licensing processes.”<sup>90</sup> Having a full understanding of the exact nature of services offered, the disclosure of finances, and information about who they employ are essential to maintaining the safety of those offering services in BREs.

The main concern of the AHTTF is the safety of individuals in relation to being trafficked, at risk of being trafficked, or Survivors who have exited a trafficking situation. Generally, presenters detailed the importance of prioritizing the creation of safe pathways to exit, both in reference to Human Trafficking situations, and in relation to Body Rub Establishments. Some presenters saw the licensing of Body Rub Establishments as a solution and “harm reduction” strategy in itself, while others equated harm reduction to “Helping a survivor

exit the sex trade.” **It is our finding that Body Rub Establishments as they are currently licensed in Alberta carry unacceptable risk factors associated with Human Trafficking.**

The potential connection to Human Trafficking activity was brought forward by Survivors as a concern that needs to be relayed to the general public within Alberta. The existence of Body Rub Establishments, the sexual nature of services provided within, and the prevalence of these establishments were all detailed as concerns.

Recent bylaw precedent set in Newmarket Ontario banning the purchase of sexual services at Body Rub Establishments cite the support of federal law and the enforcement of a **“desired community standard to not allow storefront sex businesses to operate...”**.<sup>91</sup> In what amount to “storefront sex businesses”, BREs are essentially operating in the open as brothels in Alberta, which creates the net effect of a quiet legalization of prostitution. It should be noted that, “On average, countries with legalized prostitution report a greater incidence of human trafficking inflows.”<sup>92</sup>

In Canada, **the sale of sexual services is legal** under provisions through the Supreme Court of Canada’s Bedford Decision and Bill C-36/the PCEPA under the Federal Justice system. **The purchase of sexual services, however, is illegal in Canada.** Referred to as the “Nordic Model”, this approach targets purchasers of sexual services and third parties who develop economic interests in others’ sexual services, while providers of their own sexual services are not criminalized; rather, they are viewed as needing “support and assistance, not blame and punishment” (Department of Justice Canada 2014).<sup>93</sup>

The exploitative nature of Human Trafficking and its intersections with the willing provision of sexual services are complex issues. The resulting fallout, through indecision or failure to address this issue is unacceptable, and ultimately impacts Victims of Human Trafficking in a negative way. While the willing provision of sexual services and Human Trafficking should not be conflated, they are related. It is well established that a high percentage of Body Rub Establishments advertise and allow the illegal purchase of sexual services, and have a connection to sexual exploitation and Human Trafficking.

Neither governments nor municipalities should knowingly facilitate or tolerate the purchase of sexual services, as the purchase of sexual services in Canada is illegal. **The Government of Alberta currently maintains that the “licensing of ‘body rub’ businesses provides an important safety mechanism for people working in the sex industry”<sup>94</sup>, while at the same time indicating that addressing and suppressing Human Trafficking is a priority.** Similar positions have been taken by municipalities in Alberta. While it may be true that safety mechanisms are provided through BREs for adult

individuals willingly selling sexual services, this position potentially neglects fully addressing the vulnerability and increased risk for Victims, especially those who are children.

Many Survivor accounts state that Human Trafficking Victims often don’t realize that they are being trafficked, which places an additional burden of shared responsibility on Municipalities and governments to work together with the general public to support and assist Victims potentially being exploited through BREs.

**Safety mechanisms for individuals who legally provide sexual services can actually contribute to the trafficking experience of Survivors.**

Perhaps most disturbing is the fact that money in the form of licensing fees charged by municipalities in Alberta is being collected by municipalities, potentially placing municipalities in the position of being: “...(a) third-party who profits off the sale of others’ sexual services” as detailed in the PCEPA under Canada’s Criminal Code— money we are told by Survivors is at times being accrued through illegal sex buying and the criminal activity of Human Trafficking. Human Trafficking has been defined as “force, fraud or coercion facilitated by a third party.” **Due to provisions within the newly introduced Bill 8 Protecting Survivors of Human Trafficking Act, the question of what determines third party liability should be addressed. Municipalities and governments are potentially liable in civil suits should remedies be sought by Survivors and awarded successfully, as licensing bodies are allowed to profit from the sale of sexual services through licensing fees paid by Body Rub Establishments (BREs).** Municipal and provincial leadership should strongly consider and review potential legal and safety liabilities created by the licensing of these establishments and the subsequent facilitation of illegal activity and victimization occurring within.

In relation to the connection between BREs and therapeutic/relaxation massage businesses, a recent study undertaken at the University of New Brunswick found that 75% of legitimate massage therapists surveyed had “experienced sexual harassment by clients.”<sup>95</sup> A recent investigative report June 17, 2021 by the CBC in which reporters sent texts to massage therapy businesses in Saskatoon, Winnipeg, Calgary and Montreal, found that 18 out of 40 businesses contacted were willing to “provide a range of sexual services.” “While some businesses flatly said no others indicated that they would only discuss the matter in person.”<sup>96</sup> Presenters also detailed concern with workplace safety for therapeutic and relaxation massage therapists due to marketplace confusion created through deceptive advertising practices, and the potential for the occurrence of Insurance fraud through purchasers of sexual services falsely claiming a purchase of therapeutic or relaxation



massage when indeed they had purchased sex illegally. **Consideration should also be given to the overlap between those advertising as therapeutic/relaxation massage businesses and Body Rub Establishments who provide sexual services. The need for further review and potential regulatory clarification between these industries is required for the sake of massage therapist and public safety. Truth in Advertising legislation with regard to BREs and how these businesses are advertising should also be studied and reviewed to ensure that deceptive/illegal advertising messaging is not being used.**

Survivor presenter April Eve Wiberg, from Mikisew Cree First Nation, Treaty 8, Northeastern Alberta, details that the operation of Body Rub Establishments in Alberta negatively impacted her life, liberty and security of person. This is her experience:

## APRIL EVE'S STORY

My story is one of struggle, exploitation, determination and the pursuit of Truth. I use my story to support other Survivors of sexual exploitation. I suffered in silence for many years, but now I know that my voice is my power.

I grew up in a difficult household – there was substance abuse and violence, and I was the victim of racial slurs and bullying in school. I grew up without my birth mother.

My own substance abuse started when I was still in diapers. I remember being so thirsty, I went from discarded bottle to bottle while my Dad and stepmom slept. I remember spitting out a cigarette butt, after choosing the wrong bottle.

I started getting into alcohol and prescription drugs as a youth to try and feel calmer. At 16, I found my birth mom and took a one-way trip to Edmonton to see her, hoping for a better life. I ended up going from one dysfunctional home to another, and she abandoned me again. She didn't have the tools to be able to be a good mother to me.

I met an older man, and he brought me into his world. He introduced me to new people and made me feel like I belonged. He encouraged me to enter a bikini contest; I was only 16 years old. As I got older, **I struggled to get by and felt desperate. I met a woman that everyone seemingly looked up to – she told me she could take me to a place where I could make money, by giving massages. The men asked for more than massages. I was terrified. I got moved around, eventually ending up in New York City, and was trafficked in various locations for 10 years.** I was “advertised” as an exotic woman because of the colour of my skin – clients wanted to buy into a fantasy that doesn't really exist.

I managed to get away with only a suitcase in my hand and I started a new life. I know I am lucky to have survived; there were so many situations where I could have been killed. Those experiences and trauma helped prepare me to be an advocate. You have to have a certain level of fearlessness to walk into a hotel room with a stranger, and now I channel that fearlessness towards this urgent issue.

Using your voice is scary, but I'm tired of hiding. We have to break down the myths about exploitation and trafficking and teach young people that this is wrong. I know there are other 'April Eves' out there, and I will do everything in my power to protect those who need it most.

