PREVENTING AND ERADICATING ABUSE OF OUR CHILDREN AND YOUTH
REGIONAL TEAM DEVELOPMENT

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The rising Sun symbolizes a new beginning for Sexually Exploited Children and Youth.
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The Manitoba Sexually Exploited Youth Strategy regional team development has been beneficial to myself in a variety of professional and personal ways. I have gained knowledge in all areas concerning the nature and incidence of sexual exploitation of our children and youth. This issue has become a new passion of mine, to further advocate for children and youth who have been or can become victims of child sexual abuse.

I would like to thank The Manitoba Association of Friendship Centres for giving me the opportunity to work on this project. I would like to recognize the staff at the MAC office, Laurie Carrier, Mark Mostowy, Bill Scott, Adam Blanchard, and Barb Hoogstraten for helping me whenever I needed their assistance. I would like to especially thank Ella Mayer, with honour, for her continued support and recognition for my position as the community development worker for the Winnipeg Region and regional coordinator for the Friendship Centres in the assigned regions in Manitoba. Additional thanks, to Darren Courchene for his assistance and wonderful job editing this report.

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Finally, last but not least, I want to recognize and thank my daughter Kayla Cook who is an inspiration and teacher to me. It is seeing through those little people’s eyes and learning how to play again which makes this kind of work important and worthwhile. I love you baby girl.
Executive Summary

The last decade has shown an ideological shift regarding sexually exploited children and youth. Children and youth who are sexually exploited are no longer seen as criminals, but are now seen as victims of child sexual abuse. It is this shift in thinking that has spurred research and questions alike about what we can do to prevent and help children and youth from sexual exploitation. This is the basis of the project “Regional Team Development”.

The Regional Team Development project falls under the guise of the Manitoba Sexually Exploited Youth Strategy whose main purpose is to help develop prevention and intervention methods for sexually exploited children and youth.

From the beginning of the process, it was envisioned the project would have two major potential goals: 1) to actively engage the Aboriginal community because child and youth sexual exploitation is an important issue that affects primarily Aboriginal children in Manitoba. 2) To develop and enhance regional teams throughout the Province of Manitoba to access and address the nature and incidence of child and youth sexual exploitation.

The report below was prepared by the Manitoba Association of Friendship Centres and provides the results for the Manitoba Sexually Exploited Youth Strategy Regional Team Development Project and gives an assessment of the research findings. The observations reported here are based on the results obtained from survey interviews and focus group meetings throughout eight regions of Manitoba.

Those who participated in the surveys and focus group were stakeholders from each region; those specific persons, groups or organizations that work directly with at-risk or sexually exploited children and youth. This report is not intended to make generalizations for the entire Province of Manitoba, Aboriginal populations or any other population. It is the opinions of those who were most interested and willing to participate the Manitoba Sexually Exploited Youth Strategy interview surveys and focus groups.

Major Findings

- The types of services and resources stakeholder agencies and/or organizations provided in each region were widespread and covered almost every aspect of service.

- Of the stakeholders that were surveyed, all of the regions had representation from the Aboriginal communities; including areas in their regions that had a low percentage of Aboriginal peoples.

- Almost all of the regions identified that the stakeholder’s knowledge about the Manitoba Sexually Exploited Youth Strategy was inclusive. Over half the survey data showed participants had limited or no knowledge about the strategy.

- All regional team Community Development Workers stated in their final reports that their objectives outlined at the beginning of their projects were met with success, 147 surveys were completed and returned.

- Accessing the nature and incidence of child and youth sexual exploitation throughout the province of Manitoba was met with success.
• Each region stated a need for and a high commitment to join and form a regional team to address the issue of child and youth sexual exploitation.

Themes

• Incidence and nature of sexual exploitation
  ➢ What the research demonstrates is that each region throughout the Province of Manitoba has incidence of child and youth sexual exploitation.
  ➢ The nature of child and youth sexual exploitation differs from region to region.
  ➢ Invisible Sexual Exploitation: The term “Invisible” means children and youth who are not being sexually exploited while working in the sex trade but are being sexually exploited in a different nature. For example participants used the terms “hidden”, “behind closed doors” or “blind to the naked eye”, which can mean for example those children and youth who are being sexually abused by an adult in their home.
  ➢ Visible Sex Trade: The visible sex trade is the sex trade you can see on the streets; children and youth are standing on a street corner working in the sex trade.
  ➢ Invisible Sex Trade: The characteristic of the invisible sex trade is when the children and youth are not standing on the street but are exchanging sexual favours for a place to stay, money, food or other.
  ➢ Drug Related Sexual Exploitation: Takes the form of children and youth exchanging sexual activities/favours for alcohol or drugs.
  ➢ Gang Related Sexual Exploitation: Marks the regions that have reported high rates of gang activity and have also recognized a link between gang activity, drugs and sexual exploitation of children and youth in their communities.

• Victims of sexual exploitation
  ➢ Sexual exploitation can happen to anyone. However, it is predominantly happening to children and youth who are females, Who are of Aboriginal descent and who are between the age of 12 and 17 but does not exclude boys, transgendered youth and other ethnicities. Those who are most vulnerable to sexual exploitation are those who are of Aboriginal descent, runaways, and those who are homeless.

• Perpetrators of sexual exploitation
  ➢ Perpetrators of sexually exploited children and youth can be anyone of any age, race, class and sex but are predominantly older males (adult males and older male youth). Perpetrators can be family members, peers, taxi cab drivers, professionals, businessmen, authority figures, gang members, drug dealers and babysitters.

• What works/best practices
  ➢ What works when dealing directly with sexually exploited children and youth: The most important factors when dealing with at risk or sexually exploited children and youth are building trust and making the child or youth feel safe.
  ➢ What works outside of dealing with sexually exploited children and youth. In order to really help sexually exploited children and youth there needs to be more resources and programs available that are specifically mandated to address the issue of sexual exploitation.
What does not work/difficulties and challenges

- The most mentioned difficulty from the findings was establishing trust with the child or youth.
- Punishing these children does not work to help them because they are not the perpetrators; they are the victims of sexual exploitation/sexual abuse.
- One more major challenge to helping at risk or sexually exploited children and youth is if they have substance abuse problems.
- Finally, the lack of long term, consistent, adequate, and specific programs dealing with the issue of sexually exploited children and youth is seen as a major difficulty or challenge.

A Vision for the Future

This section highlights the needs and wants of all the regions combined to deal with the issue of sexually exploited children and youth in their communities.

What the Communities Need and Want

1. Adequate funding
2. Treatment programs
3. Education and awareness
4. Outreach resources and prevention programs
5. Professional councillors and psychologists
6. Housing and homelessness initiatives
7. Stronger punishments for perpetrators
8. Community policing
9. Partnerships between communities and police
10. Better networking and collaboration between agencies and communities
11. Stronger support systems for communities and outside resources

Evaluation Recommendations

- The range of participants and communities must be expanded beyond traditional community agencies to ensure community awareness of the sexual exploitation of children and youth.
- The capacity building component should be structured to ensure a consistent level of knowledge amongst all participants. Skills could be incorporated into future capacity building activities.
- The research component should include knowledge translation and communications activities.
- The project should be expanded both at the provincial and national levels.
- The project should be resourced appropriately.

Challenges to the Research and Lessons learned

- Those who are researching the Aboriginal communities need to have knowledge of Aboriginal cultures;
- The topic of sexual exploitation of children and youth is not an easy topic to talk about. Some researchers were witness to many disclosures of child and youth sexual exploitation.
• In addition, some stakeholders who were interviewed may have provoked past memories of sexual exploitation “re-victimization” and the researchers did not have knowledge of proper follow up procedures.

• Due to limited time to complete the project not all potential stakeholders were surveyed and interviewed.

• Funding partners should increase the movement of finances. There is an additional stress placed on project researchers and participants when there is not ample time made available to conduct interviews and complete the project due to waiting constraints for funding;

• More time should be made available for outreach, conducting surveys and preparation of a focus group. Partnering agencies should access the duration of this project and support an extended period of time for surveys to be conducted and a focus group to be held. This will eliminate stress and further show a respect to survey participants. Due to time constraints survey participants were often rushed;

• The survey and focus group participants were apprehensive about the end result of this project, and would like to know what will become of this research. Everyone, stakeholders and those who worked on the project would like to access their region’s report, and agreed the information should be made available to their communities. Furthermore, it was brought forward that any research conducted with the Aboriginal communities should be made accessible to the Aboriginal community afterward; this should ensure continued participation and support from the Aboriginal population;

• The next steps for Regional Team Development, after the completion of survey interviews and focus group meetings were not made clear for the regional team coordinator and in turn, not made clear for those who have a keen interest in developing a team in their region. For future strategy initiatives long term next steps should be in place prior to researching communities;

• During the interview and focus group process community development workers were advised by stakeholders to send formal letters to supervisors informing them about the project. For future similar projects, letters should be sent out to include supervisors to ensure validity and cooperation and ensure the most appropriate person will be interviewed;

• One focus group meeting exhibited a negative or tense atmosphere. The attendance of this focus group was large and the room was small. It is recommended that a large room be used for a large group or two focus groups be held; and

• After repeated use of the survey instrument, confusions arose in some of the questions; therefore before using the survey instrument again it should be revised. Lastly, due to the nature of the topic, over the phone implementation of the survey seemed impersonal and could cause vital information to be lost, it is suggested interviewing be in person.
Definitions, Terms, Abbreviations

The following definitions, terms, and abbreviations are for the purpose of this report only.

**Sexually Exploited Children or Youth**
For the purpose of the Manitoba Strategy: Child or Youth Sexual Exploitation is the act of coercing, luring or engaging a child, under the age of 18, into a sexual act, and involvement in the sex trade or pornography, with or without the child’s consent, in exchange for money, drugs, shelter, food, protection or other necessities.

**Aboriginal**
The term Aboriginal throughout this report is anyone who recognizes him or herself as having First Nation, Métis, Inuit, and Status or Non-Status Aboriginal ancestry.

**Stakeholders**
Specific persons, groups or organizations, that work directly with at-risk or sexually exploited children and youth. Stakeholders may come from a variety of representations (i.e. justice, education, health, etc.) and have a keen interest to develop and work on a regional team for prevention and intervention of sexually exploited children and youth; in other words they have a stake in the Manitoba Sexually Exploited Youth Strategy.

**Sexual Exploitation Perpetrators**
Are primarily adult males, but does not limit young males or women; they may be consumers of the sex trade, recruiters, pimps, drug dealers, gang members, taxi-cab drivers, boyfriends, peers, parents and relatives.

**John**
A John is a consumer or purchaser of sex or sexual activities from a sex trade worker.

**Sex Trade or Sex Trade Worker**
The sex trade can be visible or invisible. The former meaning the exchange of sexual activities for money between a buyer and a seller which takes the stereotypical form of prostitution on the streets, in the open. The latter meaning you can not visibly see an exchange in the open, it happens behind closed doors.

**Prostitution or Prostitute**
A prostitute is someone who sells their body with sex or sexual services for money or drugs.

**Recruiter**
An example of recruiters could be girls who befriend younger girls by taking them shopping and being nice to them, then introducing them to the sex trade. Other recruiters are young males, who pose as friends or boyfriends and push young women, children or youth toward the sex trade. These recruiters have been known to recruit at malls or at house parties.

**Looker or Look-out**
A look out is someone who “looks out” for those youth who are working in the sex trade. The looker will take license plate numbers of the Johns, for protection purposes in the case of having a bad date. A looker can be another youth or another sex trade worker.

