

Human Trafficking, Sex Work Safety and the 2010 Games:

Assessments and recommendations

June 10, 2009

Sex Industry Worker Safety Action Group



Working Together on the Right to be Safe

Authored by

Bowen & Shannon
F FRONTLINE
C CONSULTING

Table of Contents

Human Trafficking, Sex Work Safety and the 2010 Games:

Assessments and Recommendations Regarding Collateral Impacts

Executive Summary

Section One: Introduction to the Study

1.1	Introduction	1
1.2	Purpose of the project	2
1.3	Description of the background study	2

Section Two: Global Overview: Mega Sport Events, the Sex Work Industry and Trafficking in Persons for Sexual Exploitation

2.1	Hallmark events	4
2.2	The sex work industry	4
2.3	Trafficking in persons for sexual exploitation	6
2.4	Globalization and migration	6
2.5	The United Nations: Trafficking in persons for sexual exploitation	7
2.6	Trafficking: Interpretation and identification	8
2.7	Scale of trafficking	9
2.8	Concerns about trafficking data	10
2.9	Detection and enforcement	11
2.10	United States: Trafficking in persons for sexual exploitation	12
2.11	United States Tier Rankings	12
2.12	Conflation of prostitution with trafficking	12
2.13	The European Union: Trafficking in persons for sexual exploitation	13
2.14	Europe: Mega Sport and Trafficking Concerns and Realities	14
2.15	Greece: Trafficking in persons tier ranking	15
2.16	Athens Summer Games 2004: The brothel controversy	16
2.17	Athens Summer Games 2004: Concerns about trafficking	17
2.18	Germany: Trafficking in persons tier ranking	18
2.19	Germany: Sex Work Industry	18
2.20	Germany: The 2006 World Cup and trafficking	19
2.21	Trafficking estimates “unfounded”	19
2.22	Germany: Anti-Trafficking Campaign	20
2.23	Germany: Campaign efforts and reduction in trafficking	21
2.24	Switzerland: Trafficking in persons tier ranking	21
2.25	Switzerland: 2008 European World Cup	22
2.26	United Kingdom: Trafficking in persons Tier Ranking	22
2.27	Trafficking: Major enforcement and public awareness efforts	23
2.28	UK Action Plan on Tackling Human Trafficking	23
2.29	England and Wales - Sex Work	24
2.30	United Kingdom: 2012 Olympic Summer Games	25
2.31	Organization and cost of the 2012 Games	25
2.32	2012 Games: – Planning on combating trafficking	25

2.33	2012 Games: – Media and trafficking	25
2.34	Summary on Mega Sport Events and Trafficking: 2004 – 2008	26

Section Three: Literature Review: Mega Sport Events, the Sex Work Industry and Trafficking in Persons for Sexual Exploitation

3.1	Olympic Games History and Context	28
3.2	Sex Work History and Context	30
3.3	Trafficking in persons for sexual exploitation History and Context	36

Section Four: Canada and Vancouver: Mega Sport Events, the Sex Work Industry and Trafficking in Persons for Sexual Exploitation

4.1	Canada: Trafficking in persons for sexual exploitation.....	44
4.2	Canada- US State Department Tier Ranking	45
4.3	Canada: Trafficking legal provisions	46
4.4	Canada: <i>Immigration and Refugee Protection Act</i> provisions	46
4.5	Canada: 2005 Trafficking provisions	47
4.6	Assistance for victims of trafficking	47
4.7	Interdepartmental Working Group on Trafficking in Persons (IWGTIP)	48
4.8	Standing Committee on the Status of Women Report on Trafficking	49
4.9	Status of Women report recommendations	50
4.10	Government of Canada Response	51
4.11	Concerns about Canada’s approach to combating trafficking	52
4.12	Canadian National Coalition of Experimental Women	53
4.13	Additional concerns: Absence of strategy on trafficking	53
4.14	Canada and the sex work industry	54
4.15	History of Canadian prostitution law	54
4.16	The contemporary debate on sex work in Canada	56
4.17	Parliamentary Sub-Committee on Solicitation Laws	57
4.18	Government response to the Solicitation Committee	58
4.19	The sex work industry in Canada	59
4.20	Street-level sex work	60
4.21	The sex work industry and Aboriginal women and girls	61
4.22	Domestic Trafficking: Aboriginal women and girls	62
4.23	Recommendations call for action	63
4.24	The sex industry and male sex workers	64
4.25	Canada: Under the Radar study	64
4.26	Under the Radar Recommendations	65
4.27	Male clients of female sex workers.....	65
4.28	Canada: The 2010 Winter Games	68
4.29	Vancouver Location	69
4.30	Political Regime	69
4.31	Selected legislation and strategies at play in the 2010 environment	69
4.32	The Safe Streets Act 2004	70
4.33	Project Civil City	70
4.34	Vancouver Police Department: 2009 goals and strategies	71
4.35	Population	72
4.36	Date of Games/Hallmark Event	72
4.37	Mandate/Slogan of Event	72
4.38	Cost of Games	72

4.39 Tier on U.S. State Department Anti-Trafficking Ranking	73
4.40 Government of British Columbia: Trafficking in persons for sexual exploitation	73
4.41 Human Trafficking Cases in British Columbia	74
4.42 Media: Trafficking and 2010	74
4.43 The sex work industry in Vancouver	75
4.44 The 2010 Games: Social and political conditions	76
4.45 The Vancouver Downtown Eastside	78
4.46 Sustainability and the Olympic Games	79
4.47 VANOC 2010 Implementation Documents	80
4.48 The Inclusive Commitment Statement (ICI)	80

Section Five: Host City Experiences: Highlights and Findings

5.1 Data Collection Methods	82
5.1 Summary of Respondent Responses	84
5.3 Highlights of Respondent Responses	96
5.4 Implications/Limitations of Research	98