**Recommendation #4 is in alignment with comments provided by the Ministries of Justice and Solicitor General, Service Alberta, and Children's Services as per the *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking* document.<sup>97</sup>**

# 5

## ENHANCED, CENTRALIZED PROVINCIAL DATA COLLECTION AND RESEARCH

### WHAT WAS SAID

***“The anti-trafficking field will evolve to the extent we can track data and outcomes.”***

- Amanda Eckhardt, PhD, Restore NYC Executive Director

***Utilize ‘reverse engineering’ to analyze cases to identify what worked well and what went wrong – “where are the key points we should be focusing on to prevent Human Trafficking?”***

(AHTTF Members)

***There is a need to demonstrate how success is measured and achieved. Data and measurement are critical. To know better is to do better.***

(Multiple presenters to the AHTTF)

***“The Government of Canada will strengthen its relationships with relevant stakeholders to facilitate the ongoing development of effective policies and tools, to ensure a comprehensive and coordinated approach; and work to improve its ability to collect, track and report on data related to human trafficking in order to enhance knowledge and adapt our response appropriately, both domestically and on the international stage.”***

- National Action Plan to Combat Human Trafficking (NAP-CHT) - Public Safety Canada, 2012

### CALL TO ACTION

- **That a Centre of Excellence for Enhanced, Centralized Provincial Data and Research on the spectrum of societal issues connected to vulnerability be prioritized and coordinated across existing provincially appointed committees.**

A recurring refrain among the majority of agencies and organizations combating Human Trafficking and through reviews of the National Action Plan (NAP-CHT) since its inception has been that “Assessing the extent of human trafficking in Canada is difficult due to its clandestine nature, and the reluctance of Victims and witnesses to come forward to law enforcement, as well as challenges in identifying Victims. Most cases of human trafficking are never reported to police due to threats from traffickers, fear, shame, and mistrust of authorities. As such, current available data provides only a partial representation of the scope and scale of human trafficking in Canada.”<sup>98</sup> Some 20 years into international efforts to combat Human Trafficking have produced only small amounts of systematically collected and reliable data. At the same time, data which does exist shows explosive increases in Human Trafficking activity, all the while with “limited understanding of the characteristics of Victims (including the ability to differentiate between the special needs of adult and child victims, girls and boys, women and men), their life experiences, and their trafficking trajectories; poor understanding of the modus operandi of traffickers and their networks; and lack of evaluation research on the effectiveness of governmental anti-trafficking policies and the efficacy of rescue and restore programs, among other gaps in the current state of knowledge about human trafficking.”<sup>99</sup>

While some gains in understanding have been made, very little has changed in our cooperative collection and collation of Human Trafficking data and in the amount of research available. Inefficient, non-existent information sharing combined with an overall lack of a universal coordinated approach to education, awareness, training, access to services, federal lobbying efforts, legislative review/outcome assessment, data, research, and justice response were also identified.<sup>100</sup> As long as the social safety net remains fragmented, the billions invested will continue to be ineffectively delivered, and miss the mark on Return On Investment (ROI). Human Trafficking is an issue that intersects with poverty, homelessness, violence, immigration, human rights, etc. Thus, Human Trafficking, by necessity, needs to be addressed in an integrated, systemic way that meets people seeking help where they are at and provides them the supports they need. To this end, several efforts at Systems Transformation already in place to coordinate the social sector with justice, health, and education can be leveraged using the existing community-based governance and integration infrastructure to implement locally without scaffolding new systems and processes in silos.

Siloed individual attempts to gather data combined with lack of information sharing agreements across jurisdictions have created an inaccurate and incomplete picture of Human Trafficking provincially and nationally. Varying definitions, ideologies and standards, combined with NGO competition for dollars, have contributed to confusion and inconsistency in the collection

and reporting of data, suggesting the need for a Social Impact Audit. A Social Impact Audit, as defined by Helpseeker, is: “an analysis of diverse funding sources coming into a local social safety net.”<sup>101</sup> “The current lack of client-level data on service use, flow through, and outcomes makes it impossible at this point to complete a true Social Impact Audit.” The HelpSeeker Report goes on to suggest that transparency, extensive data and research, and focus on KPI’s to ensure Value & Impact are indicated. “This should be assessed annually and compared with other jurisdictions to ensure progress is being achieved.”<sup>102</sup>

While many agencies refer to “collaboration and partnership”, limited evidence of Value & Impact or progress in efforts to have clear, comprehensive data on Human Trafficking across Canada has emerged.

Statistics Canada’s most recent 2019 report on Human Trafficking states that “...police reported 511 human trafficking incidents, representing a rate of 1.4 incidents per 100,000 population—the highest number and rate reported since comparable data became available in 2009.”<sup>103</sup> We know enough to understand that cases of Human Trafficking are increasing year over year, but a full data story showing a shift toward positive outcomes remains elusive. Although Canada’s NAP-CHT initial \$25 million dollar response was warranted and needed, when placed next to Sweden’s average of \$1.27 per person per year spent on ending Human Trafficking, Canada, as of 2016, had allocated approximately 19 cents per citizen in comparison.<sup>104</sup> The HelpSeeker Report raises serious concerns about the allocation of funding related to Human Trafficking interventions in Alberta, and suggests further review and study is warranted. While it may seem that a notable amount of funds is going into social issues, only a very small fraction of this makes it into the service delivery landscape accessible by those looking for support related to Human Trafficking.<sup>105</sup>

Data programs constructed around KPIs and quarterly review for trends, change and impact are standard for agency leaders, and yet such practice is not being applied to analyzing Human Trafficking in Alberta. The HelpSeeker Report suggests, “This should be remedied to ensure all relevant service providers, funders, and actors work in a coordinated fashion to overcome artificial or inefficient barriers to better policy, funding, and service delivery.”<sup>106</sup> Without extensive data sets and research, the true state of Human Trafficking in Alberta and Canada and possible paths for more optimized intervention and impact of service delivery remains unclear.

Expert presenter and Survivor Jennifer Richardson, Director of Ontario’s Provincial Anti-Human Trafficking Coordination Office and presenter to the AHTTF, detailed that her office is addressing the gaps of research and data collection as a part of a provincial response and in tandem with the Office’s other coordinating responsibilities. Restore NYC Executive Director Amanda Eckhardt, PhD states, “The anti-trafficking field will evolve to the extent we can track data and outcomes,” and has employed a dynamic system of “Pilot, Measure, Iterate”, implementing best in class social solution software to ensure the collection of standardized measures of health. Feedback through focus groups, outcome mapping, and a focus on measuring and reporting true systems and individual change, in combination with fostering partnerships with academics and universities, has produced robust partnerships and quantified benefits to Human Trafficking Survivors.

An area which has been identified as needing more extensive research, data collection, and prioritization is on the impact of prevention strategies. In relation to “reduced dollars that go to prevention”: **A review of (their) annual budget breakdown for the National Action Plan shows that over half of the annual budget of \$6+ million went to enforcement and CBSA initiatives. “Awareness and Research” received around \$155,000 annually (approx. 2.5%) and “Stakeholder Consultation and Coordination” (ie, partnership-related initiatives) received around \$200,000 annually (approx. 3%).**<sup>107</sup>

A shining example of ground-breaking research and use of data to reveal the true nature of Human Trafficking in Canada was released through The Canadian Centre to End Human Trafficking’s *Corridors in Canada* Report. The report identifies tactics, strategies, and methods used by traffickers, typology of Human Trafficking and Traffickers, Human Trafficking Survivor Demographics, and regional differences in occurrence of Human Trafficking, taking into account contributing factors. With a focus on Value & Impact and measurable outcomes, this open source, non-partisan document is a template for the type of work that an Enhanced, Centralized Data Collection and Research repository/Centre of Excellence could achieve on a provincial level, which could in turn feed into, and deepen the insights at the national level.

On a local Alberta level, the frontline agency CUPS, that advocates for and serves vulnerable populations in Calgary, presented their “Resilience Scale” model. The scale and approach incorporates research, policy, and practice, with creating and measuring long term change and resilience for life. Based on brain story science, the Resiliency Scale approach creates a dynamic of personal responsibility and client driven goals.

In April 2021, in response to their recognition of the critical need for the collection of data related to the issue of exploitation and Human Trafficking, the Ministry of Community and Social Services awarded a grant to the NFP Not In My City to explore the feasibility of developing core and shared data among provincial key stakeholders providing services to populations directly impacted by Human Trafficking.