**Pimp**
A pimp is someone who procures customers for sex trade workers. Pimps can be a man or woman (a woman pimp is usually called a Madame), who manages the earnings of the sex trade worker.

**MAC**
The Manitoba Association of Friendship Centres

**MSEYS**
The Manitoba Sexually Exploited Youth Strategy
SECTION 1: The Manitoba Strategy

1.1 Introduction

Child or youth prostitute is no longer a term used. It has been declared that child and youth sexual exploitation is a form of child abuse and slavery. For the Manitoba Sexually Exploited Youth Strategy Child Sexual Exploitation is the act of coercing, luring or engaging a child, under the age of 18, into a sexual act, and involvement in the sex trade or pornography, with or without the child’s consent, in exchange for money, drugs, shelter, food, protection, or other necessities.

It is estimated that hundreds to thousands of children and youth are sexually exploited through the sex trade in Winnipeg, in Manitoba and in Canada as a whole.

To address the issue of child sexual exploitation in Manitoba, a strategy was implemented appointed by a multi-jurisdictional Committee as directed by the Manitoba Government’s Healthy Child Committee of Cabinet. The strategy’s Committee is made up of representation from across government (i.e. Family Services and Housing, Manitoba Justice, Manitoba Health, Manitoba Education, Citizenship and Youth, Women’s Directorate, Aboriginal and Northern Affairs, and Healthy Child Manitoba) and from outside agencies, which deal directly with the issue of child sexual exploitation (i.e. New directions-TERF program, RESOLVE, Child Find Manitoba and Thunderbird House).

The Department of Family Services and Housing is responsible for coordinating the implementation of the Manitoba Strategy. The Strategy formed is called “The Manitoba Sexually Exploited Youth Strategy” and in general has three main goals in mind:

- Increasing general awareness to the population in Manitoba.
- Providing prevention programs to at-risk children and youth.
- Developing intervention initiatives.

The strategy was developed to guide action from various departments and organizations and was created through a collaborative process involving many partners surrounding the issue over the past ten years.

One of the core objectives of the Manitoba Strategy was the development of regional teams through various regions of the province to therefore broaden the response (prevent or reduce child sexual exploitation) using a community mobilization approach. This was the basis of the Manitoba Sexually Exploited Youth Strategy Regional Team Development Project.

The first phase of regional team development project was to engage with and have interviews with stakeholders. The second phase was focus group engagement with stakeholders. The last phase was to develop final reports of the research findings from each of the regions.

The Province of Manitoba, Department of Family Services and Housing collaborated with the Manitoba Association of Friendship Centres to work on the Manitoba Strategy regional team development project. Research was set out in eight regions of Manitoba to further inquire about the incidences and nature of child sexual exploitation in the province of Manitoba and to prevent or reduce child and youth sexual exploitation. This report relays the research findings gathered from eight regions that occurred from March 13, 2006 through to May 24, 2006.

This report is divided into the following sections: Section 1 presents the historical background of child sexual abuse and
exploitation in Canada, and the history and background of MAC, the partner and lead researcher of the regional team development project. **Section 2** is the largest section of this report and gives the background, the aims and objectives, and the methodology of regional team development. In addition, regional demographic profiles and concerns in relation to child and youth sexual exploitation are also highlighted in this section. **Section 3** gives a compilation of the results for all eight regions for this project. The last section, **Section 4** is the conclusion and recommendations based on the research findings.

“It is our mission to advocate for the protection of children’s and youth’s rights, needs, freedoms, and survival”.

(R. Cook)

### 1.2 Historical Background

An adult can be charged with a sexual assault related offence, if involved in a sexual activity with a child under the age of 14 regardless of the child’s consent. It is “illegal to obtain or attempt to obtain the sexual service of a person under the age of 18 for money or any exchange of items of value”.

In Canada prostitution is not illegal; meaning legislation does not prohibit the selling and purchasing of sexual services. However, many peripheral activities necessary for sex trade work are illegal, therefore it is difficult if almost impossible to prostitute without breaking a law. A literature review conducted by Steven Bittle in April of 2002 reports five categories of prohibited prostitution-related activities according to the *Criminal Code of Canada*:

1. Being found in or operating a bawdy-house;
2. Living on the avails of prostitution;
3. Procuring, or attempting to procure, an individual to “…have illicit sexual intercourse with another person, whether in or out of Canada”;
4. Obtaining, or attempting to obtain, the sexual services of a youth; and
5. Communicating in public, “for the purpose of engaging in prostitution or of obtaining the sexual services of a prostitute”.

A Government of Manitoba handbook “Neighbourhood Solutions: Working together to Address Sexual Exploitation on our Streets” explains section 212(4) of the Criminal Code of Canada, which is aimed specifically at persons who sexually exploit children and youth through the act of prostitution:

> Every person who, in any place, obtains for consideration, or communicated with anyone for the purpose of obtaining for consideration, the sexual services of a person who is under the age of 18 years is guilty of an indictable offence and liable to imprisonment for a term not exceeding five years (March 2006).

Child and youth sexual abuse in any form has a long history dating back to the Victorian era. And sexual abuse or sexual exploitation of children and youth can be located across the globe especially in pre-literate groups. For example, the Bimin-Kuskusmin of New Guinea, have been said to have mothers who have “long post-partum taboos against sex with their husbands, sleep naked against their children.
until they are about four years old, have orgasms while nursing them and regularly masturbate them. However, this historical memory-walk is beyond the scope of this report and its details will not be shared here. Furthermore, there is in-depth literature pertaining to child abuse, child sexual abuse, child sexual exploitation and child prostitution, legislation, policy, and laws, which will also not be shared in great detail here. Still this report will share some major highlights surrounding child and youth sexual exploitation in Manitoba, Canada.

Child sexual abuse and exploitation has occurred throughout the past, however it was not overtly recognized in Canada from the literature until the 1980’s. The early eighties inspired concern, research, and policy initiatives among academics and government personnel alike with the increase of youth involvement in the sex trade and flourishing cases of child sexual abuse and exploitation. In 1984 a report was produced by the Committee on Sexual Offences Against Children and Youth, “Sexual Offences against Children: Report of the Committee on Sexual Offences against Children and Youth” (the Badgley Report). This committee was formed by the Federal government in Canada to carry out research on the youth sex trade and was to present statistical data and recommendations to the public concerning sexual abuse and exploitation of children and youth. The major highlights in the Badgley report was that it provided demographic profiles of youth sexual exploitation. Furthermore, the report was from a Canadian perspective, which prior to this report was mainly from a U.S perspective. This in turn made the problem become publically recognized nationally in 1984 onward.

Following the Badgley report, in 1985 a report “Pornography and prostitution in Canada: Report of the special committee on pornography and prostitution” (Fraser Report) was released. The major highlight of the Fraser report was that it differed from the Bradgley report and was against the recommendation to criminalize young prostitutes as a means of protection for them. Both the Badgley committee and the Fraser committee focused on the issue of child sexual abuse and exploitation and on solutions to the issue. As a result the Federal Government responded by initiating two important policy changes: 1) enacted a new legislation to better address street prostitution and 2) and new legislation to criminalize the sexual procurement of youth.

A report by the Department of Justice Canada, titled “Sexual Abuse and Exploitation of Children and Youth: A Fact Sheet from the Department of Justice Canada” explained that the extent of child sexual abuse and exploitation was “disturbingly common in Canada” from the available national data. As previously mentioned children and youth working as prostitutes in the sex trade used to be coined “child prostitutes” or “juvenile prostitutes”, but these expressions have become outdated. Children and youth engaged in the sex trade who are being sexually exploited are no longer seen as the willing participant or offender; rather they are now seen as a victim of child sexual abuse. This philosophical shift in thinking, the youth prostitute a “victim not villain” began in the mid 1990’s. (See Bittle, April 2002) In 1998, a number of years after the Badgley and Fraser reports, another report was released, “Report and Recommendations in Respect of Legislation, Policy and Practices Concerning Prostitution-Related Activities” by the Federal/Provincial/Territorial Working Group on Prostitution. The working group was instructed to examine legislation, policy and practices concerning prostitution, with one primary concern being youth involvement in prostitution. From the report, a recommendation was made that youth involved in prostitution related offences should not be treated as criminals but be dealt with by child welfare and criminal justice systems as victims and children of need. In addition the report
recommends further protection of Canadian children from sexual exploitation\(^\text{18}\).

Also in 1998, at an international level, an International Summit of Sexually Exploited Youth was held in Victoria, BC, which produced a report “Out of the Shadows: Good Practices in Working with Sexually Exploited Youth in the Americas”. The Summit focused on the abuse of children and youth through prostitution. The report provided information on current strategies being applied in the Americas, which identified important successful elements in assisting sexually exploited children and youth in exiting the sex trade or reducing its harmful effects. Fifty-five young people with direct experience in the sex trade came together from Latin America, Canada, USA, and the Caribbean, and developed two documents a Declaration and an Agenda for Action\(^\text{19}\). Both documents became apart of the guiding premise for the Manitoba Strategy\(^\text{20}\).

Another document which guided the development of the Manitoba Strategy was “Sacred Lives: Canadian Aboriginal Children and Youth Speak Out About Sexual Exploitation”. The Sacred Lives report is based on focus group consultations with sexually exploited (experiential\(^\text{21}\)) Aboriginal children and youth in communities across Canada. Perspectives and recommendations were shared about personal experiences, abuse, sexual exploitation, best practices in prevention, crisis intervention, harm reduction, exiting and healing, public attitudes, and the need for youth participation in prevention and intervention programs\(^\text{22}\).

On December 11, 2002, the Manitoba Strategy was officially announced\(^\text{23}\).

In December 2005, a summit held in Victoria, BC “Many Hands, One Dream: New perspectives on the health of first Nations, Inuit and Métis children and youth” asked to initiate sustained, long-term change in the health of First Nations, Inuit and Métis children and youth. A declaration was adopted:

\[
\text{We will raise a generation of First Nations, Inuit and Métis children and youth who do not have to recover from their childhoods. It starts now, with all our strength, courage, wisdom and commitment}^{24}.\]

This final report is a modern Canadian account of the sexual exploitation within the Province of Manitoba. This report will present the findings from the Manitoba Sexually Exploited Youth Strategy Regional Team Development project, which was a specific response of the Manitoba Strategy.

### 1.3 History of MAC

The Manitoba Association of Friendship Centers was asked to be a partner for the Manitoba Sexually Exploited Youth Strategy Regional Team Development project and took the leading role in meeting the objectives of the project. The partnership with the Manitoba Association of Friendship Centres, resulted in Friendship Centres in six out of eight of the regions to undertake the project. Two regions did not have operating Friendship Centers within them. Friendship Centres contracted local Aboriginal Community Development Workers. Each centre possesses the required administrative infrastructure and has the required respected relationship with their communities in the regions. The remaining two regions likewise contracted Aboriginal community development workers for those specific regions. The following history and background on MAC, relays the reason why MAC was the most suitable partner to work on the Regional Team Development Project.

The first Friendship Centre to incorporate in Canada was the Winnipeg Friendship Centre in 1958. They opened their doors to assist First Nation and Métis people moving into urban areas seeking a better way of life for themselves and their families.
In the early days of the Friendship Centres movement, Friendship Centres were largely dependant on volunteers with funding coming from fund raising events, private donations, grants from foundation and project funding from municipal, provincial and federal government.

In 1972, MAC was incorporated to unite the seven Friendship Centres in Manitoba and create an association that would represent their concerns and their program and service needs at a provincial level. Since that time the membership in MAC has increased to eleven.

It was also in 1972 that the national organization was created and the National Association of Friendship Centres (NAFC) successfully negotiated with the federal government to provide the first of what was to become the first of three consecutive five-year funding programs through the department of secretary of state.