Section Six

6.1 Recommendations	101
---------------------------	-----

Section Seven: Appendices

Appendix I: Canada: Prostitution and Trafficking Legislation	
Appendix II: Sources Cited: Literary Review	
Appendix III: Research Background Document	
Appendix IV A - Questionnaire – Non- Vancouver locations	
B - Questionnaire – Vancouver 2010 locations	
Appendix V Sisters in Spirit Research Summary on Missing Aboriginal Women In Canada	
Appendix VI VANOC 2010 Sustainability Performance Objectives	
Appendix VII: 2010 Inclusivity Statement	
Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations	

Executive Summary

In 2007, Vancouver community organizations that work on issues related to sex work partnered with the Vancouver Police Department to establish the Sex Industry Worker Safety Action Group (SIWSAG). With a grant from the Government of British Columbia and support from the Vancouver Police Department, SIWSAG retained Frontline Consulting to produce a background study on the potential impact of the 2010 Olympic Games on the trafficking in persons for the purpose of sexual exploitation and on safety issues for sex workers. The study explores these issues through the experience of cities that have recently hosted mega sport events. This study represents the first step of a multi-phased 2010 Impact project that is being undertaken by SIWSAG.

The concepts of trafficking in persons for the purpose of sexual exploitation and sex work/prostitution have yet to be uniformly defined. Each term carries differing ideological frameworks and the attributes ascribed to each vary depending on political, social and economic contexts. Trafficking and sex work have a history of being conflated and this, compounded with political and economic agendas associated with global attention, combine to produce a myriad of responses that directly affect the lives of those identified as sex workers, victims of trafficking or both.

Prostitution and trafficking activities as related to mega sporting events first came to public attention in Athens (2004) and Germany (2006). An increased number of sex workers and trafficking victims were expected to 'flood' into these locations during their respective mega events. Neither location experienced any increase that could be attributed to their hallmark event. The commonly held notion of a link between mega sports events, TIP (Trafficking in Persons) and sex work is an unsubstantiated assumption.

Trafficking is an ongoing criminalized and clandestine activity in which victims either fear coming forward or have little opportunity to do so. For complex reasons, there have been no international trafficking convictions in Canada. International victims who seek to stay in Canada face significant challenges. There have been, to date, five domestic trafficking convictions in Canada. Canadian authorities estimate that up to 800 individuals are annually trafficked into Canada for the purposes of sexual exploitation.

In Canada, communicating for the purpose of prostitution, procuring and keeping a bawdy house (brothel) are federal offences. The controversial debate around legalization, decriminalization and abolition of sex work was re-ignited as a result of the murder and abduction of 65 women in Vancouver's sex industry during the 1990s.

Aboriginal women's advocates emphasize that the effects of colonial violence coupled with discriminatory legislation and a diminishment of Aboriginal women's roles in society has led to their susceptibility to violence and exploitation. In Vancouver's Downtown Eastside (DTES), it is estimated that more than 50% of the women who work on the street are Aboriginal women. Aboriginal women constituted a majority of missing women from the DTES during the period of 1995-2000.

The Downtown Eastside is an economically deprived inner city neighbourhood with residents who are battling homelessness, poverty, drug addiction and HIV/AIDS, in addition to violence and poverty-related criminal activity. Currently, DTES residents and service providers express increasing concern about the potential treatment of residents during the 2010 Games with many fearing that the authorities may seek to displace residents in an effort to reduce the impact of negative perceptions of the neighbourhood and simplify Games security requirements.

Research Methods:

Ten Olympic host cities were selected to contribute to this study and they include: Salt Lake City, Turin, Athens, Sydney, Atlanta, Germany, Calgary and Montreal, the UK and Vancouver. Contacts were invited to take part in telephone interviews or to respond via email. Vancouver contacts had the option of participating in a face-to-face interview. Researchers reviewed 200 websites; 90 media articles, 88 academically reviewed journal articles, and 35 government reports in a quest to find information related to the project's topics. The highlights of participant response appear below.

- ❖ Respondents voiced concerns about the impact of law enforcement actions during past hallmark events in their host cities. These concerns included law enforcement sweeps and other strategies intended to 'clean up the streets.'
- ❖ Local Vancouver stakeholders expressed anxiety about the enforcement and assistance strategies that authorities might implement during the 2010 Games.
- ❖ Some local respondents feared that efforts to make Vancouver more welcoming to tourists could mean that sex industry workers would be moved to areas outside city limits.
- ❖ Local sex workers said the media promotes stereotypes about them and their work and that some workers fear reporting violence as a mistrust of police among sex workers persists.
- ❖ Local law enforcement commits to continued partnership with community groups working on sex work and trafficking issues to collaborate on solutions that work in the best interest of all involved.
- ❖ An international sex worker stated that changes observed during her city's hallmark event included a change in her clientele from locals to tourists and a shift in police attention toward moving workers to new stroll locations.
- ❖ Local groups report that their ability to work on health and safety initiatives for women is deeply compromised by low funding.
- ❖ Local groups noted the absence of funding to prepare groups for service delivery during the 2010 Games.

Recommendations:

The following recommendations are directed primarily to support the prevention of trafficking for the purpose of sexual exploitation and to better enable the early detection of and intervention against trafficking. Of equal importance are measures intended to address service provider capacity during the lead up to the 2010 Games and throughout the Games and fears of sex worker displacement during this same period.

1. As with other recent public awareness campaigns associated with mega sport events, take steps to implement Canada's first broad-based public awareness campaign on trafficking in persons for sexual exploitation. Such a campaign should highlight prevention, early detection and intervention and be delivered via print, broadcast and web-based services prior to the 2010 Games and should:
 - a. Describe trafficking in persons for sexual exploitation and its associated dangers;
 - b. Provide information on victim's legal rights and services for victims;
 - c. Alert the public to steps they can take to identify and assist victims;
 - d. Underline that violence against victims of trafficking and sex workers will not be tolerated; and
 - e. Provide victim assistance and reporting hotlines.