Expert presenters detailed an urgent need for the centralization, coordination, and analysis of data for all cases related to sexual, labour, and organ trafficking. **Presenters to the AHTTF have indicated that the concept of a coordinated centralized repository/Centre of Excellence focusing on data/research across the spectrum of societal issues is currently being discussed through various government-appointed committees such as the Alberta MMIWG Working Group and the Mental Health Panel.** AHTTF members agree that this mechanism would be a viable and needed entity in relation to optimizing a provincial response to suppressing and addressing cross-Ministry issues related to vulnerability.

**Recommendation #5 is in alignment with comments provided by the Ministries of Justice and Solicitor General, Community and Social Services, and Service Alberta as per the *Government of Alberta Intersections, Challenges and Opportunities in Combating Human Trafficking* document.<sup>108</sup>**

## 11.0 Conclusion

The AHTTF would like to thank The Government of Alberta. The leadership and resolve to prioritize the issue of Human Trafficking requires vision and courage. It has been an honour to have the opportunity to serve Albertans by bringing recommendations and advice related to combating Human Trafficking.

Through presentations by 92 experts, and most significantly, through the lens of those with lived-experience, what is clear is that Human Trafficking requires a relational, coordinated, and consistent multidisciplinary response. Meaningful, measurable change will require the cooperation of both the public and private sectors, and a cultural shift in awareness and understanding of this criminal justice and human rights issue.

We thank the individuals who shared their accounts of having their lives changed forever by this vile crime for their bravery and willingness to allow their pain and suffering to be exposed for the sake of their healing, and the safety of our community. The AHTTF has taken these experiences to heart, and placed them back into the words of this report for the good of all Albertans.

It has been said that a society is only as strong as its most vulnerable members. Human Trafficking and sexual exploitation has seen recent explosive growth in Canada which requires a response if we are to defend our communities, and protect children and the most vulnerable. Human Trafficking has identifiable signs, and increasingly effective intervention and prevention techniques, which, when applied, create more resilient, stronger, safer, freer communities.

We believe that combating Human Trafficking through upholding and defending the human rights and dignity of every individual is to uphold freedom; one of Canada's most enduring values as a nation.



“It’s not my story,  
it’s the Survivor’s story.”

- Joy Smith B.Ed, M.Ed, MP (Ret),  
Abolitionist, Founder The Joy Smith  
Foundation who passed Bill C-268, C-310,  
and took a leadership role in Bill C-36.



We, the undersigned, members of the Alberta Human Trafficking Task Force, endorse and support the attached report we have created entitled “The Reading Stone- The Survivor’s Lens to Human Trafficking” and the findings and recommendations contained within.

*original signed by:*

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PAUL BRANDT, CHAIR

*original signed by:*

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DOUGLAS RETI

*original signed by:*

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HEATHER FORSYTH

*original signed by:*

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PATRICIA VARGAS

*original signed by:*

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JAN FOX

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TYLER WHITE

*original signed by:*

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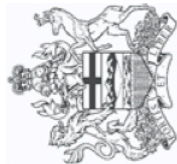
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ALBERTA

**M.O. 15/2020**

## **MINISTERIAL ORDER**

I, **DOUG SCHWEITZER, Q.C.**, Minister of Justice and Solicitor General for the Province of Alberta, pursuant to section 7 of the *Government Organization Act*, make the order as set out in the attached Appendixes, being the Human Trafficking Task Force.

**Dated** at the City of \_\_\_\_\_, in the Province of Alberta, this \_\_\_\_\_ day of \_\_\_\_\_, 2020.

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**MINISTER OF JUSTICE AND SOLICITOR GENERAL  
OF THE PROVINCE OF ALBERTA**

**APPENDIX I**  
**MINISTERIAL ORDER (15/2020)**  
**GOVERNMENT ORGANIZATION ACT**

**Human Trafficking Task Force**

- 1 Pursuant to section 7 of the *Government Organization Act*, I hereby establish the Human Trafficking Task Force whose purpose, roles and responsibilities is set out in the Terms of Reference in the attached Schedule to this Order.
- 2 Pursuant to section 7 of the *Government Organization Act*, I appoint the following persons as members of the task force:
  - a. Paul Rennée Brandt
  - b. Heather Mae Forsyth
  - c. Jan Fox
  - d. Dale McFee
  - e. Douglas Cameron Reti
  - f. Patricia Carolina Vargas
  - g. Tyler White
- 3 Pursuant to section 7 of the *Government Organization Act*, I designate Paul Rennée Brandt as chair of the task force.
- 4 Pursuant to section 7 of the *Government Organization Act*, I designate Bonnie Johnston as the government liaison and support to the chair of the task force.
- 5 The remuneration, payable to the members of the task force referred to in section 2 and the government liaison referred to in section 4, for services necessarily performed in the performance of their duties shall be paid in accordance with Appendix 3, Schedule 1, Part B of the Committee Remuneration Order (O.C. 466/2007).
- 6 The traveling and living expenses of the members of the task force referred to in section 2 and the government liaison referred to in section 4, while absent from their ordinary place of residence and necessarily incurred in the performance of their duties shall be reimbursed in accordance with the rates set out in the *Travel, Meal and Hospitality Expenses Policy* as amended from time to time, or any directive made in substitution, as if they were employees of the Government of Alberta.
- 7 This order is effective on the date of signing.

**APPENDIX II**  
**MINISTERIAL ORDER (15/2020)**  
**SCHEDULE**  
**HUMAN TRAFFICKING TASK FORCE**  
**TERMS OF REFERENCE**

**CONTEXT**

Human trafficking is a complex and serious crime that requires a sustained and coordinated response by all levels of government in collaboration with civil society. The Government of Alberta is committed to being on the forefront of addressing human trafficking. By establishing a task force of experts in the field, government will receive the necessary advice and recommendations to ensure Alberta develops and implements a coordinated, comprehensive strategy to prevent human trafficking, protect its victims, and prosecute perpetrators of human trafficking.

**MANDATE**

The task force brings together representatives from multiple agencies and individuals with expertise to share information and coordinate action in the ongoing efforts to combat human trafficking. The task force will function as an advisory group to the Government of Alberta and will provide recommendations to assist them in implementing Alberta's action plan to address and suppress human trafficking, and to lobby other levels of government in their efforts of the same. In addition, the task force will:

- Protect victims: Assurances that advocates and victims can communicate with the task force without fear of repercussions subject to their requirements to protect their personal identification;
- Be held in public: As identified by the task force, certain meetings may be open for public attendance and on the record. There may be times when the task force members will wish to meet without an audience, to better protect privacy or engage in enhanced deliberation. This will be determined by the group on a case-by-case basis.
- Be open and transparent: The task force will be responsible for reporting to the Deputy Minister Steering Committee (steering committee) on a quarterly basis and will be supported by a cross-ministry Human Trafficking Working Group. The task force will provide a final report of progress to the Minister of Justice and Solicitor General, which will be essential to ensuring this advisory group has achieved their mandate.

**OBJECTIVES**

The members of the task force will provide advice and recommendations to the Government of Alberta to support the development and implementation of the action plan to combat human trafficking, which includes the following key objectives:



1. Passage of the *Protecting Survivors of Human Trafficking Act*– which will allow trafficking victims to obtain restraining orders against their abusers and creates a civil tort for trafficking that would allow victims to sue traffickers.
2. Adoption by the Legislature of the “2002 Protocol to Prevent, Suppress and Punish Trafficking in Persons” (Palermo Protocol) definition of human trafficking, followed by an effort to have other provinces and the federal government adopt the same standard definition to create a common understanding across Canada of what constitutes human trafficking.
3. Increase efforts to raise public awareness about the risks and reality of human trafficking, where to get help, and how to take action or report tips to the new National Human Trafficking Hotline.
4. Ensure appropriate training for judges, prosecutors and first responders, including police officers, nurses and doctors, and other professionals and service providers to enhance detection of human trafficking and the prosecution of human traffickers, as well as improving support for victims.
5. Ensure the Department of Labour and Immigration provides information to non-Canadian workers in Alberta about their rights under Canadian law, to assure them that if they report an instance of human trafficking, they will not be subject to removal for the duration of their work permit.
6. Work with community groups, other provinces, and the federal government to collect and share better data on human trafficking, and to ensure coordinated action as part of the National Action Plan to Combat Human Trafficking.
7. Name and shame traffickers by publishing the names of businesses that have been found to have knowingly facilitated human trafficking.
8. Lobby the federal government to strengthen penalties against human traffickers by bringing Bill C-452 into force.