An evaluation of the program conducted in 1976 concluded that the Friendship Centre program had far exceeded the expectations that were placed on them.

In 1978, the Migrating Native Peoples Program was renewed for five years, with the addition of a number of discretionary components- including funding to "satellite" Friendship Centres, training, capital expenditures, community interaction and data collection.

In the early 1990's, the program suffered from a series of severe cuts, which saw the total elimination of all discretionary elements of the program and a 30% reduction in core funding levels.

On March 31, 1996, the Department of Canadian Heritage and the NAFC signed a five-year agreement on the transfer of the AFCP. MAC administers the AFCP program to ten Friendship Centres in Manitoba.

### 1.3.1 Background of MAC

The Manitoba Association of Friendship Centres (MAC) was established in 1971 as a non-profit body to represent the concerns of the growing number of Friendship Centres in Manitoba.

As a Provincial Territorial Association (PTA) MAC now represents 10 Centres at Provincial and National forums.

Each of the 10 Friendship Centres are funded by the Department of Canadian Heritage through the Aboriginal Friendship Centre Program (AFCP) which is administered by the National Association of Friendship Centres. MAC, under the new transfer agreements signed between the NAFC and Canadian Heritage, has a new and ever important role with respect to funding accountability and efficiency.

MAC's role is to act as the liaison and facilitator of the process for providing funding from the AFCP to the individual Friendship Centres in Manitoba.

The MAC office also acts as the central communications office between the Friendship Centres in Manitoba and the NAFC. As well, MAC advocates for the Friendship Centres in all service areas such as education, aboriginal training, employment and housing.

“It is also estimated that thousands of children and youth are victimized in the invisible sex trade that takes place in hidden venues such as private homes and drug houses located throughout the province”.

(Overview of MB Strategy)
SECTION 2: Regional Team Development

2.1 Background

The original efforts of the strategy concentrated specifically on the Winnipeg area. However, an application was made to the National Crime Prevention Center to partner with the Province of Manitoba, Department of Family Services and Housing, Child Protection Branch to broaden the response using a community mobilization approach with the intent to develop a network of regional teams throughout Manitoba.

The Manitoba Association of Friendship Centres was asked by the Province of Manitoba Department of Family Services and Housing to partner with and cooperate on a community development project to develop eight regional teams, or expand on those already in various stages of development, throughout the province. The regions identified were:

- The Winnipeg Region
- Interlake Region
- Parkland Region
- Westman Region
- Central Region
- Northern Region
- Norman Region
- Eastman Region

The Winnipeg, Northern, and Central Regional teams have already established various developments, but required further work. The Northern region was divided into two sections given the large size of the region and the anticipated high incidence of child and youth sexual exploitation in the area. Therefore, for the purpose of this project the Norman Region was considered a separate region from the Northern region however, and to date has no regional team.

The Westman, Eastman, Interlake and Parkland Regions required initial developmental efforts. The Manitoba Association of Friendship Centres was the perfect candidate for the Department of Family Services and Housing efforts to contract a local Aboriginal organization to work on this project and more actively engage with the Aboriginal community. The Manitoba Association of Friendship Centres is a Provincial Aboriginal organization with a network of Friendship Centres in all but one of the regions identified above. The Friendship Centres provide service to high-risk youth in their respective communities and have an already established relationship with various stakeholders in communities that were targeted for participation on the regional teams. A Winnipeg based regional team coordinator and community development workers for each of the regions were hired for the project.

It was the intention of these two partners to further address the issue of child and youth sexual exploitation with the Aboriginal community by form of survey interviewing. This qualitative research effort was conducted to further identify and assess the nature and incidence of sexual exploitation in the each of the regions throughout Manitoba, and identify possible Aboriginal stakeholders. It was hoped that this project would aid in the development of regional teams or expand on those regional teams already established. Efforts were made to more actively engage the Aboriginal community because it is an important issue that affects primarily Aboriginal children in Manitoba.

“70% of sexually exploited children and youth have Aboriginal ancestry”. (Overview of MB Strategy)
The role of the MAC regional team coordinator for the Manitoba strategy, filled by Rebecca Cook, was to coordinate with the seven contracted community development workers throughout Manitoba and foresee the development of regional teams. In addition, she was also the Community Development Worker for the Winnipeg region for regional team enhancement.

By addressing the issue of sexual exploitation of children and youth throughout the province of Manitoba, unique regional variables and differences could be recognized and responded to, allowing for a community based approach. This community-based approach allowed for the contracted community development workers designated for each of the regions to live and work in their communities or region.

2.2 Aims and Objectives

The goals of the Manitoba Sexually Exploited Youth Strategy Regional Team Development Project were:

- Contract a local Aboriginal organization or local Aboriginal contractors in each of the regions to work on this project as community mobilization workers
- Actively engage the Aboriginal Community in each of the outlined regions through stakeholder interviews and focus group participation
- Develop regional teams throughout the province of Manitoba
- Enhance Regional Team Development in regions where regional teams were previously established

Listed below are the outlined activities to have occurred:

2.2.1 Mobilization efforts

The project proposed mobilization efforts, to yield the development of regional teams to address the issue of child sexual exploitation as a recognized sub-group of the provincial implementation team for the Manitoba Sexually Exploited Youth Strategy. The proposed mobilization efforts in the regions were engagement and interviews with potential stakeholders, and a focus group meeting.

2.2.2 Engagement with Stakeholders

The project anticipated the identification of potential regional stakeholders, contacting the stakeholders and conducting in person interviews, when possible, using a survey that had been used to some extent already in some of the regions. The potential regional stakeholders would include Aboriginal organizations, service providers, Elders, community groups and persons. Once stakeholders from the regions had been identified and agreed to a personal interview, the individual survey would used to determine their level of overall knowledge of the issue, specific information about the issue known to that person in the context of their contact with children or offenders and the unique characteristics and differences of each region around the nature and incidence of child and youth sexual exploitation. Lastly, the survey would provide an opportunity to determine the level of interest from participants for regional team membership. (For a copy of the Manitoba Sexually Exploited Youth Strategy Interview Survey please see Appendix)
2.2.3 Focus Group Engagement with Stakeholders

The project also anticipated the use of a focus group meeting with stakeholders who had been interviewed to further discuss the incidence and nature of child sexual exploitation in the outlined regions, and to further determine the stakeholder’s interest and ability to commit to regional team membership. The focus group would be utilized to engage and secure participants as regional team members, identify potential team leaders and make concrete plans for further efforts and meeting times. If the community development worker had time left in their contract, they would remain in place to facilitate the continued efforts of the team. If not, the team would be left with the support from the provincial coordinator to maintain the momentum for regional teamwork.

2.2.4 Compilation of Information in Report

The project finally would involve the preparation of a final report for each of the regions. The final report should include a compilation and overview of the information obtained in the individual surveys, a compilation and overview of the focus group meeting and any recommendations brought forward out of this project for regional team development or any other relevant information for future concern.

“Relating to the after effects of being sexually exploited... these children and youth who have been exposed to any form of sexual exploitation have been affected in all being; that is mentally, physically, emotionally and spiritually”.

(Participant)
SECTION 3: Methodology

3.1 Research Activities

The research activities required for the Manitoba Sexually Exploited Youth Strategy Winnipeg regional team development were as follows:

3.1.1 Document and material review

Data and information was gathered from a variety of sources including, books, reports, electronic sources and resources from the Addictions Foundation of Manitoba Library special collection “Sex, Sex Trade, Sexual Exploitation and Related Topics”. The document/material review examined all relevant documentation specific to the Manitoba Strategy.

3.1.2 Informal knowledge gathering

Informal interviews were conducted with the Manitoba Strategy Coordinator. The purpose of the informal interviews was to ask any relevant questions or information pertaining to the strategy and the best person to converse with was the Manitoba Strategy Provincial Coordinator. Introductions were also carried out with those stakeholders already involved strongly with the issue in the Winnipeg and Northern regions and those who are already members of the Winnipeg team. In addition, information and knowledge gathering was shared through telephone and email with the Chairperson for the Northern team and both persons who conducted previous reports for the Central and Westman regions. Lastly, the Regional team coordinator attended the Northern Team two-day community forum in Thompson Manitoba “No More Silence: Exposing the Sexual Exploitation of our Youth”. The forum provided awareness and understanding of the issue of child and youth sexual exploitation as a Northern response.

3.1.3 Coordination Efforts

There was continued communication between the MAC regional team project coordinator and the community development workers throughout the project. Telephone, email and fax were the preferred method of communication and information sharing.

There was one teleconference call held on April 19, 2006 with the regional team project coordinator and the community development workers. This meeting was time and cost efficient, due to the living locations of each community development worker. The teleconference call allowed for a brief discussion of the activities completed by each community development worker. A major highlight of this meeting was communication between the community development workers.

Materials/documents were given to each CDW pertaining to the project. Some materials were used as guides or references of what has been done in the past with the Manitoba Sexually Exploited Youth Strategy. Other materials were used as templates for the project. Each Community Development Worker was given the same materials to utilize. If they wished they could tailor any materials used to their specific Friendship Centre, community or region.

All community development workers were also given an “Orientation Package” containing the following documents: 1) The Manitoba Sexual Exploitation Strategy
Overview; 2) Manitoba Strategy: Responding to Children and Youth Involved in Sexual Exploitation; 3) Stolen Sisters: A Human Rights Response to Discrimination and Violence Against Indigenous Women In Canada; 4) Out From the Shadows: Good Practices in Working With Sexually Exploited Youth in the Americas; and 5) Sacred Lives: Canadian Aboriginal Children & Youth speak out about sexual exploitation. The orientation package familiarized each CDW with the appropriate knowledge and up to date background information on the Manitoba Strategy27.

3.2 Data Sources

Data collection for this strategy was by the method of survey interviewing with potential stakeholders and conducting a focus group with those stakeholders who completed the survey.

3.2.1 Target population28

The target population for all regions was the Aboriginal community, which comprised of Aboriginal Businesses, Aboriginal organizations, Aboriginal community agencies, Aboriginal service providers, Aboriginal Elders, and Aboriginal persons. The target population age was 18 years and older. The criteria for being chosen to participate was: the participant must be a potential stakeholder; those who are working with, have worked with, or have direct contact with children and youth who are at-risk or have been sexually exploited, those who have researched or who posses knowledge in the area of sexual exploitation of children and youth, those who are experiential, those who have a personal or professional interest in the area or those who work with perpetrators. In addition, representation was sought out from the following:

- CFS Agencies
- Youth Serving Community Agencies
- Aboriginal Agencies
- Health Services, such as clinics, hospitals, mental health workers, community health, addiction workers
- Education Services, such as schools, post secondary schools, alternative education, training programs
- Spiritual Services, such as church groups, Elders, youth camps
- Resident Groups
- Justice Services, victim services, probation, crown prosecutors
- Parent/Child Centers
- Youth Groups
- Businesses
- Law enforcement
- Urban centers
- Towns and Villages
- First Nation Communities
- Métis Communities
- Hutterite Colonies
- Army Bases29

3.2.2 Instrument design

The Manitoba Sexually Exploited Youth Interview Survey was borrowed and revised from previous surveys that were conducted in spring of 2005. The survey was an open-ended questionnaire. The method of survey interviewing was a method of choice and was preferred over other research alternatives because it allowed for a short time frame and could be utilized over the phone to obtain information where it was difficult to arrange meeting times. In addition, this method of survey interviewing had worked previously.