2. The 2010 Games security apparatus will create anticipated as well as unforeseen impacts on Vancouver communities. This will be particularly true for DTES service agencies and their clients and, given their work locations, especially the case for street-level sex workers. Given this reality, it is recommend that a minimum four-month full time position (November 1, 2009 – February 28, 2010) be created that will:
 - a. Provide enhanced community liaison and networking capacity amongst Downtown Eastside community organizations working with sex workers; and
 - b. Function as a proactive link amongst DTES community organizations, enforcement officials, local government and others, as required.

3. To ensure enforcement responses do not increase harm and are balanced between enforcement and protection, work in collaboration with sex industry partners to design training for emergency responders including the Canadian Army, the Vancouver Police Department, the RCMP, fire and ambulance services personal and 911 operators to ensure that responders are able to:
 - a. Identify situations where trafficking in persons for sexual exploitation and/or violence against sex workers may be occurring; and

- b. Develop standardized referral resources and referral practices.
4. Ensure funding stability for delivery of key 2010 'safety net services' including: homelessness and housing access services; translation services; crisis support and safe places of respite for sex industry workers and women and children who have experienced violence.
5. Utilize the unique opportunity of the 2010 Games to further develop knowledge around sex work, trafficking and hallmark events by conducting community-based research projects during the 2010 Games. Such projects would:
- a. Document impacts of hallmark events on local constituency groups and stakeholders;
 - b. Inform the national and international trafficking/sex work academic discourse; and
 - c. Create a legacy benefiting future host cities working to understand the impacts of mega sport events on trafficking and sex work.

Closing comments

In relation to the Vancouver 2010 Olympics and human trafficking for the purpose of sexual exploitation, public statements have been made which project an alarming increase in this human trafficking. These claims are inconsistent with the evidence in this research document, that trafficking and mega-events are not linked. Nonetheless, the several recommendations in this report are directed primarily to ensure that prevention, early detection and intervention of human trafficking are indeed maximized, prior to, during and post the games.

Human Trafficking, Sex Work Safety and the 2010 Games: Assessments and Recommendations Regarding Collateral Impacts

Section One

1.1 Introduction to the study

The Human Trafficking, Sex Work Safety and the 2010 Games study considers three major topics – mega sport events, trafficking and sex work reviewing each from within a global, national and local perspective. The intent of the study is to develop a clear understanding of the relationship of sex work and trafficking in persons for sexual exploitation to mega sport events while also considering issues related to sex worker and public safety,

In an effort to best present the range of topics reviewed, the study has been divided into seven sections. Each section provides individual topic chronology and content that can be read as a separate entity allowing readers to reference other sections of the study for additional context.

Section One introduces the committee responsible for the study and describes the study's purpose and scope. Section Two consists of the 'Global Overview: Mega sport events, trafficking in persons, sex work,' which provides topic information from a global perspective and also provides information on the 2004 Athens Olympics and the 2006 German World Cup as well as on Switzerland and the United Kingdom. Section Three presents the study's 'Literature Review: Mega sport events, trafficking in persons, sex work,' which provides a review of the range of academic thought on the identified topics. Section Four provides information on the study's topics and certain demographic and context information on Canada, Vancouver and the 2010 Olympic Winter Games. Section Five provides information on the design of the study's questionnaire-based research and research results. Section Six provides the study's recommendations together with relevant context. Section Seven provides additional related information by way of topic appendices.

A note on language: In all instances where trafficking and/or trafficking in persons are used, the reference is to trafficking in persons for the purpose of sexual exploitation. The terms sex work and prostitution are used interchangeably.

1.2 Purpose of the project

Vancouver community organizations that work on issues related to sex work and the Vancouver Police Department (VPD) established the Sex Industry Worker Safety Action Group (SIWSAG) in 2007. The SIWSAG mandate is to create, “informed strategies to reduce violence and increase health and safety for sex industry workers, inclusive of gender identity, and sexual orientation.” Members of the SIWSAG include representatives of local community groups, sex industry workers, and other community stakeholders.

SIWSAG, with a grant from the Province of British Columbia and support from the Vancouver Police Department, retained Frontline Consulting to produce a background study on the potential impact of the 2010 Olympic Games on the Vancouver sex industry and the community. This study includes an examination of the degree to which international and/or domestic trafficking may be a feature of the 2010 Games environment. The study requires a review of a wide range of materials and experiences including studies conducted around other mega sport events.

The study represents the first step of a multi-phased 2010 Impact project that hopes to increase health and safety for all while decreasing human trafficking and violence against sex workers. The study will be used as a working document to ensure that SIWSAG and its partners can move forward to develop evidence-based strategies in relation to future projects.

1.3 Description of the background study

The objective of the study is to develop a clear understanding of the relationship of sex work and trafficking in persons for sexual exploitation to a range of issues including worker and public safety, current policies and procedures on the issues and the reality of sex work and trafficking in relation to mega sport events. In that way, appropriate comparisons can be made and an informed approach as to what may work, may not work and best practices can be developed.

Areas of research include:

- Mega sporting events throughout the world such as, the World Cup of Soccer, Olympics, and anything pertaining to the Canadian sex industry during such mega events;
- Human trafficking as related to mega sport events.
- Sex industry strategies implemented to deal with mega events and the outcome of such strategies.
- The extent of human trafficking within Canada’s sex industry.

- Current Canadian enforcement policies, procedures and strategies related to sex work and trafficking;
- Enforcement best practices related to sex work and trafficking;
- Barriers to policing and reporting related to sex work and trafficking;
- Current policies, practices and strategies of support services including victim's services, specialized victim's services and sex worker support agencies related to sex work and trafficking;
- Any other relevant information regarding large scale or international events as effecting the sex industry, safety issues and human trafficking.