## **SUPPORT FOR THE WORK OF THE TASK FORCE**

### **Deputy Minister Steering Committee**

This steering committee, with representation from Justice and Solicitor General, Children's Services, Community and Social Services, Culture, Multiculturalism and Status of Women, Indigenous Relations, and Labour and Immigration, has been created to provide oversight and validation to the task force. This steering committee will meet as needed to:

- Review quarterly reports from and provide guidance as needed to the task force;
- Provide guidance as needed to the working group; and
- Provide leadership in the implementation of advice and recommendations.



### **Working Group**

A cross-ministry Human Trafficking Working Group will provide support as required, including:

- Jurisdictional scans, relevant research;
- Assist with the flow of information between the task force and the steering committee;
- Coordinate task force meetings, including ensuring all necessary materials are sent out in advance of all meetings; and
- Coordinate and request attendance of subject matter experts to present to the task force on relevant topics at the request of the task force.

### **Government Liaison and Support to the Chair**

An individual of the Chair's choosing will:

- Act as a liaison between government, chair and the task force; and
- Provide support to the chair as needed.

## **DELIVERABLES**

### **Task Force:**

- The task force shall meet regularly in order to make recommendations on how best to implement the action plan and provide advice beyond it. The task force may ask for the coordination of experts to provide input per action item or for groups of action items (e.g., education and training, protection for workers, data and information, and legislation).
- The task force will provide quarterly updates to the minister on their progress.

### **Working Group:**

- The working group will be responsible for authoring the final internal report, which will be the culmination of the task force's advice and recommendations.
- The working group will develop meeting minutes for each meeting with the purpose of sharing these back to the task force for their validation. This approach will enable the final report to be written expeditiously upon the conclusion of the task force/work.

## **MEMBERSHIP**

The task force is comprised of representatives external to the Government of Alberta. Membership reflects the complexity of human trafficking and includes individuals with professional experience relevant to sex, labour, and organ trafficking.

Additional appointments may be required as the task force begins its work to ensure there is the requisite knowledge needed to provide recommendations for a meaningful strategy. The task force will be encouraged to invite experts to attend meetings on an ad hoc basis to provide expertise needed to inform their recommendations. Members share the following responsibilities:

- Attend meetings to provide subject matter expert input;
- Consult with and coordinate input from stakeholders as appropriate to ensure adequate representation;
- Identify additional stakeholders for their expertise on specific topics; and
- Provide information and updates, including promoting awareness to their professional networks that may be directly or indirectly impacted.

## **CHAIR**

The chair shall:

- Champion the work of the task force to coordinate a response for human trafficking;
- Act as host for associated public/expert stakeholder discussions (as required);
- Work with the working group to plan the agenda for the task force meetings and ensure the agenda clearly indicates the purpose of the agenda items;
- Facilitate consultation, information sharing, and collaboration among members as needed;
- Ensure alignment between recommendations and the direction action plan; and
- Ensure reporting is prepared after each meeting and forwarded to the Human Trafficking Working Group.

## APPENDIX II MINISTERIAL ORDER (15/2020) SCHEDULE HUMAN TRAFFICKING TASK FORCE TERMS OF REFERENCE

### CONTEXT

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# Appendix C

## TASK FORCE COMMITTEE MEMBERS

### Paul Brandt, Chair

Canadian Country Music Hall of Fame artist Paul Brandt is an internationally recognized and awarded humanitarian, philanthropist, musician and performer. He is the founder of #NotInMyCity, a movement that is raising awareness and taking collective action to prevent and end sexual exploitation and trafficking of children and youth. In 2019, he received the Slight Humanitarian Award at the CCMA Awards for his outstanding humanitarian contributions to #NotInMyCity. Later that year, to recognize his dedication to ending human trafficking and child sexual exploitation, he was honoured with a Blackfoot name: Buffalo Bull Shield.

### Heather Forsyth

Throughout her political career, Heather Forsyth has served Albertans, including as the solicitor general and as the minister of Children's Services. She launched the high risk offender website, established the first Amber Alert, which she took across the country, brought forward the Integrated Response to Organized Crime, and worked to pass several pieces of legislation to combat child pornography and protect youth involved in drug activity and prostitution.

### Jan Fox

Jan Fox is the executive director for REACH Edmonton, a not-for-profit organization created to make Edmonton a safer place to live and work. She is also a consultant with the Robcan Group, which provides training and development services to business, industry, government and communities. She previously served as a district director with the Government of Canada managing labour relations issues and as a warden at the Edmonton Institution for Women.

### Dale McFee

Edmonton chief of police Dale McFee has an extensive background in policing, including 26 years as an officer in Saskatchewan and six years as the deputy minister of corrections and policing for Saskatchewan. For four years, he co-chaired the Canadian Centre for Justice Statistics and federal, provincial and territorial deputy ministers in partnership with Public Safety Canada, previously served as president of the Canadian Association of Chiefs of Police, and was a member of the Parkland Health Board for three years.

### Douglas Reti

After a 27-year career with the RCMP in the Yukon, Douglas Reti went on to manage detachments in Indigenous communities throughout the north, as well as Alberta and Manitoba. He served as senior executive and director general of the RCMP Indigenous Relations Services and was responsible for the development of national policy and strategic direction of National Aboriginal Policing Services. Since his retirement from policing, he has worked in numerous consultative and collaborative roles with Indigenous communities, and is currently the director of security for Backwoods Energy, a company owned by the Alexis Nakota Sioux Nation.

### Patricia Vargas

Patricia Vargas is a director at Catholic Social Services where she oversees facilities for high-risk youth, second stage shelter and housing. She is a board member of the Global Network of Women's Shelters and has been the architect of bringing 11 countries together to develop a protocol to transfer victims of human trafficking from shelter to shelter internationally. She has participated in various task forces, think tanks and round tables nationally on the issue of human trafficking.

### Tyler White

Siksika Health Services CEO Tyler White is an advocate both provincially and nationally on behalf of First Nations' People. He was instrumental in bringing together Treaties 6, 7 and 8 in the formation of the Alberta Health Consortium in response to the Federal Action Plan on Jordan's Principle, and was as a member of the Provincial Child Intervention Panel and the Provincial Mental Health Review. He is a member of the College of Physicians & Surgeons of Alberta (CPSA).



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## ALBERTA HUMAN TRAFFICKING TASK FORCE

### WORK PLAN

JULY 2020  
(UPDATED AUG 2021)

## WORK PLAN

(Information incorporates prior provincial/national consultation, the initial work plan from the government Working Group, the Nine Point Alberta Action Plan with a focus on the 4 P's, the addition of Empowerment (Canada's National Action Plan to Combat Human Trafficking), and ongoing feed-back from Task Force members and consultation/discussion from presenters).



AREA OF FOCUS	PROPOSED ACTIONS	STATUS UPDATE
<div>SURVIVOR CENTERED</div>	<ul style="list-style-type: none"><li>Create a trauma-informed and survivor-centered consultation process -- understand from the victim/survivor perspective what works and what needs to be done differently. Include a rich diversity of experiences.</li></ul>	<p>Survivor presentations built into all Task Force meetings:</p> <p>To date, 11 survivors have shared their stories, insights and expertise</p>



Part of Alberta's  
9 Point Plan



Identified as high  
priority by Task  
Force Members



## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE

### ADVOCACY

- Understand community specific root causes and social determinants of health contributing to vulnerability and the risk of exploitation/trafficking.
- Understand the issue of human trafficking is a human rights issue connected to respecting the basic dignity and rights of individuals.