There were small changes made to the survey, which included: rephrasing the wording of some of the survey questions,
adding an opening paragraph explaining the confidentiality and voluntary participation of the interviewees and a general change in the overall look of the survey.

The survey contained four sections: Section A-Personal Information (name of organization), Section B- General Information (agency target clients), Section C- Information about S.E.Y. in their area (known incidence in their area), and the last section D- Information about their level of interest (are they interested in attending a focus group).

The survey questions were designed to gather information for the Manitoba Strategy by: identifying the incidence and nature of sexual exploitation in selected regions, identifying potential regional stakeholders, identifying what prevention and intervention methods for SEY exist in each region, and identifying who are the existing partners working on this issue in each region. Questions were also incorporated to gather knowledge on each regions awareness level about the Manitoba Sexually Exploited Youth Strategy. (See Appendix for a copy of the Sexually Exploited Youth Strategy Survey)

As part of the regional team development a focus group in each region was also convened to give the results of the survey findings. The focus groups entailed discussions about the incidence and nature of child sexual exploitation in their regions, and a further determination about the stakeholder’s interest and ability to commit to regional team membership.

“these molesters are smart, they know who the weak ones are and they prey on them, they even know where all the foster homes and group homes are, they go there and lure them, they don’t wait for these children and youth to find their homes”

(Participant)
SECTION 4: Region Selection

4.1 Introduction to Regions

Eight regions in the Province of Manitoba were selected for the Regional Team development project because it was speculated that each region in Manitoba would have different incidences and nature concerning sexual exploitation of children and youth. Different areas within each region were selected as focal points based on the location of the Friendship Centres and the residence of the Community Development workers.

This section presents overviews of the eight regions that participated in the project, as well as a summary of each regions geographic, and demographic characteristics, and a rundown of the nature, incidence and concerns about sexually exploited children and youth addressed by the regions. Also included in this section are snapshot tables for each region covering community profile statistics obtained from Census Canada for 2001.

4.2 The Winnipeg Region

The Winnipeg region has an established Winnipeg team for the Manitoba Sexually Exploited Youth Strategy. The Winnipeg team does require enhancement, which included focusing specifically on and engaging the Aboriginal community within the Winnipeg area. This was anticipated to expand the Winnipeg teams Aboriginal representation.

The Winnipeg area is the Province of Manitoba’s capital and largest city. The city of Winnipeg is located at the junction of the Assiniboine and Red Rivers. Due to the nature of the landscape and location of the Red River Valley, flooding created rich black clay soils that made Winnipeg’s surrounding land prime with some of the best agricultural lands in the world.
drugs or alcohol for children and youth who are in the sex trade can be compared to a chicken and egg casualty, do addictions start before their experience of sexual exploitation (i.e. working in the sex trade) or later to cope with their experience. It has been suggested that sexually exploited children have a family system that is fragmented with parents or caregivers who lack parenting skills. This effect is coupled for Aboriginal children and youth who may have systemic inter-generational effects placed upon them from the effects of assimilation on their culture, tradition and identity and the residential school system. The Winnipeg regions sexual exploitation of children and youth is a huge problem.

There were definite clear patterns, which emerged from the Winnipeg Region. There was an awareness of both visible and invisible sexual exploitation of children and youth. Specific issues arose which fell into three major categories summarized below:

The past
Reference was made to the past, fifteen to twenty years ago in comparison to today’s visible sex trade: the numbers of girls under the age of eighteen working the street, the drugs are different, things that were done in the past to help prevent or intervene, and a change in culture and attitudes.

The Visible
The visible section of sexual exploitation in the Winnipeg Region was broken down into six categories: The Streets, Schools, the Police, CFS, Addictions and Traveling.

The Invisible
There is a strong concern about incest in a child’s home, or what is happening behind closed doors in the Winnipeg region. The invisible sector can be placed into these separate groupings: incest in a child’s home, network of men who exploit, invisible nature of crack houses and the use of the Internet by perpetrators, pornography, escorts or parlours.

4.2.1 The Norman Region

As mentioned previously, the Northern Region of Manitoba has an already established regional team for the prevention and intervention of sexually exploited children and youth. However, because the Northern region is such a large region, it was suggested to break off the region into two areas for further knowledge gathering concerning the incidence and nature of sexual exploitation of children and youth. Therefore, the Norman region area was selected, with its focal point being The Pas. The Norman Region is still a part of the Northern Region, however for the purpose of this project it was considered a separate region.

The Pas is known as the “Gateway to the North” because it is located Northwest of the Capital City of Manitoba, Winnipeg. The Pas is comprised of three distinct communities, the town of The Pas, Opaskwayak Cree Nation (OCN) and the Rural Municipality of Kelsey. The Saskatchewan River Delta provides The Pas with rich soils, dense boreal forests and many lakes which surround The Pas.

There were many communities, towns and cities focused on for the Pas region for the Manitoba Strategy Regional Team Development project, which included: Flin Flon, Sherridon, Cranberry Portage, Snow Lake, Wanless, Pukatawagan, Sturgeon Landing, Mouse Lake, Easterville, Cormorant, and Grand rapids. Furthermore, also included were Métis communities and First Nation communities such as Mathias Colomb First Nation, Chemawatin Cree Nation, Grand Rapids Cree Nation, Mosakahiken Cree Nation, OCN, and Peter Ballantyne First Nation.
Knowledge of sexual exploitation in the Norman region varied, for example; taking advantage of anyone in a sexual nature, breaching trust, prostitution of young people, children posing in pornography and residential school syndrome. Major terms and phrases that reflect the incidence and nature of sexual exploitation are “Wife Swapping”, “Incest”, Power and control”, “Taking advantage of disabled people”, “Cock for Rock”, and “Crack for Crack”. Overall, there is an agreement in the Norman region that “sex for money or necessities” is taking place in their communities. The child and youth victims of sexual exploitation in the Norman Region are both female and male. The ages of sexually exploited victims range from age 5 to 17 years old. Those who are sexually exploiting these children and youth are babysitting cousins, biological fathers, relatives, older male youth, drug dealers, gang members, adult males and older male perpetrators on the Internet. The Norman region also has a past of sexual exploitation with Residential school survivors who reported being sexually exploited as children by priests, nuns, counsellors, and support staff at the residential schools.

Lastly, for First Nation communities in the Norman region, housing and homelessness is a major issue. Youth who are running away from their communities are running to the larger cities, and these children/youth tend to stay away from home, and end up on the streets or other homes.

### 4.2.2 The Westman Region

The Westman region’s focal point was Brandon and its surrounding area. The Westman region itself did not already have an established regional team, however, there was previous research completed in Brandon.

Brandon is dynamic community located in the South-western region of the province of Manitoba. Brandon is surrounded by many small agricultural communities, First Nation communities and Métis communities. The city of Brandon contains a variety of industries and businesses, which have been consistently providing employment to Brandon residents. The Maple Leaf plant along with the expansion of many big-box stores in the North End has meant increased opportunities for Brandon residents. Brandon University and the Assiniboine Community College have also created an atmosphere where many young people have received their educational training.
Table 4.2.2 – Westman Region

“...emotional suffering that has stemmed from the residential schools effects second and third generations as well. I know that these issues are influencing our people”. (Participant)

There were varying degrees of understanding of sexual exploitation and high-risk behaviour from the survey findings. The most highly indicated high-risk behaviour was alcohol and drug use. More specifically, young girls between the age of 12 and 20 being taken advantage of at parties while under the influence, such as being gang raped or influenced to perform sexual acts. For example the term “hooking up” means that young females are provided with drugs and alcohol for the exchange of sexual activities with older males. Another nature of sexual exploitation addressed was children and youth being at high risk for sexual exploitation when their parents were having drinking parties. For example, when parents are “passed out” during the party, their children are being sexually assaulted or raped by family members, friends or other acquaintances. Lastly, children most at risk for being sexually exploited are those who are left unsupervised or being exploited by their babysitters. Children and youth who are left unsupervised while on the Internet, are at high risk for or can be sexually exploited by perpetrators.

The Brandon region has mixed results with regard to visible sex trade and prostitution activities on the Brandon streets. There was some concern whether the issue was an issue of high risk for Brandon’s children and youth. Although, the visible sex trade may not be as visible as large cities young girls in the Brandon area have been known to hang around parks and bars to bargain sex for money. In addition, phone-chats where sexual exploitation between younger females and older males is taking place, is a high concern for the Brandon region stakeholders.

The Brandon region was said to have an invisible sex trade, which takes place in the homes and bars. The sexual exploitation involves sex trade between children and youth and family members or extended relatives, “persons taking advantage of vulnerable youth and children enticing them into sexual acts in exchange for toys, attention, and other items”. In addition, the increase in gang activity in the Brandon areas has raised concern around the incidence of the sex trade movement.

Any child or youth in the Brandon region was seen as being susceptible to sexual exploitation or being sexually exploited.
However, those who were rated at highest risk were female and homosexuals youth. The perpetrators were identified as being older youth, peers, boyfriends, and gang members especially where drugs were involved. However, anyone could be a perpetrator.

4.2.3 The Interlake Region

The Interlake Region had no regional team established and no previous research was conducted in the region at the beginning of the Manitoba Strategy Regional Team Development project. The focal point for the Community Development Worker was the city of Selkirk. The Interlake region was speculated to have a high incidence of sexually exploited children and youth because of the close proximity of the larger city of Winnipeg.

The region of Interlake is located north of the Assiniboine River and Winnipeg. The Interlake Region extends over a territory of Manitoba of about 26,000 square kilometres. The Interlake region has a variation in its land resource; a combination of natural lake borders, Red River Valley, the Prairies of the Parkland region, and the Northern fringe lakes and marshlands. The region consists of 14 rural municipalities, one city (Selkirk), 5 towns, 2 villages and many First Nation Communities (such as Peguis and Fisher River).

The region consists of a diverse population and a variety of cultures.

"There are a lot of youth in our community who are using sex acts to gain money and/or drugs".

(Participant)

The Interlake region recognized acts of initiation into gangs and caregivers who exploit their own children as part of the regions visible sex trade. In addition, Interlake has children and youth who are not being sexually exploited but are seen as at-risk, acknowledging the increased STD/I’s in the Interlake area amongst teens and how this is a clear sign of risky behaviour.

For the Interlake region, pre-teens, youth, children and aboriginal youth were assigned as those most being sexually exploited. The ages ranged from as young as 7 years old to the age of 18, but the majority being of the age range from 13 to 17 years old. However,
sexual exploitation is happening at any age. Those who are being sexually exploited are being exploited anywhere and at anytime; in their homes, at parties, in cars, on the streets and in the city. And the high majority of those who are being sexually exploited are the females.

In the Interlake region, the perpetrators of sexually exploited children and youth were suggested to be drug dealers, be mainly the older men in the communities, be peers or caregivers, be trusted persons, be authority figures, be gang members or be persons who were once victimized themselves.

The Community Development Workers found that there are no services or committees in the Interlake region designed specifically to address or deal with the issue of sexual exploitation.

In the Interlake region there are a lot of homeless or run away youth. There are teens that are residing with others who are not their custodial guardian but are not necessarily homeless and sleeping on the street. Rather teens are “couch crashing”, hiding in a friends room or basement, and “crashing” (sleeping or passing out) at parties or drug houses.

4.2.4 The Parkland Region

Swan River Friendship Centre was the designated area for the Community Development Worker. During the commencement of the project it was recognized that there was not a regional team established in the Parkland region and development efforts were needed.