Finally, the study hopes to determine the following in relation to mega sport events:

- Is there an increase in business;
- If so, when does it occur and what does it entail;
- Are there any issues related to sex worker consent;
- Are there safety issues specific to international events and, if so, what are these issues;
- Is there an increase in human trafficking and, if so, what is the scale and scope of the increase; and
- How do clients, workers, related individuals and relevant agencies access information and contacts within the sex industry?

Section Two: Global Overview: Mega Sport Events, the Sex Work Industry and Trafficking in Persons for Sexual Exploitation

The following provides an overview discussion of the three topics under review: hallmark/mega sports events, sex work and trafficking in persons for sexual exploitation. While there has been growing interest in these individual topics, there appears to be little, if any, research that examines all three topics in concert. This section also reviews the incidence of trafficking related to the 2004 Athens Summer Games and the 2006 German World Cup.

2.1 Hallmark events

Hallmark events, of which the Olympic Games are one example, are now a common occurrence -taking place in regional, national and international environments. Other examples of hallmark events include major fairs and expositions and cultural events of international status. Such events can occur on either a regular or a one-off basis. Nations, regions and communities are attracted to hosting hallmark events as they provide an opportunity to gain international attention while delivering significant economic benefits including a tremendously increased global profile that directly advantages the host's tourism sector. Hallmark events can also generate high levels of community engagement and foster national pride.¹ At the same time, a hallmark event, regardless of its success, can create adverse social and environmental impacts. Despite the ever growing prominence and influence of hallmark events, relatively little attention is paid to the broader social impacts and outcomes of these events.²

2.2 The sex work industry

Sex work can be defined as the act or practice of exchanging services of a sexual nature for money or other considerations. For the purposes of this study, when we refer to sex industry work and/or workers, we are referencing adults who are categorized as prostitutes under most legal definitions. Prostitution is a term that has various implications depending upon the contexts and environments in which individuals work. For example, at one end of the legal spectrum, sex work carries the death penalty for third-time offenders in the Sudan while, at the other end, sex

¹ Colin Michael Hall, "The Definition and Analysis of Hallmark Tourist Events" (1989) 19 *GeoJournal* 263 at 263.

² Harry H. Hiller, "Assessing the Impact of Mega-Events: A Linkage Model" (1998) 1 *Current Issues in Tourism* 47, online: Informaworld <<http://www.multilingual-matters.net/cit/001/0047/cit0010047.pdf>>.

workers are tax-paying legal workers in, for example, Germany and New Zealand.³

Generally, sex work takes place in many different settings including but not limited to, streets, parks, public washrooms, bathhouses, hotels/bars/clubs, massage parlours, escort services, strip clubs, on telephones and the Internet and in private homes. Depending on the jurisdiction, legal sanctions related to these activities vary widely while enforcement of the industry can be arbitrary, often depending on the rise and fall of community censure. Overall, the level of sex work is considered to be increasing around the world.

A complex web of political, legal, health and social issues whose past and current impacts have been little studied is driving sex work law reform. Many argue that since sex work is inter-related with the social and cultural factors of any given society, law reform should reflect the cultural, economic and social specifics of that society.⁴

Internationally and in Canada, many sex worker organizations, feminists, community and human rights groups argue that sex work is work and focus increasingly on efforts to decriminalize sex work. They argue that decriminalization and/or legalization approaches protect sex workers by reducing violence, stigmatization and social marginalization while allowing for the normal checks and balances of society to protect sex workers including the use of existing criminal law prohibitions against violent crimes.⁵

Other perspectives in the debate include those based on the belief that sex work is immoral, irreligious and dangerous to society. Internationally and in Canada, some feminist-based coalitions, religious organizations, law enforcement agencies and others reject the notion that sex work is work. They argue sex work should be abolished, as it is

³ N.Z., Prostitution Law Review Committee, *Report of the Prostitution Law Review Committee on the Operation of the Prostitution Reform Act 2003* (Wellington, N.Z.: Ministry of Justice, 2003) at 22-23, online: N.Z. Ministry of Justice <<http://www.justice.govt.nz/prostitution-law-review-committee/publications/plrc-report/index.html>>; "Prostitution in Germany," online: Wikipedia <http://en.wikipedia.org/wiki/Prostitution_in_Germany>; Nhial Bol, "Prostitutes sentenced to death" *InterPress Third World News Agency* (25 November 1997), online: World History Archives <<http://www.hartford-hwp.com/archives/33/index-fda.html>>. Repeated efforts to find more current information on Sudanese prostitution law were unsuccessful.

⁴ Center for Advocacy on Stigma and Marginalization, *Rights-Based Sex Worker Empowerment Guidelines: An Alternative HIV/AIDS Intervention Approach to the 100% Condom Use Programme*, (Maharashtra, India: Sampada Gramin Mahila Sanstha, 2008) at 6-7, online: Network of Sex Work Projects <<http://www.nswp.org/>>.

⁵ Pivot Legal Society, *Beyond Decriminalization: Sex-work, Human Rights and a New Framework for Law*

inherently a form of violence against women.⁶ Some with this view are against criminalizing sex workers, but argue that all those who buy sex or profit from sex work should be penalized. In Canada the law reform debate is largely focused on decriminalization versus outright abolition and/or a form of criminalization based on criminalization of buyers, the approach Sweden has adopted.⁷ Still others advocate the complete prohibition of sex work arguing that all engaged in the sex industry activity should be prosecuted.⁸ More locally specific and detailed information on this topic can be found in the Canada and Vancouver sections of this study.

2.3 Trafficking in persons for sexual exploitation

2.4 Globalization and migration

The Olympic Games and other mega hallmark sports events such as the World Cup of Football, now occur within a profoundly globalized context. Knowledge, culture, enterprise, security and technology, to mention just a few examples, are now all created and advanced within a global context, as are mobility, displacement and migration sex work, human trafficking and human smuggling.