**Began discussions July 28, 2020  
(Incorporated into each meeting)**



- Review current training programs provided to front line responders eg. school staff, law enforcement, child protection, healthcare, travel/ hospitality industries (what leading practices, standards and indicators of success are used in Alberta and other jurisdictions).
- Identify opportunities for integrated training to ensure common outcomes, understanding, and leveraging of diverse skill sets.

**Identified as a priority through  
discussion and presentations**



### EDUCATION AND TRAINING

- Ensure educational resources are provided within the school system that will help prevent human trafficking by teaching students how to recognize if they are being trafficked, and how to get help.

**Identified as a priority through  
discussion and presentations**



- Ensure the Department of Labour provides information to Temporary Foreign Workers in Alberta about their rights under Canadian Law.

**Presentations from ACT,  
Ministry of Labour, Calgary  
Catholic Immigration Society,  
and Migrante Alberta:  
July, Sept, Nov (2020)**

## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE

### AWARENESS AND COMMUNITY ENGAGEMENT



- Identify strategies for increasing public awareness (assess programs/campaigns that have established successful outcomes at the provincial, national and international levels). Include non-traditional partnerships in developing awareness eg. travel and hospitality industry, business sector, community leaders, tech companies etc.

**Discussion initiated:  
Sept 22, 2020**

**Identified as a priority through  
discussion and presentations**

- Understand the issue of clean supply chains.

**Discussed March 18, 2021  
(Arnold Viersen, MP)**

- Address the demand side with a focus on boys and men.

**Presentation/discussion:  
Feb 23, 2021**



- Reassess the most appropriate date for the "Awareness Day": February 22 or alignment with the International Awareness Day on January 11.

**Discussion initiated:  
June 17, 2020**



## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE

<div>ACCESS TO SERVICES</div>	★	<ul style="list-style-type: none"> <li>Assess supports needed for specific populations to address root causes of vulnerabilities and inequities: eg. newcomers to Canada, Indigenous peoples, LGBTQ2+ and rural communities.</li> </ul>	<p><b>Presentations on Immigrant/ Refugee, rural, and Indigenous populations:</b> Sept, Oct, Nov (2020), Jan &amp; Feb (2021)</p> <p><b>Presentation on exploited boys and men, and trans and queer youth - Jan 21, 2021</b></p>
		<ul style="list-style-type: none"> <li>Review the current “Pathways for Victims” (where are the redundancies, gaps and barriers within and across systems) in urban and rural Alberta. “Breakdown Silos”.</li> </ul>	<p><b>Presentations from Frontline Agencies:</b> July, Sept, Oct, Nov (2020), Jan &amp; Feb (2021)</p> <p><b>Stakeholder Mapping to identify resources/services and current capacity within the province presented Jan 20, 2021</b></p> <p><b>Requires further assessment/analysis:</b> External review approved by Ministry of Justice. To be complete mid July, 2021.</p>
<div>LONG-TERM SUPPORTS</div>	★	<ul style="list-style-type: none"> <li>Review leading provincial, national and international practice models: providing long term supports to victims addressing physical, psychological, financial and social recovery.</li> </ul>	<p><b>Ongoing: information/ presentations provided by experts and Frontline Agencies to the Task Force</b></p> <p><b>Presentation from Leading Practice Model in the United States: Feb 23, 2021</b></p>





## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE



### PROTECTING SURVIVORS OF HUMAN TRAFFICKING ACT (PSHTA)

<ul style="list-style-type: none"> <li>Review effectiveness of PSHTA implementation</li> </ul>	<p><b>Received Royal Assent May 12, 2020</b></p> <p><b>Presentation from the Crown Oct 26 (2020), Jan 20 (2021)</b></p>
<ul style="list-style-type: none"> <li>Determine strategies to lobby Federal Government to strengthen penalties against human trafficking by bringing Bill C-452 (private members Bill into force).</li> </ul>	<p><b>Government Strategy</b></p>
<ul style="list-style-type: none"> <li>Understand intersection/harmonization with existing legislation (eg. Protection of Sexually Exploited Children Act, Protection of Children Involved in Prostitution, Protection of Children Abusing Drugs, Child, Youth &amp; Family Enhancement Act, Bill 202).</li> </ul>	<p><b>Presentation on PSECA legislation Jan 21, 2021</b></p>
<ul style="list-style-type: none"> <li>Review information on effectiveness of human trafficking legislation in Ontario, Manitoba and Saskatchewan.</li> </ul>	<p><b>Ministry of Justice to provide information.</b></p>
<ul style="list-style-type: none"> <li>Review outcomes of the Nordic Model (used in Canada), decriminalization and the legalization of sex work internationally (what has been the experience in Sweden, Germany, Amsterdam and New Zealand).</li> </ul>	<p><b>Discussed July 29 &amp; Oct 26 (2020)</b></p> <p><b>Review of the “Online Sexual Exploitation and the Law: Global Perspectives” presented by U of C Law Students on March 18, 2021</b></p>
<ul style="list-style-type: none"> <li>Review effectiveness of John Schools.</li> </ul>	<p><b>Review evaluation completed by CEASE</b></p> <p><b>Presentation/Discussion: Feb 24, 2021</b></p>

## AREA OF FOCUS





## PROPOSED ACTIONS

## STATUS UPDATE

9PP

(CONTINUED)  
PROTECTING  
SURVIVORS  
OF HUMAN  
TRAFFICKING  
ACT (PSHTA)

<ul style="list-style-type: none"> <li>Assess provincial recommendation to: name and shame by publishing the names of businesses that have been found to have knowingly facilitated human trafficking.</li> </ul>	<p><b>Government strategy</b></p> <p><b>Information provided to Task Force March 18, 2021</b></p>
<ul style="list-style-type: none"> <li>Understand the issue of labor trafficking to assist with more effective case/victim identification, prevention and prosecution (eg. forced/coerced drug distribution, farm labor, domestic servitude, holding companies accountable for using foreign labour recruiters that use exploitive labour, and other forced labour crimes).</li> </ul>	<p><b>Presentations:</b> <b>Jul 29, Sept 22, Oct 27, Nov 23 (2020)</b></p>
<ul style="list-style-type: none"> <li>Understand the issue of organ trafficking to assist with more effective case/victim identification, prevention and prosecution.</li> </ul>	<p><b>Presentations:</b> <b>Jul 29, Sept 22 (2020)</b></p>
<ul style="list-style-type: none"> <li>Suggested areas requiring further information/discussion:                             <ul style="list-style-type: none"> <li>Review Massage Parlor Licensing</li> <li>Role of telecommunication companies and internet service providers</li> </ul> </li> </ul>	<p><b>Presentations on Massage Parlor Licensing:</b> <b>Sept 22 &amp; Oct 26 (2020)</b></p> <p><b>Presentations on online exploitation:</b> <b>Jan 20 &amp; March 18 (2021)</b></p>

AREA OF FOCUS	PROPOSED ACTIONS	STATUS UPDATE
<div data-bbox="100 277 422 435"> <div>TRAINING FOR JUDICIAL SYSTEM</div> </div>	<div data-bbox="468 250 577 342">   </div> <div data-bbox="625 305 1503 402"> <ul style="list-style-type: none"> <li>Review training currently provided to prosecutors, judges and police to appropriately identify and sentence traffickers supporting the complex work of building a case.</li> </ul> </div>	<div data-bbox="1581 326 1965 386"> <p><b>Identified as a priority through discussion and presentations</b></p> </div>
<div data-bbox="100 667 422 813"> <div>CONSISTENT/ COORDINATED DATA SYSTEM</div> </div>	<div data-bbox="468 612 577 704">   </div> <div data-bbox="625 623 1524 841"> <ul style="list-style-type: none"> <li>Identify strategies/process to improve data collection and information sharing</li> </ul> <p>(Review current provincial and national data sources. Assess roadblocks in gathering data, limitations, and approaches for developing a coordinated/centralized data system eg. what should be collected, by who, how often, where should it be stored).</p> </div>	<div data-bbox="1581 704 1965 764"> <p><b>Identified as a priority through discussion and presentations</b></p> </div>



## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE

<b>AGREEMENT ON DEFINITION OF HUMAN TRAFFICKING</b>		<ul style="list-style-type: none"> <li>Ensure that all Alberta anti human trafficking agencies adhere to the UN Palermo Protocol adopted by the Protecting Survivors of Human Trafficking Act (PSHTA).</li> </ul>	<b>Definition established within PSHTA</b>
<b>ENGAGEMENT WITH INDIGENOUS COMMUNITIES</b>		<ul style="list-style-type: none"> <li>Understand Indigenous History and its impact on Missing, Murdered, Exploited Indigenous Persons.</li> </ul>	<b>Presentations:</b> Sept, Oct, (2020) & Feb (2021)  <b>Findings/recommendations from the Missing &amp; Murdered Indigenous Women and Girls Report provided to Task Force Members March 18, 2021</b>  <b>Meetings with MMIWG Working Group and Task Force Chair held in May and July (2021)</b>
<b>COLLABORATION</b>		<ul style="list-style-type: none"> <li>Identify key stakeholders and the continuum of current services for victims of human trafficking.</li> </ul>	<b>Stakeholder Mapping to identify resources/services within the province presented Jan 20, 2021</b>  <b>Requires further assessment/analysis:</b> <b>External review approved by Ministry of Justice. To be completed mid July, 2021.</b>
		<ul style="list-style-type: none"> <li>Assess what is required to support strong working partnerships and a wrap around service delivery approach in Alberta (eg. networks, facilitative/backbone organization, Centres of Excellence, hubs of practice).</li> </ul>	<b>Ongoing Presentations from Frontline Agencies:</b> <b>July, Sept, Oct, Nov (2020), Jan &amp; Feb (2021)</b>

## AREA OF FOCUS

## PROPOSED ACTIONS

## STATUS UPDATE

### LEVERAGING EFFICIENCIES



- “Scaling services that work and are evidence-based”. Review successful models of practice for opportunities to integrate and expand (eg. child advocacy centres, family centres etc).

**Ongoing: Presentations from Provincial, National and International Models of Practice**

- Identify current government funding supporting vulnerable populations and victims of exploitation/human trafficking.

**Summary of Current Government Funding Allocated for Human Trafficking and Vulnerable Populations presented Jan 20, 2021**

**Requires further assessment/analysis: External review approved by Ministry of Justice. To be completed mid July, 2021.**

### LEADING PRACTICES



- Identify evidence based, leading practices/outcomes at the provincial, national and international levels. Describe national and global promising practices.

**Ongoing: presentations, consultation with experts and published reports**

- Incorporate evaluation and measurement to determine effectiveness and impact: “how to measure success”.



## KEY LEARNINGS/ISSUES RELATED TO HUMAN TRAFFICKING

(Based on information from consultation process undertaken by #NotInMyCity (2018), Report of the Standing Committee on Justice and Human Rights (2018), National Action Plan to Combat Human Trafficking (2012), and resource material provided by Alberta Ministry of Justice.)

- Definition of human trafficking is not clear. Confusing and open to interpretation. Need to ensure that all Alberta anti human trafficking agencies adhere to the UN Palermo Protocol adopted by the Protecting Survivors of Human Trafficking Act (PSHTA).
- Lack of comprehensive, reliable and comparable data on human trafficking.
- Need to increase public awareness and engagement about human trafficking to prevent its occurrence and assist victims appropriately.
- Need for effective, current and relevant legislation to support victims of human trafficking and empower people at risk. (Review relevancy and effectiveness of PSHTA, PSECA and other related Acts).
- Need to provide an “integrated response” across the continuum of care among agencies at the regional and provincial levels. Access to mental health/addiction services and transitional, long-term supports identified as major gaps.
- Prevention and early intervention strategies identified as critical components in the response to human trafficking.
- Increased education and training required for front line responders, law enforcement, judges, prosecutors and the travel and hospitality industries.
- Indigenous youth and adults are currently “over-represented and under-served”.
- Need for research and the establishment of evidenced based, leading practice.
- Need for migrant workers to understand their rights, specifically labour rights, to prevent human trafficking from occurring.
- Need to identify signs and causes of vulnerability, especially those connected specifically to human trafficking.
- Need to develop a stronger understanding for scope of labour and organ trafficking in Alberta to effectively address root causes and develop supports for victims.
- Need to review current legislation surrounding organ and tissue trafficking in Canada to inform how Alberta can effectively address identified gaps.



## KEY THEMES/CONSIDERATIONS: MAY, 2020 – MARCH 18TH, 2021 (Internal Working Document – Summation of Issues and Preliminary Ideas/Recommendations)



### 1. Strategic Pillar: EMPOWERMENT

- Survivors' voices and experiences need to be embedded in system, policy and program changes.
- Integrating individuals with lived experience into police and front-line teams acknowledged to be promising practice.
- Dedicated supports designed by and for Indigenous peoples.



### 2. Strategic Pillar: PREVENTION

- "Invest" upstream.
- Increase public awareness with successful, evidence-based campaigns.
- Coordinate a consistent approach to providing education and training programs provincially.
- Embed awareness/education into school curriculum.
- Mandate education/training in health care sector.
- Integrate trauma informed training for frontline service providers.
- Enhance education programs for migrants and the public on labour trafficking.
- Measure impact/outcomes of campaigns and education programs.
- Understand the Social determinants of Health and Justice are critical for preventing and addressing the issue of exploitation/trafficking.



### 3. Strategic Pillar: PROTECTION

- Ensure victims and front-line responders have timely access to safe, trauma informed, specialized services.
- Understand who does what across the continuum of services provincially -- how are services/pathways connected and effectively coordinated. (Alberta Community Response Model)
- Identify which agencies are providing best practice/outcomes for victims of human trafficking.
- Address lack of resources within the north, rural and Indigenous communities.
- Require a continuum of wrap-around, trauma informed services in place and accessible to all victims within the province addressing: case management, safety, housing, medical services, mental health services, legal services, training/education programs, clothing and food, interpretation/translation, life skills training, employment assistance, community re-integration.
- Ensure youth can transition successfully to adult services within a continuum of care.
- Leverage learning from current leading models of care.
- Understand how victims can be assisted to obtain picture ID.
- Address the need for resources for trans people and exploited boys and men.
- Provide culturally safe spaces for survivors to tell their stories and receive care.



### Strategic Pillar: PROSECUTION

- Training for judges and police officers. Change approach from the “old way” to the “new way”.
- Communication and collaboration with police agencies and prosecutors across provincial and national jurisdictions – No Boundaries.
- Integrated police teams involving First Nations’ Police Services and dedicated Crown Prosecutors.
- Inclusion of “Indigenous ways” when dealing with Indigenous victims by police and the courts.
- Support for victims from day one through to the completion of the trial.
- Sharing of information for joint investigations.
- Centralizing/coordinating data for all cases related to sexual, labour and organ trafficking.
- Automatic publication bans for individuals over 18.
- Harmonizing of existing legislation (eg. PSECA, IRPA, Consumer Protection Act ) with the provincial Human Trafficking Act.
- Expungement of criminal records for victims who have been previously arrested for prostitution.
- Examination of cases that have gone through the courts – what were the arguments that led to successful outcomes.
- Data/measurement.
- Establishing clean supply chain lists in Alberta.
- Further review on international practices (including the Nordic Model).
- Advocacy for Bill S204 to be brought forward for second reading. Consideration for advocacy of Bill S-114.
- Consideration of adjusting language with inclusion of “coercive control”.
- Decision on continued licensing of Body Rub Parlours.



### Strategic Pillar: PARTNERSHIP

- Address FOIP legislation and sharing of information.
- Realign resources – currently fragmented.
- Move from a competitive model to a collaborative, culturally informed model.
- Leverage learning from current leading models of practice.
- Build on and intersect with current provincial initiatives.
- Provide timely response, access and coordination of services across the continuum of care (Alberta Community Response Model).
- Ensure accountability/measurement of outcomes.
- Engage in research to ensure evidence-based, leading practices. Consideration of a Centre of Excellence dedicated to data and research across the spectrum of issues connected to vulnerability.
- Create a Provincial Anti-Trafficking Coordination office.