The Parkland region encompasses approximately 25,000 square kilometers. Lakes Manitoba and Winnipegosis border the region in the east and the Saskatchewan border is to the west. The Parkland region reflects a true Canadian climate, with the area being within the area of the influence of the Atlantic and Pacific oceans. There are more than 5,000 businesses located throughout the region in the primary, secondary, tertiary, and technical areas.
4.2.5 The Northern Region

In the Northern Region of Manitoba a regional team had been already established but needed further enhancement due to the large size of the Northern Region. The Northern regional team for this project had its focal point area out of the Thompson Friendship Centre, Ma-Mow We-Tak.

The Northern region is vast in area and includes the towns of Churchill, Lynn Lake, Leaf Rapids, Gillam, Snow Lake, Norway House, Flin Flon, and The Pas. The Northern Region is situated on the Canadian Shield and includes the Hudson Bay shoreline. Mining and tourism are the major economic activities in this region. The largest municipality is the city of Thompson. Indian reserves comprise of more than 49% of the Northern regions’ population.

Table 4.2.5 – Northern Region

<table>
<thead>
<tr>
<th>Population Size</th>
<th>0-5</th>
<th>6-9</th>
<th>10-14</th>
<th>15-19</th>
<th>20-24</th>
<th>Total Population Migrated</th>
</tr>
</thead>
</table>

In the Northern region female children and youth are primarily those who are being sexually exploited but not limited to only females. The ages of these females are 12 to 17 years old. These children are often neglected or unsupervised which places them at highest risk for sexual exploitation. Alcohol was a major factor in those children and youth being sexually exploited. Furthermore, at-risk and sexually exploited children and youth come from single parent families.

The sexual exploitation in the Northern region was said to take place in house parties bush parties, street corners, in the child’s home, and in the babysitting setting.

The perpetrators of sexually exploited children and youth are mainly older males, taxi cab drivers, people in the drug trade, relatives, and anyone who has something to offer these children and youth i.e. money, cigarettes, alcohol or drugs.

4.2.6 The Central Region

The Central region was one of the regions who had prior research conducted, but a regional team was not developed. The community development worker for Central region was situated out of the Portage la Prairie Friendship centre. The survey was carried out in Portage la Prairie and surrounding area, the city is located in the center of the portage municipality and farming community which is bisected by the Trans-Canada Highway. The Central region is located south of the province of Manitoba. The city of Portage la Prairie is situated in rural central Manitoba and the surrounding area is encircled by Hutterite, First Nation and Mennonite communities.
Regarding the knowledge of child and youth sexual exploitation, the Central region indicates child and youth sexual exploitation as “people under the age of 18 coerced into forms of sexual activity, by someone who is older than them”. Some forms of sexual exploitation included pornography and Internet use, whereby adult males post pictures of children and youth in a sexual manner sometimes in exchange for money. Children being sexually exploited did not necessarily mean for intercourse, sometimes sexual exploitation occurs for personal use or profit. Sometimes sexual exploitation occurs through gang affiliation in exchange for drugs. In addition, the nature of sexual exploitation can be some youth who are caregivers for younger siblings or themselves and having to provide necessities of basic needs in exchange for sexual favors. The term sexual exploitation can be further defined as “anyone who is approached for sexual activity without any kind of action towards them” or “looking for sex by manipulating with power and control towards vulnerable or young people”.

“A very high number of the Aboriginal youth and adults that I work with have been sexually exploited or abused”.

(Participant)

In the Central region it is mainly youth at-risk for sexual exploitation. Different age groups were identified in the community as having different vulnerabilities, which fell into three groups.

**Group one- Age 8 to 9**
This group was identified as being both male and female and is at higher risk of sexual exploitation by family members, in their homes or in foster homes. Incidence for this age group followed from the lack of caregiver supervision. Another form of sexual exploitation included being placed on the streets to work in the sex trade.

**Group two- Age 10 to 13**
This group was also identified as both male and female being at risk or being sexually exploited. Youth tended to have been sexually exploited at a younger age and findings suggested that this age group was the age of disclosure. One incident reported from a stakeholder was a female youth who was exchanging sexual favors to support a drug habit. Another reported a thirteen-year-old girl who had been sexually exploited and was now pregnant from the perpetrator.

**Group three- Age 14 and up**
This last group was defined as being at higher risk in the following areas: Young girls in need of attention, peer pressure, early stages of adolescents, drug addictions, easy access to sexual information via Internet, house parties, “couch surfing”, lack of supervision, youth attending after bar
parties, date rape drug, the use of drugs and alcohol, hanging around or knowledge of local bars where sexual exploitation is taking place.

Perpetrators in the Central region could be anyone in the community, and there was not any one type of person specifically identified. However, older male youth of any race or social status, older middle class Caucasian adult males driving nice cars, and authority figures, were seen as those who were the most likely to be perpetrators. It was stated that there were no known public services that were available for sexually exploited children and youth and a limited amount of resources and referrals available for high-risk youth in the Central region, Portage la Prairie community.

4.2.7 The Eastman Region

The Eastman region did not have a regional team established and also had no Friendship centre in its region to act as a focal point. However, a Community Development Worker was hired to complete the project who resided in the Eastman region.

The Eastern region of Manitoba is located between the Red River and the Manitoba/Ontario border. It is bordered by the USA in the South and reaches as far north as the Poplar River First Nations. This very vast area is frequently viewed separately, identified as the North Eastman and South Eastman region, with a loosely defined boundary from the Winnipeg River to Lake Winnipeg. The Northern part of the Eastman region geography covers an area of approximately 35,000 square kilometres. The northern areas are very remote and accessible via a winter road system and by air.

The largest urban centre in the Eastern region is the city of Steinbach; other towns are Beausejour, Lac Du Bonnet and Emerson, which all provide major service and employment to many smaller communities. The diversity of the region is represented by many ethnic cultural backgrounds and long standing settlements.

Table 4.2.7 – Eastman Region

The Eastman region has a diverse group of communities, each experiencing different degrees of sexual exploitation. The region also includes many isolated and remote First Nations reserves. Awareness about sexual exploitation in the Eastman Region ranged from those who are aware of sexual exploitation in their communities to those who are not aware of sexual exploitation in their communities.

One category of the nature of sexually exploited children and youth in the Eastern region falls under alcohol and drugs. Drugs and alcohol are the major risk factors and make children and youth vulnerable to sexual exploitation. In certain communities in the Eastman region, youth have been seen selling sexual favours for alcohol. Also violence, abuse, addictions, family dysfunctions and gangs in a child or youths home can cause an unsafe place for youth to
live. In-turn, youth are more likely to runaway from their homes. Running away from home, place youth at even more risk or in situations where they are sexually exploited. In one community youth will hang out at motels for booze and parties. Parties are a major place identified where sexual exploitation occurs. For instance, youth can pass out at a party and can be sexually assaulted. “Sex parties” were also identified as places where sexual exploitation of children and youth occurs. Sex parties are parties where girls are indulging in filming and taking pictures and then placing them on the Internet. As mentioned male youth will also play a sex game which entails getting points when they sleep with girls, the more girls they sleep with the more point they achieve.

Some communities have schooling only until a youth is in grade nine and then the youth will go else where to complete their studies which places them at a high risk for being sexually exploited.

Youth in the Eastern region who display high risk behaviours or are being sexually exploited have begun to normalize their highly sexualized behaviours within their peer groups.

Lastly, two terms were brought forward from the survey findings, “girls don’t pay for drugs” and “friends with benefits”.

Those who are at risk or being sexually exploited in the Eastman region ranged in age from 7 years old to 18, with the predominant age group being 12 and 13 years and are both male and female. There were major potential perpetrators talked about by the stakeholders in the Eastern Region, those persons who supply drugs and those who fall within the family system termed “perverts” in some communities. Other principal perpetrators described were males in their twenties with money and transportation. Lastly, it was noted that both males and females were recruiters and groomers of children and youth for sex trade.

In the Eastman region, the topic of runaway or homeless youth were described as youth who runaway from their homes because their home was unsafe. These runaway youth can also be harboured by friends, relatives, and older adults. Youth can also runaway from their homes because they live close to Winnipeg and run to live in the city. When children and youth are staying over at friends or relatives, the term is not “runaway” it is called “couch surfing” or “sofa surfing”, this means they will sleep on someone’s couch until they wear out their welcome, and sleep from one friends couch to another friends couch. The act of running away for children and youth places them at highest risk for sexual exploitation.

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“There is an increased accessibility of drugs in our area. Its hard drugs, and the youth are getting easily addicted, but they don’t have access to money”.  

(Participant)

Gang activity and its relation to sexual exploitation is prevalent throughout the Eastman region. To summarize, gangs supply some communities with drugs (crystal meth. and cocaine) and children and youth become addicted to these drugs and their means of paying for the drugs is by providing sexual favours.

In addition, those persons who are authority figures or have power and control positions use their status to sexually exploit children and youth. Incest was one of the major sexual exploitation occurrences disclosed in some communities in the Eastman region.
SECTION 5:
Implementation

5.1 Stakeholder Interviews

The beginning phases of the project began with a development of a contact list from the Community Development Workers in each region. All persons contacted were first approached by mail, phone, email or fax with a letter of introduction and intent and given the Overview of the Manitoba Strategy. This was done to inform them of their selection to participate in the survey interview and to explain the purpose of the Manitoba Sexually Exploited Youth Strategy and in return increase the response rate for participation in the survey.

The outreach and initial approach of stakeholders differed between community development workers. For example, one community development worker set up a booth, at a public event, displaying information about the strategy. The community development worker also gave people self-addressed envelopes with the survey contents, hoping to get a greater number of people responding with interest. Unfortunately this was unsuccessful. Another community development worker personally contacted the potential stakeholders and spent at least fifteen minutes on the phone, first getting to know them before sending them information on the strategy. In some regions, stakeholders requested the survey also be forwarded to them in advance of the actual interview. Although phone interviewing was acceptable and carried out by the Community Development Workers, it was stated the process seemed to be impersonal and some feared losing vital information. Another Community Development worker described how contacting and interviewing stakeholders in remote outlying Northern communities, the telephone service during the conversation was distorted and had an echoing effect. Lastly, some Community Development Workers felt it was necessary to also send a letter in advance to the stakeholder’s agency supervisors or chief directors, in order to ensure maximum response and corporation.

The M.S.E.Y. (Manitoba Sexually Exploited Youth) Survey was pre-tested after its review and revision, between the Winnipeg Community Development worker and the Manitoba Strategy Coordinator, which was then endorsed and used.

All interviewees and potential stakeholders, were asked the same questions. In short, the survey was broken down into four sections: Section A- Personal information, identifying themselves and their organization. Section B- General Information, providing background about their organization and their understanding of the issue and the Manitoba Sexually Exploited Youth Strategy. Section C- Information About S.E.Y. in their Area, which touched on the characteristics of sexually exploited and perpetrators, the existing services/partners available for them and in their opinion what works and what doesn’t work when working with at-risk or sexually exploited youth. The last, Section D- Information About Their Level of Interest, covered their level of interest in attending a focus group, their level of interest in participating on the Winnipeg team, and contact information for others to be interviewed.

5.2 Focus Group Meetings

The focus group meetings began with each Community Development Worker setting a date, location and time for their focus group. Coordination efforts were made between the Community Development Workers and the Regional Team Coordinator to set dates that would not overlap so that the coordinator could attend all focus group meetings. The next step involved sending out all survey...
respondents a letter of invitation to participate in the focus group and explaining the objectives of the focus group meeting. A thank you letter for participating in the survey and an invitation was sent out prior to each focus group. The focus group dates for each region were as follows:

- Winnipeg Region- May 1, 2006
- Northern Region- May 8, 2006
- Westman Region- May 11, 2006
- Parkland Region- May 12, 2006
- Interlake Region- May 15, 2006
- Central Region- May 15, 2006
- Eastman Region- May 16, 2006
- Norman Region- May 17, 2006

Most regions followed the same format for their focus group meetings. First, an agenda was sent out ahead of time to all invited stakeholders. During the focus group some regions chose to have an Aboriginal Elder present. The Elder was asked to smudge and give an opening prayer before the focus group discussion began. Having an Elder present allowed anyone to utilize the Elder if necessary for debriefing. Sexual exploitation is a very sensitive topic and although some would agree that it should no longer be silenced it is still a tough topic to discuss.