Growing levels of international migration are spurred by a wide array of complex factors. In many parts of the developing world, massive urbanization is increasingly common as millions of individuals and families abandon the agricultural sector seeking to become industrial and service workers.⁹ The history of colonialism and neo colonialism also plays a major role in part because such systems establish relationships of supremacy/dependence between the

Reform, (Vancouver, B.C.: Pivot Legal Society, 2006) at 8-9.

⁶ Melissa Farley, "Bad for the Body, Bad for the Heart: Prostitution Harms Women Even if Legalized or Decriminalized", (2004) 10 Violence Against Women 1087.

⁷ Arthur Gould, "The Criminalization of Buying Sex: the Politics of Prostitution in Sweden", (2001) 30 Jnl Soc. Pol. 437.

⁸ Two law reform models that have emerged since the late 1990s approach law reform in distinctly different ways and remain the focus of current debates on the issue. In 1999, Sweden passed legislation criminalizing the purchase but not the sale of sexual services. The change was grounded in the assumption that sex work is a form of violence against women and, further, is fundamentally an exploitation of women by men. New Zealand reformed its approach to sex work law in June 2003 when sex work was decriminalized. The laws prohibited anyone under 18 years old from working as a sex worker and removed the requirement for massage parlour operators to be licensed. Small owner-operated brothels are permitted as long as there are not more than four sex workers working at that brothel and each sex worker retains control over his/her individual earnings.

⁹ Helga Konrad, "Combating Trafficking in Human Beings – Learning from the European Experience" (Keynote Address presented to the Stability Pact Task Force on Trafficking in Human Beings ILO Symposium, September 2003), online:

developing and developed world. Equally, trafficking for sexual exploitation and human smuggling reflect the profound inequality of class, gender, race and economic relations across the contemporary world. Poverty of opportunity, unemployment and aspiration combine with brutal regionalized conflicts and natural disasters to create a powerful incentive to migrate internationally. In the developed world, highly restrictive immigration and refugee policies often mean that those seeking safety and economic security feel forced to become illegal migrants by whatever means are available to them. Their 'success' is due in no small part to the developed world's acute need for both skilled and unskilled workers in domestic services, agriculture, factory production, restaurant and hotel services, sex work and construction.¹⁰

World wide, human trafficking is considered a highly lucrative illicit business that annually generates billions.¹¹ Such estimates however, are said to only reflect profits from the *initial* sale of persons. The International Labour Organization (ILO) estimates that once victims are in the destination country, traffickers net an additional US\$32 billion a year—half generated in industrialized countries and almost one third in Asia.¹²

It is within this tremendously complex, sometimes dangerous and always fluid and unpredictable environment that governments, enforcement agencies and other interested parties seek to understand and prevent human trafficking for sexual exploitation. It is important to note that there is significant controversy regarding the definition and scale of global trafficking for sexual exploitation.

2.5 The United Nations: Trafficking in persons for sexual exploitation

The United Nations definition of trafficking has widespread international support and has been endorsed by 117 signatories, including Canada. Established in 2000, the definition replaces an earlier one (1994), which did not include the concept of exploitation. It reads as follows:

<http://www.ilo.org/public/english/region/asro/tokyo/pdf/2003tr_konrad.pdf> [Konrad].

¹⁰ UN Platform for Action Committee Manitoba (UNPAC), "An Introduction to Women and Globalization," (2006), online: Women & The Economy <<http://www.unpac.ca/economy/introglob.htm>>; Hugh Waddington & Rachel Sabates-Wheeler, "How Does Poverty Affect Migration Choice? A Review of Literature" (Working Paper, University of Sussex, Brighton: Development Research Centre on Migration, Globalisation and Poverty, December 2003), online: <file://localhost/http://www.migrationdrc.org/publications/working_papers/> [Waddington].

¹¹ Konrad, *supra* note 9; Waddington, *ibid*. While various sources provide various estimates, ranging from US\$7 to \$12 billion annually, real figures are difficult to come by.

¹² UN Population Fund (UNFPA), *A Passage to Hope: Women and International Migration* (UNFPA, 2006) at 44.

Trafficking in persons shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.¹³

It is important to understand the distinction between trafficking in persons and smuggling. “The vast majority of people who illegally enter Canada or the United States are smuggled rather than trafficked. However, it can be difficult to distinguish between migrant smuggling and trafficking in persons (TIP). Migrant smuggling involves the facilitation, transportation, or procurement of the illegal entry of a person or persons across an international border. Migrant smuggling occurs with the consent of the person(s) being smuggled, who often pay large sums of money to be smuggled. Once in the country of final destination, the smuggled person(s) will generally be left to their own devices.”¹⁴

2.6 Trafficking: Interpretation and identification

Despite the broad support for the UN definition, the debate about what constitutes trafficking in persons continues. While many countries have created trafficking laws, there is continuing uncertainty about the interpretation of the law and the identification of trafficking victims. Some point to weaknesses in the international definition of trafficking noting that it does not provide a definition of exploitation or the level or form or nature of coercion or deceit an individual must confront before they are considered a victim of trafficking. Addressing the problem is additionally complicated by the failure to understand the social and cultural conditions wherein trafficking occurs.

Researchers note, “... although the law might say one thing, practice guidance in the same country may highlight different elements of trafficking whilst service providers again may have their own criteria as to what constitutes trafficking and who qualifies as a victim. At the same

¹³ *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime*, GA Res. 25, annex II, UN GAOR, 55th Sess., Supp. No. 49, UN Doc. A/45/49 (Vol. I) (2001), Article 3.