# Appendix F

## SUMMARY OF PRESENTATIONS TO THE TASK FORCE

### May, 2020

#### ► **Setting the Stage**

- Gabrielle Christopherson (Director, Violence Against Women and Girls, Culture, Multiculturalism and Status of Women - Government of Alberta)

#### ► **Nine-point Action Plan**

- Patricia Rzechowka (Ministry of Justice)

#### ► **Human Trafficking Legislation**

- Shelley Jodoin and Brad Kring (Ministry of Justice)

### June, 2020

#### ► **“What it Really Means to Better Protect Survivors of Human Trafficking and Sexual Exploitation: A Survivors Perspective”**

- Redacted name

### July, 2020

#### ► **Timea Nagy (Best Selling Author, International Award-Winning Human Rights Activist)**

#### ► **“Maddison’s Story”**

- Jennifer Holleman (Mother of Maddison and Advocate for Human Trafficking)

#### ► **“The Effect of Early Brain Development: Implications for Risk and Resilience Across the Lifespan”**

- Dr. Nicole Sherren, (Scientific Director & Senior Program Officer), Palix Foundation

#### ► **“Building Precedent to Support Human Trafficking Legislation”**

- Richard Billington, Q.C. (Head of Billington Barristers)

#### ► **“Canada’s Laws and the Global Context: A Comparative Review”**

- Kate Quinn (Executive Director of CEASE)
- Trisha Baptie (Founding Member and Community Engagement Coordinator of Exploited Voices now Educating)

#### ► **“ALERT Human Trafficking & Counter Exploitation Unit”**

- Superintendent Dwayne Lakusta (CEO ALERT)
- Detective Dan Duiker (ALERT)

#### ► **“Trafficking in Human Organs: the Canadian Experience”**

- Dr. Terry Adido (Intergovernmental Policy Analyst), Health

#### ► **“Labour Trafficking: Information & Insights from the Front Line”**

- Jessica Brandon (Manager of Training and Education, Action Coalition on Human Trafficking)
- Constable Mark MacDonald (RCMP)

### September, 2020

#### ► **“Human Trafficking: Perspectives from Employment Standards and Occupational Health and Safety”**

- Candice Jackson (Director of Employment Standards, Ministry of Labour)
- Frank Smart (Director of Occupational Health and Safety, Ministry of Labour)
- Fariborz Birjandian (CEO of Calgary Catholic Immigration Society)

#### ► **“From Familial/Community Exploitation to Becoming Educators, Advocates and Peer Mentors”**

- Juanita Murphy
- M

#### ► **“Surviving Sexual Exploitation: An Indigenous Survivor’s Story of Liberation & Advocacy”**

- April Eve Wiberg (Founder/Organizer/Advocate/Survivor of Stolen Sisters and Brothers Action Movement)

► **“Illicit Massage Businesses and Human Trafficking”**

- Christy Kasur (Massage Therapist, Mastery Massage Inc.)

► **“Human Trafficking and Indigenous Women”**

- Susan Life-Yeomans (Co-Chair of the First Nations Women’s Council on Economic Security)

**October, 2020**

► **“Body Rub Centres Licensing in Edmonton”**

- Jenny Kain (Director Safe and Healthy Communities, City of Edmonton) -
- Jenna Pilot (Supervisor, Community Safety, City of Edmonton)
- Jackie Foord (Branch Manager, Social Development, City of Edmonton) - “Body Rub Centres Licensing in Edmonton”

► **“The City of Calgary Business Licensing”**

- Richard Hinse (Director of Community Standards, City of Calgary)

► **“Human Trafficking: Alberta Crown Prosecution Service”**

- Vicki Faulkner
- Nadine Nesbitt

► **“Calgary Police Service Perspective”**

- Deputy Chief Paul Cook
- Inspector Kevin Forsen

► **“An Update on Canada’s Strategy to Combat Human Trafficking”**

- Shirley Cuillierrier (Retired RCMP member and Special Advisor to the Minister of Public Safety to Combat Human Trafficking)

► **“Victim Centred Approach”**

- Karly Church (Anti-Trafficking Advocate and Crisis Counsellor)
- Detective Sergeant Sean Sitaram, Durham Regional Police Service (Investigative Services – Robbery, Human Trafficking & Financial Crimes Unit)

► **“Labour Trafficking”**

- Detective Staff Sergeant Coyer Yateman, Ontario Provincial Police (Anti-Human Trafficking Investigation, Coordination Team and Missing Persons and Unidentified Bodies Unit)

- Abeid Morgan, Canada Border Services Agency (Assistant Director Criminal Investigations Section Enforcement and Intelligence Operations Division, Greater Toronto Area Region)

**November, 2020**

► **Migrante Alberta**

- Marco Luciano (Director, Migrante Alberta)

► **“Disrupting the Structures of Violence for Sexually Exploited Women”**

- Andrea Silverstone (Executive Director, Sagesse)

► **“#NotInMyCity Strategic Overview”**

- Paul Brandt (Founder, #NotInMyCity)
- Bonnie Johnston (Co-Executive Director, #NotInMyCity)
- Natalie Muyres (Airport & Transportation Lead / Project Manager, #NotInMyCity)

► **“Sexually Exploited Youth and Service Collaboration”**

- Bryan Hume (Program Director, Hull Services)
- Bree McClellan (PSECA Community Outreach Coordinator, McMan)
- Detective Amy Spence (Child Abuse Unit, Calgary Police Service)
- Kara Boyd (Addiction Counsellor, Alberta Health Services: Youth Addiction and Mental Health Services)
- Tiffany Medeiros (Manager of Eleanor’s House, Trellis [previously Boys & Girls clubs of Calgary])
- Melanie Kamps (Youth Practice Specialist, Children’s Services)

► **“Best Practice Programming for Women Exiting Sexual Exploitation”**

- Theresa Jenkins (Executive Director, RESET)
- Liz Gibson (Program Manager, RESET)

► **“A Front Line Perspective”**

- Becky Bradbury (Director of Initiatives, Next Step Ministries)

► **“Supporting the Journeys of Trafficked and Exploited Persons over 18: Edmonton Networks”**

- Kate Quinn (Executive Director, CEASE)
- Kim York (Project STAR Victim Advocate CEASE)

- Raelene Russell (Major, Divisional Resource and Human Trafficking Officer)
- Rebecca Alexander (Housing Program Coordinator, Elizabeth Fry Society)
- Kirsty Prasad (Alberta Health Services – Addiction and Mental Health)
- ▶ **“How Practice, Research and Policy Work Together to Build Resiliency & Create Stronger Partnerships”**
  - Carlene Donnelly (Executive Director, CUPS)
  - Jerilyn Dressler (Executive Director, Calgary Distress Centre)
- ▶ **“The Perfect Storm: Intersections of Vulnerability in the North”**
  - Jacquie Aitken (Executive Director, PACE)
  - Buffy MacIntosh (Fund Development Coordinator, PACE)
- ▶ **Michele Taylor (Waypoint)**
- ▶ **Medicine Hat Collaborative**
  - Laura Deschamps (Program Manager, MHPS Victim Services Unit)

#### January, 2021

- ▶ **“Nova Scotia’s Human Trafficking Strategy – A Response to the National Domestic Sex Trade”**
  - Corporal David Lane, RCMP “H” Division, Nova Scotia
- ▶ **“The Investigation and Prosecution of Online Predators”**
  - Jennifer Rees, Alberta Justice – Specialized Prosecutions, Unit Coordinator for Technology and Internet Crime
  - Staff Sgt. Dominic Mayhew, Alberta Law Enforcement Response Team, Southern Alberta Internet Child Exploitation
- ▶ **“Everyone Can Be an Expert in Fighting Human Trafficking – Changing the Perception of Human Trafficking by Education”**
  - Tuomas Aaltone, Criminal Fraud Investigator, DS Overseas Criminal Investigations, US Consulate
- ▶ **“Update Report on Services/Resources Within Alberta and Funding Provided on the issue of Human Trafficking from Ministries within the Alberta Government”**
  - Alex Thompson, director, Integrated Threat and Risk Assessment Center within the Public Security Division, Ministry of Justice and Solicitor General