Next, introductions of all those present at the focus group were done to allow for an official opening. Second a DVD “Women and Girls in the Sex Trade: Trying to Exit” was shown during the focus group meeting. Before the DVD was shown to the focus group participants, a warning was given a head of time to allow for a debriefing period to emerge directly after the showing. The type of debriefing period was unique to each region, for example some regions chose to have a roundtable-sharing period about the stakeholders’ feelings about the DVD. The regional team coordinator suggested showing the DVD at all regions because the video, twenty-three minutes in length, demonstrates many key points involving the sexual exploitation of children surrounding prostitution and further demonstrates how the victimization continues into adulthood.

The video can be used for training purposes to increase general awareness of child sexual exploitation. In addition, even though some regions may not have sex trade on the streets visible to those who reside in the region, it was suggested the DVD still be shown because the video shows the realities of those who are in the sex trade in the large urban centers or cities such as Winnipeg. This in turn may be relevant for those children who leave small rural communities to live in large urban centers and who are drawn to the street.

Following the DVD showing, each Community Development Worker gave their results from the survey findings. This allowed for any corrections to be made by the stakeholders and also allowed for a further discussion on the incidence and nature of sexual exploitation within their region. Lastly, the focus group also discussed the level of interest and ability of stakeholders to commit to a regional team. Some regions also provided food and beverages to those who participated in the focus group meeting, to ensure a higher level of participation and to further show an appreciation to those stakeholders who dedicated their time to participate in the surveys and focus group meeting.

“Some of these children are working the streets to survive, they have no other choice”.

(Participant)
SECTION 6: Results

6.1 Overview

The following section presents an overview of the main survey and focus group findings. The beginning segment of this section gives general information about the response rate of those stakeholders who participated in the survey and summarizes all the reports findings related to the question “What do they already know about the Manitoba Strategy? Have they heard about the Strategy before?” Following this, each region’s results will be summarized individually highlighting the main findings.

This report is not intended to make generalizations for the entire Province of Manitoba or generalizations for each region. It is the opinions of those most interested and willing to participate in the Manitoba Sexually Exploited Youth Strategy interview surveys and focus group meetings. Stakeholders’ comments and opinions are not provided individually in this report in order to provide them with an assurance of confidentiality.

The interest in the Manitoba Sexually Exploited Youth Survey varied from region to region throughout the province. Initially, it was intended that the survey participation goal be 30 to 45 completed; due to the short time constraints in some regions this was not feasible. Community Development Workers stated that they were still receiving completed surveys after their focus group and after their report writing was in progress. Below is a table summarizing the number of surveys completed by each region.

<table>
<thead>
<tr>
<th>Region</th>
<th>Surveys Returned and Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Winnipeg Region</td>
<td>25</td>
</tr>
<tr>
<td>Interlake Region</td>
<td>31</td>
</tr>
<tr>
<td>Parkland Region</td>
<td>20</td>
</tr>
<tr>
<td>Westman Region</td>
<td>14</td>
</tr>
<tr>
<td>Eastman Region</td>
<td>18</td>
</tr>
<tr>
<td>Central Region</td>
<td>13</td>
</tr>
<tr>
<td>Northern Region-Thompson</td>
<td>17</td>
</tr>
<tr>
<td>Norman Region-The Pas</td>
<td>9</td>
</tr>
<tr>
<td>Total</td>
<td>147</td>
</tr>
</tbody>
</table>

The types of services and resources stakeholder agencies and organizations provided in each region were widespread and covered almost every aspect of service. To begin, respondents identified providing counselling or therapy, support and referral services, and health services both mental and physical. Other organizations provided programming in the area of education or employment training, life skills, independent living, parenting skills, coping skills (for past trauma and violence) and worked with addictions. Some identified programming with a holistic approach or programming specifically for youth and families, providing peer support and mentoring, or cultural teachings, and contacts for Elders and cultural advisors. Still other organizations worked in the area of housing and community development issues, advocacy and lobbying and policy advisement. Particular organizations had safe houses, shelters or group homes for youth and adults, which could be either short or long-term facilities. Certain stakeholders worked in the area of child protection or youth probation. Others acted as resources or connections to other regions in the province or within Canada. Lastly, a few acknowledged themselves as being an outreach service or having an outreach component. Respondents also stated that if
they did not provide certain services they acted as a resource or network to other services or agencies. Of the stakeholders that were surveyed, all of the regions had representation from the Aboriginal communities; including areas in their regions that had a high percentage of Aboriginal peoples.

Having a wide variety of service providers, organizations, agencies and persons was beneficial overall to the survey interviews because it gave a diversity of both professional and personal knowledge around the issue of sexual exploitation of children and youth within each region.

Parallel to the variety of types of services provided was a variation in the stakeholders target clients and population they serviced. All regions did interview at least one or more stakeholders who worked directly with at-risk children and youth, sexually exploited children and youth (in some form) or children and youth in general.

Almost all of the regions identified that the stakeholder’s knowledge about the Manitoba Sexually Exploited Youth Strategy was inclusive. Some region’s findings showed over half their survey participants’ knowledge about the strategy was nil, for example, the Interlake Region (Selkirk) stated 71% knew nothing about the strategy, with no or very little knowledge prior to contact and prior to receiving the Overview of the Manitoba Strategy.

Those stakeholders who reported having knowledge about the strategy had been interviewed previously in their region (i.e. Brandon and Portage La Prairie) or gained knowledge through work relations or school related research.

### 6.2 Outcomes Met

From the beginning of the project, it was envisioned the project would have two major potential purposes or outcomes for the survey and focus group: 1) to actively engage the Aboriginal community and 2) enhance the regional team development throughout the Province of Manitoba. The former was undertaken and met with success from each of the regions with the outreach of the Aboriginal community and their participation in the Manitoba Sexually Exploited Youth Strategy. **All regional team Community Development Workers stated in their final reports that their objectives outlined at the beginning of their projects were met with success, 147 surveys were completed and returned.** The engagement by stakeholders took place by their active participation in the survey and the participation of stakeholders to attend the focus group. The latter, regional team development was embarked upon participation in a focus group at the end of the interview/survey period. The survey and focus groups shared and received feedback regarding the issue of sexually exploited children and youth. **Therefore, accessing the nature and incidence of child and youth sexual exploitation throughout the province of Manitoba was also met with success.**

The overall aim of the Manitoba Sexually Exploited Youth Strategy is to prevent or reduce the incidence of child sexual exploitation in the Province of Manitoba. This was also met with success through raising the level of awareness and knowledge surrounding the issue of sexually
exploited children and youth by the participation of regional stakeholders, community members, in the survey interviews and focus groups. Furthermore, regional stakeholder participants have the opportunity to join regional teams in support of prevention and intervention initiatives for sexually exploited children and youth. Each region stated a need for and a high commitment to join and form a regional team to address the issue of child and youth sexual exploitation.

6.3 Themes

The research findings outlined in the previous section highlight several key themes. This section of the report provides a brief summary and analysis of the survey and focus group findings for each region with regard to the issue of sexually exploited children and youth.

The analysis has produced findings along the following broad themes:

- Incidence and nature of sexual exploitation
- Victims of sexual exploitation
- Perpetrators of sexual exploitation
- What works/best practices
- What does not work/difficulties and challenges

6.3.1 Incidence and Nature of Sexual Exploitation

What the research demonstrates is that each region throughout the Province of Manitoba has incidences of child and youth sexual exploitation. Although there is no quantitative data showing the numbers of children and youth being sexually exploited in each of the regions an analysis of the survey and focus group findings suggest that sexual exploitation of children and youth does exist.

The nature of child and youth sexual exploitation differs from region to region, as speculated at the beginning of this project. Each region has similarities and differences surrounding the issue of child and youth sexual exploitation, which was brought forward in each of the regional reports. A broad scope of each of the regions reveals major themes concerning the incidence and nature of sexually exploited children and youth. These themes are described below and can be looked at on the Map: Table - “Child and Youth Sexual Exploitation Types in Manitoba by Region”.

- Invisible Sexual Exploitation
  The terms used to describe Invisible Sexual Exploitation are “hidden”, “behind closed doors” or “blind to the naked eye”. Invisible can take any form. One form is incest, where a family member sexually exploits a child or youth in the child’s home. Another form is harbouring of children by adults. Still another form is sexual exploitation by the child’s babysitter who is a trusted person to the child and the child’s family. Lastly, another form is “Sex Games” which can happen at parties or at school, and can include “sex bracelets” or take the form of “tradesies”. Also, included in this theme are those children and youth who are at risk for being sexually exploited.

- Visible Sex Trade
  The nature of the visible sex trade is the Children and youth are working in the sex trade standing on a street or corner, or working out of someone’s home and are selling sexual favours in exchange for money, food, a place to stay or other necessities. The theme also highlights those children and youth who may not be already
involved in the sex trade but are at high risk for being in the sex trade.

- **Invisible Sex Trade**
  The character of the invisible sex trade is when the children and youth are not standing on the street but are exchanging sexual favours for a place to stay, money, food or other necessities and it can be at parties, on the Internet, phone chat lines or anywhere.

- **Drug Related Sexual Exploitation**
  Drug related sexual exploitation takes the form of children and youth exchanging sexual activities/favours for alcohol or drugs. In addition, regions that have a high rate of this theme also have a lot of children and youth who at risk for being sexually exploited because of their contact with drugs.

- **Gang Related Sexual Exploitation**
  Gang related sexual exploitation marks the regions that have reported high rates of gang activity and have also recognized a link between gang activity, drugs, and sexual exploitation of children and youth in their communities.

One survey respondent accounted that one teenage girl was pregnant and was making more money as a sex trade worker than the other girls who were not pregnant.

(Participant)
TABLE 3.0
CHILD AND YOUTH SEXUAL EXPLOITATION
TYPES IN MANITOBA BY REGION

<table>
<thead>
<tr>
<th>Region</th>
<th>Invisible Sexual Exploitation</th>
<th>Drug Related Sexual Exploitation</th>
<th>Drug and Gang Related Sexual Exploitation</th>
<th>Visible Sex Trade</th>
</tr>
</thead>
<tbody>
<tr>
<td>NORTHERN REGION</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NORMAN REGION</td>
<td>Invisible Sexual Exploitation</td>
<td></td>
<td>Drug and Gang Related Sexual Exploitation</td>
<td></td>
</tr>
<tr>
<td>PARKLAND REGION</td>
<td>Invisible Sexual Exploitation</td>
<td></td>
<td>Drug Related Sexual Exploitation</td>
<td></td>
</tr>
<tr>
<td>INTERLAKE REGION</td>
<td>Invisible Sexual Exploitation and Sex Trade</td>
<td></td>
<td>Drug and Gang Related Sexual Exploitation</td>
<td>Visible Sex Trade</td>
</tr>
<tr>
<td>WESTMAN REGION</td>
<td>Invisible Sexual Exploitation and Sex Trade</td>
<td>Drug and Gang Related Sexual Exploitation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CENTRAL REGION</td>
<td>Invisible Sexual Exploitation</td>
<td>Drug Related Sexual Exploitation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WINNIPEG REGION</td>
<td>Invisible and Visible Sexual Exploitation</td>
<td>Invisible and Visible Sex Trade</td>
<td>Drug and Gang Related Sexual Exploitation</td>
<td></td>
</tr>
<tr>
<td>EASTMAN REGION</td>
<td>Invisible Sexual Exploitation</td>
<td>Drug Related Sexual Exploitation</td>
<td>Gang Related Sexual Exploitation</td>
<td></td>
</tr>
</tbody>
</table>
6.3.2 Victims of Sexual Exploitation

Sexual exploitation can happen to anyone, it is predominantly happening to children and youth who are females, of Aboriginal descent and who are between the age of 12 and 17 but does not exclude boys, transgender and other ethnicities. Those who are most vulnerable to sexual exploitation are those who are of Aboriginal descent, runaways, those who are homeless, those who live in communities with easy access to larger urban centres, those who have multiple family dysfunctions, those who have various problems and social issues in their lives (abuse, poverty, racism) and those who engage in risky behaviours. In addition, vulnerable children and youth have alcohol and drugs in some form in their lives. These children and youth are also at risk for or have gang affiliation in their lives. Those children and youth who are being sexually exploited are unaware they are being sexually exploited and those who are aware are normalizing it.