¹⁴ United States-Canada, *Bi-National Assessment of Trafficking in Persons*, (2006) at 1 [Bi-National Assessment]. According to this report: “The predominant difference between smuggling and TIP is that TIP involves the use of threats, force, coercion or fraud resulting in the conditions of servitude, slavery or commercial sexual exploitation. While TIP victims can be trafficked across borders, they can also be trafficked within their own country. Not all victims are illegal migrants; they may be citizens, legal

time political sensitivities can influence interpretations and responses to trafficking so that for instance only foreign nationals are seen as victims, identified and assisted, whilst one's own nationals are excluded from consideration. Alternatively harsh sentencing guidelines for the crime of trafficking has inhibited prosecutors who feel safer prosecuting lesser crimes, which in turn may impact on whether someone is ultimately identified as a victim and entitled to subsequent benefits such as residency permits".¹⁵

Further, while the UN Trafficking Protocol makes a clear distinction between trafficking and prostitution, the debate continues between those who conflate trafficking with prostitution holding that sex workers are inherently trafficked persons because no one would willingly be engaged in sex work *versus* those who define sex work as work undertaken on a voluntary basis.¹⁶ Regardless of the differences on this particular topic, some do suggest, "it is generally acknowledged that sex workers are especially vulnerable to forced labour, mostly because of their personalized relationships with pimps and clients and the isolated nature of the business".¹⁷

2.7 Scale of trafficking

A study sponsored by the United States Agency for International Development (USAID), notes that effectively addressing trafficking issues cannot occur unless the scale of the problem is known. The study notes, "[o]verestimates as well as underestimates of the size of the problem and the number of victims may result in the failure to allocate resources efficiently and an ultimate failure of the effort".¹⁸ The study further notes, "If we do not know the [measurement] methods then we have no way of determining the worth of the estimate".¹⁹ With respect to scale,

residents, or legitimate visitors."

¹⁵ Shivaun Scanlan, "The Identification of Trafficked Persons in the Face of Conflicting Agendas" (Paper presented to the Alliance Against Trafficking in Persons Conference, September 2007) at 4, online: Office for Democratic Institutions and Human Rights <<http://www.osce.org/odihr/19055.html>>. A great deal more can be said on this topic as issues related to the definition and implementation of trafficking law constitute a major area of discussion. Regrettably, a full review of these issues is beyond the scope of this project.

¹⁶ These matters are discussed in more depth under the sections on the United States and Canada.

¹⁷ Anne Marie Travella, "Sex Trafficking and the 2006 World Cup in Germany: Concerns, Actions and Implications for Future International Sporting Events" (2007) 6 *Northwestern Journal of International Human Rights* 196 at 208 [Travella].

¹⁸ Thomas M. Steinfatt, *Measuring the Number Of Trafficked Women and Children in Cambodia: A Direct Observation Field Study* (Phnom Penh: USAID, 2003) at 1.

¹⁹ *Ibid.* at 1

the United Nations has estimated that over 700,000 persons are trafficked annually while some non-governmental organizations (NGOs) put the number over 1 million each year (for context: it is estimated that up to 12.3 million people are victims of forced labour world-wide).²⁰ As of August 2005, the US Government estimated that 600,000 to 800,000 persons were trafficked across international borders each year.²¹ Further, the ILO estimates that a minimum of 2.45 million persons worldwide are in situations of forced labour at any given time as a result of trafficking in persons.²² In Canada, the RCMP estimates that at least 800 individuals are annually trafficked into the country with 600 trafficked directly into the sex work industry.²³

2.8 Concerns about trafficking data

Many researchers argue that current national statistics and global figures are often no more than “guesstimates”, pointing to the fact that the United States has never explained the methodology used to arrive at its findings. It is also unclear to what extent data fluctuations are due to a genuine rise in cases of trafficking, or to better police enforcement efforts and improved assistance from non-governmental organizations.²⁴ An example of grossly flawed statistics can

²⁰ “About Human Trafficking” online: Stop the Traffik <<http://www.stopthetraffik.org/humantrafficking/problem.aspx>>. This European-based coalition of over 50 major organizations relies on a broad definition of trafficking which includes trafficking for sexual exploitation, sweat shop labour, child brides, circuses, sacrificial worship, forced begging, sale of human organs, farm labour and domestic servitude.

²¹ Bi-National Assessment, *supra* note 14 at 1.

²² International Labour Organization, “A Global Alliance Against Forced Labour: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work” (Paper presented to the International Labour Conference, 93rd Session, 2005) (Geneva: International Labour Office, 2005) at 14. These estimates reflect the minimum number of persons in forced labour at a given time as a result of human trafficking; they are not annual global estimates. In this report, the term “forced labour” includes both economic and commercial sexual exploitation. NOTE: Some use the term *commercial sexual exploitation* when referring to adult sex work undertaken by consenting adults.

²³ Bi-National Assessment, *supra* note 14 at 1.

²⁴ Frank Laczko & Elzbieta Gozdzik, eds., “Data and Research on Human Trafficking: A Global Survey” (2005) 43 *Offprint of the Special Issue of International Migration* at 11. Factors that contribute to the lack of what can be considered reliable data, and especially reliable comparative data, include: states do not share data with one another in part because they are reluctant to share confidential information; relatively few governments collect trafficking data systematically with many making no distinction amongst data related to trafficking, smuggling, and irregular migration; data from some countries refers primarily to cases of trafficking in women for the purpose of prostitution and do not include trafficking in relation to other activities, nor do they include trafficked men; trafficking is a clandestine activity, and most cases probably go unreported because victims are reluctant to go to the authorities, or are unable to because of fear of reprisal; most law enforcement agencies give low priority to combating trafficking; if countries have no specific trafficking laws, trafficking crimes may be reported under other headings; in developing countries, the capacity to collect data may be very weak; and few countries are able to provide statistics on trafficking trends over several years, making it difficult to establish the extent to which trafficking may

be found in a Cambodian government report (2000) that stated that the number of sex workers in the country ranged from 80,000 to 100,000.²⁵ The study rigorously investigated the scale of sex work in Cambodia and found the government's statistics were completely erroneous. According to the study, "Using statistical estimations based on actual counts, the number of sex workers in Cambodia in 2002 was 20,829," and "2,488 women and children had been sexually trafficked in Cambodia."²⁶