- ▶ **“Understanding Sex Trafficking”**
  - Jennifer Richardson, Director Provincial Anti-Human Trafficking Coordination Office, Ministry of Children, Community and Social Services, Ontario Provincial Government
- ▶ **“Below The Belt Men’s Project”**
  - Corey Wyness – Comprehensive Health Education Worker
- ▶ **Presentation by Theoren Fleury**
- ▶ **“Protection of Sexually Exploited Children Act – Presentation to the Human Trafficking Task Force”**
  - Fiona Wang, Policy Manager in the Child Intervention Division, Children’s Services
  - Anna Perry, Senior Manager Policy and Practice Units in the Child Intervention Division, Children’s Services

#### February, 2021

- ▶ **“Human Trafficking from an Aboriginal Woman’s Perspective”**
  - Rachelle Venne, CEO, Institute for the Advancement of Aboriginal Women
- ▶ **“Human Trafficking and Justice, Indigenous Women and Girls2S”**
  - Josie Nepinak, Executive Director, Awo Taan Women’s Shelter
- ▶ **“Providing a Continuum of Care for Survivors”**
  - Mary Frances Bowley, Executive Director, Wellspring Living, Atlanta Georgia
- ▶ **“Victims Services, Then Now, and Possibilities”**
  - Julie Peacock, Director for Victim Services, Ministry of Justice
- ▶ **“The Psychology of Human Trafficking”**
  - Dr. Jacqui Linder (Psychologist specializing in the treatment of complex trauma)
- ▶ **Video presentation: “Rethinking John School: The Future of Sex Buyer Intervention”**
  - Peter Qualliotine, Co-founder/Director, Men’s Accountability, Organization for Prostitution Survivors, King County, Washington



► **Video presentation: “Health Care: What Needs to be Done to Make a Difference”**

- Curt Kirscher
- Dr. Hanni Stoklosa
- Mindy Halton

**March, 2021**

► **“Toward an Alberta Model of Wellness”**

- Laureen McNeil, Co-Chair of the Provincial Mental Health Panel

► **Discussion regarding Federal Initiatives and Direction**

- Arnold Viersen, MP and Co-Chair of the All-Party Parliamentary Group to End Modern-Slavery and Human Trafficking

► **“Online Sexual Exploitation and the Law: Global Perspectives”**

- U of C Law Students: Heather Taskey, Lauren Carson, mega Pryor, Alex Dingman, Georgia Cairns, Rob Sandall, Candace Rissley

**April, 2021**

► **Facilitated Session with Pieter de Vos**

► **Discussion of the “Community Perspectives on the Landscape and Realities of Human Trafficking in Calgary” report**

- Jessica Brandon, Acting Executive Director of ACT

# Appendix G

## INFORMATION SESSION WITH CHAIR OF THE TASK FORCE AND PROVINCIAL NETWORK ATTENDEES: MARCH 24TH, 2021

<b>Alex Thompson</b>	Ministry of Justice	
<b>Allison Downey-Damato</b>	Government of Alberta	Assistant Chief Crown Prosecutor
<b>Bonnie Chan Maier</b>	Government of Alberta	Senior Policy Advisor
<b>Bonnie Johnston</b>	Not in My City	Executive Director of Programs and Services
<b>Brad Moore</b>	Calgary Police Service - Child Abuse Unit	Staff Sergeant
<b>Bryan Hume</b>	Hull Services	Director
<b>Buffy MacIntosh</b>	PACE	Fund Development Coordinator
<b>Carlene Donnelly</b>	Cups Calgary	Executive Director
<b>Carmen Fitt</b>	Alberta Children Services - Calgary	Manager
<b>Carrie Field</b>	McMan Calgary Youth Services	Manager of Residential and Community
<b>Christy Parker</b>	REACH Edmonton	REACH Executive Liasion
<b>Colleen Bowers</b>	ALERT	
<b>Crystal Hincks</b>	Not in My City	Evaluator
<b>Dave Chowne</b>	United Way - Alberta Capital Region	Director, Resource Development Operations
<b>Jacqui Linder</b>	Chrysalis Anti-Human Trafficking Network	Executive Director
<b>Jacquie Aitken</b>	PACE	Executive Director
<b>Jan Fox</b>	REACH Edmonton	Executive Director
<b>Jason Zazulak</b>	RCMP - Point Person NIMC	Staff Sergeant - Alberta Serious Crimes
<b>Jessica Brandon</b>	ACT Alberta (The Action Coalition of Human Trafficking)	Manager of Training and Education
<b>Judy Shine</b>	Government of Alberta	Associate Director at Children's Services - Edmonton Region
<b>Kara Boyd</b>	AHS Mental Health Additions - Calgary	Addiction Mental Health Councillor - AHS
<b>Karin Matthiessen</b>	Mc Man Youth Services	Director Client Services
<b>Kate Quinn</b>	CEASE (Centre to End All Sexual Exploitation)	Executive Director
<b>Kevin Forsen</b>	Calgary Police Service	Inspector
<b>Kim Bradfield</b>	ALERT (RCMP)	Corporal
<b>Lance Parker</b>	ALERT - North (EPS)	Staff Sergeant
<b>Leanne Timko</b>	Calgary Catholic School District - Calgray	Supervisor - Diverse Learning
<b>Lena Betkar</b>	SACE (Sexual Assault Centre of Edmonton)	Community & Agency Development
<b>Linea Xaysana</b>	Government of Alberta - Justice Solicitor General	Victim Services, Community & Specialized Programs
<b>Mark Jones</b>	Central Alberta Child Advocay Center - Red Deer	CEO
<b>Paul Brandt</b>	Alberta Human Trafficking Taskforce	Chair
<b>Sara Cameron</b>	SACE (Sexual Assault Centre of Edmonton)	Community & Agency Development
<b>Stephanie Wright</b>	211 Alberta	Manager

## **EXECUTIVE SUMMARY: MEETING WITH TASK FORCE CHAIR AND DEPUTY MINISTER STEERING COMMITTEE, MARCH 17, 2021**

On March 17, 2021, the Task Force Chair met with the Deputy Minister steering committee. The purpose of this meeting was for the chair to understand and “know” what the Deputies know. As senior leaders in government, it was crucial for open dialogue to take place so the Task Force could understand the current state of the “fight” against human trafficking, what was possible for government to do in this “fight”, and what the challenges could be. The meeting was very productive, with each of the Deputies engaged and committed to ensuring that information within their ministries that may assist the work of the Task Force be shared, where possible.

During this meeting the chair requested that each ministry provide the Task Force a briefing which detailed the intersections that each ministry has, or could have with human trafficking; where the opportunities to improve or make positive change were, and where and what the challenges or barriers government has in combatting human trafficking are at this time. This document, with input from each of the nine ministry partners, was presented to the Task Force in April, 2021: “Government of Alberta Intersections, Challenges and Opportunities in Combatting Human Trafficking”, developed by the Ministry of Justice and Solicitor General in collaboration with the Ministries of Indigenous Relations, Culture, Multiculturalism and Status of Women, Children’s Services, Health, Education, Community and Social Services, Service Alberta, and Labour and Immigration.

## **Addendum from Alberta Justice and Solicitor General**

As referenced on page 4 of this report, Alberta Justice and Solicitor General consulted with all named survivors or their family members in advance of the report's public release. Expressed written consent was received from all victims, survivors, and their family members named in the report. The names of survivors who declined to have their name identified in a public report have been redacted.

Please note that the survivor identified as "M" throughout this report requested their name be identified for public release. To honour this request, please be aware that "M" is representation for Rachel Manichoose.

### **Correction:**

- Page 38 and 46 inaccurately reference a Protection of Sexually Exploited Persons Act or PSEPA. The correct name of the Act is *Protection of Communities and Exploited Persons Act* or PCEPA.

### **June 2022:**

- Revision to reflect the notes above and to correct spelling errors.