Sexual exploitation of children and youth can happen anywhere, in their homes, at parties, at a friend’s house, at the bar, at hotels, on the Internet, on chat lines, on the street, etc. and can happen at any time.

6.3.3 Perpetrators of Sexual Exploitation

Perpetrators of sexually exploited children and youth can be anyone of any age, race, class and sex but are predominantly older males (adult males and older youth). Perpetrators can be family members, peers, taxi cab drivers, professionals, businessmen, authority figures, gang members, drug dealers and babysitters. Perpetrators are considered to be in a position of power because they have something to offer children and youth such as comfort, money, drugs, food, or place to stay and so use these commodities to lure and sexually exploit children and youth.

6.3.4 What Works/Best Practices

What works and what the best practices are for at risk and sexually exploited children and youth take two major forms: 1) what works when dealing directly with sexually exploited children and youth and 2) what works outside of dealing with sexually exploited children and youth.

1) What works when dealing directly with sexually exploited children and youth.

The most important factors when dealing with at risk or sexually exploited children and youth is building trust and making the child or youth feel safe. Those who are frontline workers need to practice active listening, be empathetic, be non-judgmental, be understanding, and be non-authoritarian. The best persons to work with at risk or sexually exploited children and youth are those who are experiential (For a definition of the term experiential, see end notes). In order for the child or youth to begin healing all aspects need to be looked at: mental, physical, emotional and spiritual.

2) What works outside of dealing with sexually exploited children and youth.

In order to really help sexually exploited children and youth there needs to be more resources and programs available that are specifically mandated to address the issue of sexual exploitation. First, these programs and services need to be culturally sensitive, meet the basic needs of sexually exploited children and youth and provide them with a safe place to go. Also, frontline workers need to be properly trained in the area of sexual exploitation. Second, a harm reduction approach would also work to benefit sexually exploited children and youth. Third, there needs to be more education and awareness about sexual exploitation. Fourth, perpetrators need to have stronger punishments. Fifth, the
approach of having healthy role models or mentors, who can display a healthy and different avenue of life would benefit these children and youth. Sixth, any resources or services need to be accessible twenty-four hours a day, seven days a week. Finally, Aboriginal children and youth need to be educated about the Aboriginal cultural past, and should be provided with services that encompass a traditional spiritual healing approach.

6.3.5 What Does Not Work/Difficulties and Challenges

From the survey and focus group findings the most mentioned difficulty or challenge when working with sexually exploited children and youth was establishing trust with the child or youth. When a child or youth does not trust the person who is trying to help them, they will not respond to the help. Following this, having workers who do not match with the child, who are not properly trained or lack training, and having people who are authoritarian were also seen as a major factors in what would not work or would be a challenge when working with sexually exploited children and youth.

Another important factor impeding helping sexually exploited children and youth is punishing children and youth who have been sexually exploited. Punishing these children does not work to help them because they are not the perpetrators; they are the victims of sexual exploitation/sexual abuse. Punishing can take the form of shunning or being judgmental or it can also take the form of charging the child or youth with a criminal offence.

One more major challenge to helping at risk or sexually exploited children and youth is if they have substance abuse problems. Some children and youth who have been sexually exploited may abuse alcohol or drugs to cope with their abuse and this coping mechanism may have been in place for years and therefore may make it difficult to reverse.

Finally, the lack of long term, consistent, adequate, and specific programs dealing with the issue of sexually exploited children and youth was seen as a major difficulty or challenge. Some of the regions’ stakeholders identified that there were no programs for sexually exploited children and youth in their communities or staff who are professional trained to work with sexually exploited children and youth. One example of a difficulty or challenge in Northern communities is when a child or youth has been sexually exploited he or she is sent to a larger city to receive care, and has to leave his or her home community. In one sense relocation from a negative person to a safe place is beneficial to the child, however, leaving ones home and home supports can be questionable.

The International Labor Association defines the commercial sexual exploitation of children as “one of the worst forms of child labor”

(Wikipedia July 14, 2006)

Furthermore, a few regions recognized the unfavourable process involved and improper procedures by those handling children and youth who have been exploited and who come forward with a disclosure. For example, a child may initial trust the person who the disclosure was given to, but may have to further disclose to many other people within the system, and the first
person is replaced, which in turn may break the trust atmosphere.

In conclusion, the stakeholders recognized, in general, the lack of programs, services, education, awareness, safe places for these kids to go, beds, shelters, recreational centers, parental education/counselling, parental support to deal with at-risk or sexually exploited children and youth. There are not enough supports to adequately reach out to or help sexually exploited children and youth. In addition, the lack of agencies collaborating was also seen as a difficulty and challenges to helping at risk or sexually exploited children and youth.
SECTION 7: A Vision for the Future

7.1 What the Communities Need and Want

This section summarizes the needs and wants of all the regions combined to deal with the issue of sexually exploited children and youth in their communities. Developing regional teams and enhancing those teams which have already been established will mark the first step in addressing these needs and wants. All of the regions expressed the same or similar needs and wants, below are the combined major ideas brought forward:

12. Adequate funding for existing programs and services
13. Adequate funding for sexual exploitation prevention and intervention initiatives
14. Shelters, drop-in centers, recreational centers, crisis centers, safe places, beds
15. Family treatment programs
16. Education and awareness
17. Frontline workers and outreach services
18. Resources and prevention programs
19. Addiction treatment facilities for youth
20. Professional councillors and psychologists
21. Housing and homelessness initiatives
22. Stronger punishments for perpetrators
23. Community policing
24. Change in societal attitude
25. Partnerships between communities and police
26. Better networking and collaboration between agencies and communities
27. Stronger support systems for communities and outside resources

“There is an incredible lack of awareness in our entire community regarding this issue, especially the exchange of sexual activity for getting some basic needs met, like shelter or acceptance”.

(Participant)
7.2 Conclusion: A Final Word

Indeed, the findings of this report suggest that sexual exploitation of children and youth exists in Manitoba. Children and youth who are at-risk for or who are being sexually exploited appear to be young Aboriginal females, ages 11 through 17, with some connection to drugs and alcohol. The connection between children and youth and gangs was prevalent throughout the survey and focus group results in almost all of the designated regions. It can be suggested that where there are gangs, there are drugs or vise versa. This suggests that violence, drugs and gangs are interconnected and it is detrimental to the health and well being of the children and youth who get involved. Also highlighted in the findings was the relationship between trusted adults and the sexual exploitation of children. Those adults most cited as perpetrators were babysitters or relatives. It has been recognized that the sexual predator is no longer just the stranger on the street corner luring your child with candy but can be a trusted adult known to the child and the child’s family.

Throughout the findings, the proximity of some areas within a region to major urban centres or cities was recognized as a concern and a problem. The closer the area within a region to an urban centre placed children and youth at a higher risk for sexual exploitation. A majority of stakeholders felt that children and youth leave their home communities, to go to a city (such as Winnipeg) for various reasons (education or training), and have no resources to educate and prevent themselves from sexual exploitation.

Lastly, another major area of concern signifies the role of changing societies, and age specific relations. For instance there are many terms used to denote sexual exploitation and sexual activities or games, for example “Lip-Stick Dick”\textsuperscript{52}. Some of these terms are very new, and specific to certain age groups, and areas within regions of Manitoba.

As speculated at the beginning of this project, each region was found to have vast and unique characteristics concerning child and youth sexual exploitation. Therefore, each region specified different wants and needs distinctive to their communities to deal with the issue of sexually exploited children and youth. However, there were four major themes that all regions stated were necessary to help these children who are being sexually exploited.

**Safety**
Children and youth need safe places to go, such as recreational centres, shelters or treatment centers to counter their vulnerabilities or begin the healing process for them.

**Help**
Healing needs to be looked at as a whole. The victims of sexual exploitation, the family of those sexually exploited children, the perpetrators of the sexual exploited, and the communities, all need help healing in order to stop the continued vicious cycle of sexual exploitation.

**Awareness**
Each region needs more awareness and education. Children, parents, schools, the communities, all need to be better educated and aware of the issue of child and youth sexual exploitation.

**Training**
Those who are working with sexually exploited children and youth need proper training in the area of child and youth sexual exploitation.

In order to meet the needs of each region and eliminate sexual exploitation of children and youth throughout the province of Manitoba, adequate resources, specifically funding, should be made available.
Although the Manitoba Sexually Exploited Youth Strategy regional team development is not the solution to end sexual exploitation of children and youth, it was a move toward a better understanding of sexual exploitation in Manitoba. Better understanding promotes better programs and initiatives to eradicate child and youth sexual exploitation.

“Simply being a youth in our community would put an individual at risk”.

(Participant)

7.3 Evaluation Recommendations

Through the evaluation process a number of recommendations were suggested, both analogous and diverse as this reports research finding. The following presents the recommendations brought forward.

Recommendations include:

- The range of participants, communities and social actors must be expanded beyond traditional community agencies to ensure community awareness of the sexual exploitation of children and youth.
- The capacity building component should be more structured to ensure a more consistent level of knowledge amongst all participants. It is suggested that survey design and development, report writing and basic communications skills could be incorporated into future capacity building activities.
- The research component should include knowledge translation and communications activities. It will be important for research activities to produce findings in a variety of media in a timely and accurate manner. Too often, reporting back to a community of interest is either too burdensome or not detailed enough for any tangible outcome, diminishing any positive impacts.
- The project should be expanded both at the provincial and national levels. The findings of this project point to the ongoing prevalence of the sexual exploitation of children and youth. Many of the observations throughout the report are shared throughout Canada and across jurisdictions where suffering, social deprivation and exclusion persist. The urban Aboriginal population is young with a high potential of vulnerability.
- The project should be resourced appropriately. The nature and extent of the sexual exploitation of women and children is both multi-dimensional and multi-generational with no quick fix. Any effort to address this affront to human rights and dignity requires a long-term commitment that is both stable and consistent.