2.9 Detection and enforcement

Effectively detecting and policing trafficking is difficult because the activity is both highly profitable and hidden, with the added complication that many victims are often unwilling to report for fear of retaliation against themselves or their families and they do not believe they can rely on the State to protect them. Another major difficulty is that often the trafficked persons' rights are not central to efforts to identify them. Criminal justice authorities are often seen to be insensitive to gender-based violence, while, in some jurisdictions, the police and the courts are perceived as corrupt and/or the application of the law is inconsistent. Victims of trafficking also risk prosecution on a range of charges including illegal border crossing, illegal work and sex work. Proceedings may drag on for years and victims are neither provided with social, psychological and/or financial support during proceedings nor with permission to work or continue with education. Programs that provide financial compensation are rare and skilled legal representation is both expensive and in short supply, especially compared to the expert defence many traffickers can afford.²⁷ The global reach of trafficking further complicates efforts to establish a clear picture of the phenomenon and identify effective enforcement measures.

As well, some trafficked individuals who may have been duped into the sex industry can become willing sex workers believing that remaining in destination countries means they may be

be

²⁵ Ibid, p. 3

²⁶ Ibid, p. 11.. The study tracks the origin of the erroneous estimate to a misrepresentation of data contained in a 1995 study by an organization identified as Human Rights Vigilance of Cambodia. From 1995 to the 2002, the numbers grew and even greater inaccuracy arose when some international organizations working on the issues, mistook the reference and promoted the even further erroneous view that, "80,000 to 100,000 sex slaves were exploited in Cambodia. None of these groups – the NGO 2001 Consultative Group, the Future Group, and the Child Rights Foundation – studied the problem. They simply reprinted what other reports had said. Yet the sources cited by these reports do not support the numbers given in the quoted [Cambodian] report."

able to gain legal status and/or achieve a higher level of economic security. As noted above, in addition, some states make a distinction between voluntary and forced sex work and some do not. Finally, in some, if not many regions, highly organized criminal networks are aided by corrupt states with little concern about sexual or any other form of exploitation.

2.10 The United States: Trafficking in persons for sexual exploitation

The United States has become a tremendously influential force with respect to trafficking for the purpose of sexual exploitation. The US State Department produces an annual report on human trafficking – the Trafficking in Persons Report – intended to assess the efforts of governments to address trafficking.²⁸ Countries in the annual report are rated in tiers, based on their efforts to combat trafficking. The US does not have a Tier rating as it has failed to rank itself by its Tier criteria.

2.11 United States Tier Rankings

Tier 1: Countries that fully comply with the US minimum standards for the elimination of trafficking. Canada is considered a Tier 1 country.

Tier 2: Countries that do not fully comply with the minimum standards but are making significant efforts to bring themselves into compliance.

Tier 2 Watch List:

Countries on Tier 2 requiring special scrutiny because of a high or significantly increasing number of victims; failure to provide evidence of increasing efforts to combat trafficking in persons; or an assessment as Tier 2 based on commitments to take action over the next year.

Tier 3: Countries that neither satisfy the minimum standards nor demonstrate a significant effort to come into compliance. Countries in this tier are subject to potential non-humanitarian and non-trade sanctions.²⁹

2.12 Conflation of prostitution with trafficking

²⁸ U.S., Office to Monitor and Combat Trafficking in Persons, *Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report* (Washington, D.C.: Department of State, 2003) at 13, online: U.S. Department of State <http://www.state.gov/g/tip/rls/tiprpt/2003/index.htm> [US State Department 2003].

²⁹ *Ibid.*

The US anti-trafficking agenda openly conflates prostitution with trafficking most directly through a policy that prevents US government agencies, such as the United States Agency for International Development (USAID), from funding an organization set up by sex workers to defend themselves and also any work against HIV/AIDS or trafficking undertaken by an organization which supports the legalization of sex work.³⁰ In testimony before the US House of Representatives in March 2007, Ann Jordan, Director of the Initiative against Trafficking in Persons Global Rights addressed what she, and many others, consider to be the problematic consequences that arise from the US government conflation of prostitution with trafficking.³¹

Jordan testified that “over the last six years, the broad scope of the U.S. anti-trafficking policy has been gradually narrowed to fit an anti-prostitution agenda that is based on the unproven belief that all prostitution (even legal prostitution in Nevada) is trafficking, and so criminalizing prostitution, as well as clients, is promoted as a purported means to stop prostitution and to stop trafficking for prostitution”. Jordan also expressed concern that the US anti-prostitution campaign envisioned within the 2005 US Trafficking Victims Protection Reauthorization Act encroaches upon anti-trafficking enforcement activities and may well divert federal funding, investigators and prosecutors and badly-needed anti-trafficking resources to non-trafficking prostitution activities, potentially leaving traffickers free to operate with impunity and contributing to the stigma suffered by persons in the sex sector.³²

2.13 The European Union: Trafficking in persons for sexual exploitation

The European Union is a unique economic and political partnership between 27 democratic European countries with a total population of 495 million. The EU organizes its political, economic and social legislation, policies and activities through three major bodies: the European

³⁰ U.S., Office of Acquisition & Assistance, *AAPD 05-04: Implementation of the United States Leadership Against HIV/AIDS, Tuberculosis and Malaria Act of 2003 – Eligibility Limitation on the Use of Funds and Opposition to Prostitution and Sex Trafficking* (Washington, D.C.: USAID, 2005) at 5. This measure was initially contained in a 2003 US law concerned with funding for international programs working to address HIV/AIDS and other diseases. Under that policy, US departments could not fund any organization that failed to explicitly condemn prostitution. In 2005, the policy was re-issued to include trafficking and prostitution. As will be seen in the section on Canada in this document, the Canadian government also conflates prostitution and trafficking.