7.4 Challenges to the Research and Lessons learned

After the Manitoba Sexually Exploited Youth Strategy Regional Team Development Project was completed, there were challenges to the research and lessons learned. Those recommendations are as follows:

- Those who are researching the Aboriginal communities need to have knowledge of Aboriginal cultures;
The topic of sexual exploitation of children and youth is not an easy topic to talk about. Some researchers were witness to many disclosures of incidence of child and youth sexual exploitation. This can have an impact on the researcher. Those who are researching this topic need previous experience in interviewing and need special training in the area of sexual abuse and this should be made apparent in the projects proposal. Furthermore, interviewers themselves should also have dealt with any past abuses they may have experienced. This will allow for the proper procedures to be place for debriefing of the researcher. In addition, some stakeholders who were interviewed may have provoked past memories of sexual exploitation “re-victimization” and the researchers did not have knowledge of proper follow up procedures. There was also inadequate funding for researchers to have a full time Elder present or a specialized counsellor in the area of sexual exploitation. For future researchers in a topic of this nature, there should be a follow up with those being interviewed, for example, a counselling resource number for the interviewee to call;

Due to limited time to complete the project not all potential stakeholders were surveyed and interviewed. Open ended questionnaire surveys require sufficient time to complete. Each region consists of a large demographic area with many communities. Some communities are very remote and it was hard to make contact because they are only accessible by rail or chartered plane. Short time-frames coupled with inadequate funding made traveling to these remote communities not possible. Therefore, these remote communities were only accessible by phone and in some instances phone contact was difficult due to distortion. Therefore sufficient time and funding should be made available for covering all areas in a region;

Funding partners should increase the movement of finances. There is an additional stress placed on project researchers and participants if there is not ample time made available to conduct interviews and complete the project due to waiting for funding;

More time should be made available for outreach, conducting surveys and preparation of a focus group. Partnering agencies should access the duration of this project and support an extended period of time for surveys to be conducted and a focus group to be held. This will eliminate stress and further show a respect to survey participants. Due to time constraints there was the rushing of the survey participants;

The survey and focus group participants were apprehensive of the end result of this project, and would like to know what will become of this research. Everyone, stakeholders and those who worked on the project would like to access their region’s report, and agreed the information should be made available to their communities. Furthermore, it was brought forward that any research conducted with the Aboriginal communities should be made accessible to the Aboriginal community afterwards; this should ensure continued participation and support from the Aboriginal population;

Regional team development next steps was not made clear for the regional team coordinator and in
turn was not made clear for those who have a keen interest in developing a team in their region. For future strategy initiatives long term next steps should be in place prior to researching communities;

- During the interview and focus group process community development workers were advised by stakeholders to send formal letters to supervisors informing them about the project. In future for similar projects, letters should be sent out to include supervisors to ensure validity and cooperation and ensure the most appropriate person will be interviewed;

- One focus group meeting displayed a negative or tense atmosphere. The attendance of this focus group was large and the room was small. It is recommended that a large room be used for a large group or two focus groups be held; and

- After repeated use of the survey instrument, there were confusions in some of the questions; therefore before using the survey instrument again it should be revised. Lastly, due to the nature of the topic, over the phone implementation of the survey seemed impersonal and could cause vital information to be lost, it is suggested that interviewing be strictly in person.
Endnotes


2 Ibid., 1.

3 Ibid., 1.

4 Ibid., 1.


6 Ibid., 4.

7 Bittle, Steven. “Youth involvement in prostitution: A literature review and annotated Bibliography.” Ottawa: Canadian Department of Justice, Research and Statistics Division, 2002, 3.


10 Bittle, Steven, “Youth involvement in prostitution: A literature review and annotated Bibliography”, 7.


12 Bittle, Steven, 6-7.


14 Scheirich, Wendy, Envision, 20. & Bittle, Steven, 10.

15 Scheirich Wendy, Envision, 19-20.
16 Bittle, Steven, 12.

17 Bittle, Steven, 12.


21 Experiential is a person who has had experiences of being sexually exploited.


23 Sheirich, Wendy, Overview, 1.


25 The Background section was based on the proposal written by the Provincial Strategy Coordinator: Wendy Scheirich, Coordinator for the Manitoba Sexually Youth Strategy. Regional Team Development Proposal to the National Crime Prevention Center. Submitted: December 12, 2005.

26 For more information of the Thompson Forum “No More Silence” please contact the Provincial Coordinator Wendy Scheirich from the Province of Manitoba Department of Family Services and Housing.

27 Please see the Bibliography for orientation package references.

28 The target population was based on the proposal and the Manitoba Sexually Exploited Youth Strategy overview.

29 Ibid. 6-7 (of overview).

31 Manitoba Community Profiles electronic information & Winnipeg regional report-please see bibliography for references to both.


33 Manitoba Community Profiles electronic information please see bibliography.

34 The Norman Region Report: Charles Potan. The definition of terms: “Wife Swapping” when married couples consensually trade partners for sexual purposes. “Cock for Rock” and “Crack for Crack” is terms used to describe when young females perform sexually activities in exchange for drugs.


36 Ibid 5-6., & Manitoba Community Profiles electronic information please see bibliography.


38 Manitoba Community Profiles electronic information please see bibliography.


40 Ibid. 5 & Manitoba Community Profiles electronic information please see bibliography.

41 Information about the Northern Region is based on the report: Cordell, Stephanie., *Manitoba Sexually Exploited Youth Strategy Northern Regional Team Final Report*. Ma-Mow We-Tak Friendship Centre, May 2006.

42 Manitoba Community Profiles electronic information please see bibliography.


44 Ibid. 1 & Manitoba Community Profiles electronic information please see bibliography.

Manitoba Community Profiles electronic information please see bibliography.

Ibid. & Amanda, Machalek report.

Amanda Machalek Eastern Region Project “The Manitoba Strategy”; Responding to Children and Youth at Risk or Involved in Sexual Exploitation. The term “girls don’t pay for drugs” implies that females can receive drugs for free in exchange for sexual activities. The term “friends with benefits” are friends of either sex who are not your boyfriend/girlfriend but you have a sexual intimate relationship with.

Jackson, Robin, and Robin Atkinson., The Manitoba Sexually Exploited Youth Strategy Survey; Interlake Region. “Sex Games” are games that involve sexual intercourse or sexual activities between people.

Jackson, Robin, and Robin Atkinson., The Manitoba Sexually Exploited Youth Strategy Survey; Interlake Region. Sex bracelets have been a growing trend in the school systems in the Interlake region over the past three years. There are different sex acts designated to various bracelet colors, and if a female is wearing a certain color, this informs others of what she is willing to do. Then, if another male breaks it off of her wrist, she is obligated to participate in that act (i.e. brown bracelet = anal sex).

Jackson, Robin, and Robin Atkinson., The Manitoba Sexually Exploited Youth Strategy Survey; Interlake Region. Many youth are turning what they call a ‘trade’, or ‘trades’, or ‘tradesies’ in exchange for drugs, this has become a new way for youth to access expensive drugs (crack, meth or cocaine). This is when a youth proposes a dealer a ‘trade’, and then the dealer can have whatever he sexually desires from that youth before providing them with the substance.

Jackson, Robin, and Robin Atkinson., The Manitoba Sexually Exploited Youth Strategy Survey; Interlake Region. This is a game that is happening at parties and gatherings (at an elementary and junior high level), where the female youth put on different coloured lipstick, and each take a turn going in to a room with a male youth. One by one, the females offer him oral sex, and are attempting to leave their individual lipstick color furthest down the shaft of his penis. This game, which is unequal in terms of gratification/stimulation amongst genders, is an unhealthy way that females receive social acceptance and attention from her peers (male in particular).
Bittle, Steven. “Youth involvement in prostitution: A literature review and annotated Bibliography.” Ottawa: Canadian Department of Justice, Research and Statistics Division, 2002.


Cordell, Stephanie., Manitoba Sexually Exploited Youth Strategy Northern Regional Team Final Report. Ma-Mow We-Tak Friendship Centre, May 2006.


Manitoba Community Profiles/geography and demographic characteristics. Winnipeg Region Profile Page. 27 July 2006. <http://www.communityprofiles.mb.ca/cgi-bin/region/index.cgi?id=8> Also contains all regions community profiles, see home page.


SECTION 9: Appendices

9.1 The Manitoba Sexually Exploited Youth Strategy-Regional Team Development Project Evaluation Report

Introduction
The objectives of the project are three-fold; actively engage the Aboriginal communities in the Manitoba Sexually Exploited Youth Strategy (MSEYS), develop regional teams throughout the Province of Manitoba and address the incidence and nature of the sexual exploitation of children and youth.

Meeting the Objectives
The project was successful in engaging the Aboriginal community through a myriad of service providers, clients and interested parties. Of those participants that completed either the survey or interview, it was evident that their interest and knowledge of the issues was detailed. Further, each region provided different issues and priorities to common questions demonstrating that each community has its own unique needs and priorities. Efforts to engage secondary and tertiary stakeholders whom may or may not have a direct interest in the subject matter ensures that broader community is made aware of both the MSEYS and the key stakeholders involved. In reaching beyond the immediate community of interest, it builds toward addressing the issue of sexual exploitation as a community-wide problem requiring community-wide action and solution.

The development of regional teams appears to be critical to the success of the project. This builds on numerous reports that have emphasized the principle of local community control over projects focused on Aboriginal peoples. In many instances, interviewees would be more responsive to Aboriginal researchers thus enhancing the quality of the responses. Of equal importance was the effort put forward to training of the regional teams. While each regional team and individual members have differing levels of knowledge and expertise, a shared curriculum used throughout the orientation process ensures a measure of uniformity amongst the regional teams and management. Not only does this increase the local capacity of existing stakeholders, it broadens the range of stakeholders involved each with their own expertise and insight that can be shared amongst all.

The incidence and nature of the sexual exploitation of children and youth is clearly set out in the regional reports. While many of the findings are shared amongst regions, shared findings have unique colour. For example, it is noted that the language of sexual exploitation changes over time and is very much localized. It is important for all involved to remain conversant in the 'street' language in order to better to understand the culture built around sexual exploitation. An example of the changing language and culture is the phenomena, 'friends with benefits'
which sounds non-consequential but may lead to lasting negative impacts.

Concluding Thoughts
It is evident from this report that the sexual exploitation of children and youth is a deeply entrenched problem in many urban Aboriginal communities and reaches into many rural and remote First Nation communities. Many non-Aboriginal children and youth are also victims of sexual exploitation. However, this population is outside the current frame of reference. The high incidence and inter-generational dimensions of sexual exploitation are correlated which may have the Indian residential schools, of which many Metis children were in attendance, as their antecedents. The associated criminality of sexual exploitation as evidenced by gangs and gang related activity may inhibit the true nature and extent of the problem from being accurately determined. Many are afraid to talk frankly or to seek outside support and assistance out of fear of reprisals. It is evident from this report that no single actor can address the multi-dimensional nature of the sexual exploitation of children and youth.

Recommendation(s)
1. The range of participants, communities and social actors must be expanded beyond the traditional community agencies to ensure community awareness of the sexual exploitation of children and youth

2. The capacity building component should be more structured to ensure a more consistent level of knowledge amongst all participants. It is suggested that survey design and development, report writing and basic communications skills could be incorporated into future capacity building activities.

3. The research component should include knowledge translation and communications activities. It will be important for research activities to produce findings in a variety of media in a timely and accurate manner. Too often, reporting back to a community of interest is either too burdensome or not detailed enough for any tangible outcome, thereby, diminishing any positive impacts.

4. The project should be expanded both at the provincial and national levels. The findings of this project point to the ongoing prevalence of the sexual exploitation of children and youth. Many of the observations throughout the report are shared throughout Canada and across jurisdictions where suffering, social deprivation and exclusion persist. The urban Aboriginal population is young with a high potential of vulnerability.

5. The project should be resourced appropriately. The nature and extent of the sexual exploitation of women and children is both multi-dimensional and multi-generational with no quick fix. Any effort to address this affront to human rights and dignity requires a long-term commitment which is both stable and consistent.