³¹ Ann Jordan, “Testimony of Ann Jordan, Director, Initiative Against Trafficking in Persons, Global Rights” (Testimony before the House Subcommittee on Border, Maritime and Global Counterterrorism, March 20, 2007), online: U.S. Committee on Homeland Security <<http://homeland.house.gov/SiteDocuments/20070320165954-38416.pdf>>.

³² *Ibid.* at 2 and 4.

Parliament (representing the people of Europe); the Council of the European Union (representing national governments); and the European Commission (representing the common EU interest). The EU plays a major role in all matters related to human trafficking, including trafficking for the purposes of sexual exploitation. Current estimates suggest that 100,000 women are victims of trafficking in the EU, with authorities considering trafficking the fastest growing crime in comparison to other forms of organized crime.³³

The EU, through the Council of the European Union, began addressing trafficking issues in the mid-90s through a series of decisions that led, in 2002, to the adoption of the *Council Framework Decision on combating trafficking in human beings* (also known as the Brussels Declaration).³⁴ The main aim of the Framework is to create a common definition of human trafficking while encouraging EU members to develop uniform laws and regulations relating to trafficking to ensure better cooperation between police and the judiciary. The Framework deals with offences concerning trafficking in human beings for the purposes of labour or sexual exploitation and defines various penalties and sanctions against offenders and providing for the protection of and assistance to victims. EU member States were expected to ensure they either amended or created legislation that would enable the Framework's implementation by August 2004. The basis for the Council's Framework was the UN Trafficking Protocol's definition of human trafficking. As with the UN Trafficking Protocol, the Framework is grounded in a human rights perspective and makes a clear distinction between trafficking and prostitution.³⁵

2.14 Europe: Mega Sport and Trafficking Concerns and Realities

³³ E.U. Parliament, "Strategies to Prevent Trafficking in Women and Children," (Strasbourg: European Parliament, 2006), online: European Union @ United Nations <http://www.europa-eu-un.org/articles/en/article_5577_en.htm>. As with all such estimates, there is debate over the accuracy of this estimate.

³⁴ EC, *Council Framework Decision of 19 July 2002 on combating trafficking in human beings*, [2002] O.J. L. 203/1.

³⁵ In May 2005, the Council of Europe adopted the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197). It entered into force on February 1, 2008. The first European treaty in this area, it is a comprehensive treaty focusing mainly on the protection of victims of trafficking and the safeguarding of their rights while preventing trafficking and prosecuting traffickers. The Convention establishes an independent monitoring mechanism to assess the implementation of the obligations contained in the Convention. The Convention is not restricted to Council of Europe members States; non-members States and the European Community also have the possibility of becoming Parties to the Convention. To date, 20 states have ratified the Action Convention.

Leaving aside the Beijing 2008 Summer Games about which little information is available, Europe has been the major environment where mega sport events, sex work and trafficking issues have generated the most recent attention and action. Aside from scattered media reports of sex work activity related to the 2000 Sydney Summer Games, the discourse on these subjects began at the 2004 Athens Summer Olympics, gained international prominence at the 2006 World Cup in Germany and was also a focus at the 2008 European Cup in Switzerland.³⁶ As the United Kingdom prepares to host the 2012 Summer Olympic Games, it also plans to address concerns related to trafficking.

2.15 Greece: Trafficking in persons tier ranking

Greece is a Tier Two country and is a transit and destination country for trafficking. Victims include women who are trafficked for sexual exploitation through Greece to Western Europe from Ukraine, Russia, Bulgaria, Albania, and Yugoslavia. Trafficking in children, mainly from Albania, is an acute problem in Greece but the problem has improved to a limited degree since 2000 (Roma children are trafficked for forced labour, mainly begging and stealing).³⁷

In 2000, the first year of the Tier rankings, Greece was ranked as a Tier 3 country (the lowest ranking) by the US State Department because it did not meet the minimum standards, and had not yet made significant efforts to combat trafficking.³⁸ From 2000 through to 2008, Greece's

³⁶ Phil Mercer, "Prostitutes gear up for Olympic sex" *BBC News* (1 February 2000), online: BBC News <<http://news.bbc.co.uk/1/hi/world/asia-pacific/627012.stm>>. As of 1995, work in the sex industry was decriminalized in all Australian states and territories except for South Australia and Tasmania. Australia established legislation against trafficking in 2003. Various media reports leading up to the August 2000 Games made much of the fact that the New South Wales sex industry would be out in full force during the Games. See also Transcript of "Sydney brothels gear up for Olympic custom" *The World Today* (14 September 2000), online: The World Today Archive <<http://www.abc.net.au/worldtoday/stories/s176764.htm>>: "The sex industry in Sydney has already been so inundated with overseas and interstate visitors and clients, that Sydney's better known brothels are advertising for more prostitutes to meet demand." Interviews with Sydney sex worker organizations undertaken by Frontline (2008) indicated that, while an increase in the numbers of workers was anticipated, no noticeable increase actually occurred. This information was supported by interviews with Sydney service providers who worked with sex workers in 2002 (undertaken one of the Frontline partners) –

³⁷ U.S., Office to Monitor and Combat Trafficking in Persons, *Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report* (Washington, D.C.: Department of State, 2005) at 113-4, online: U.S. Department of State <<http://www.state.gov/g/tip/rls/tiprpt/2005/index.htm>> [US State Department 2005].

We have reviewed Greece's Tier rankings from 2000 – 2008.

³⁸ U.S., Office to Monitor and Combat Trafficking in Persons, *Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report* (Washington, D.C.: Department of State, 2001),

ranking moved from a Tier 3 to a Tier 2 country, although, based on the 2008 State Department reports, Greece still does not fully comply with the minimum standards for the elimination of trafficking, as serious concerns remain with regard to its approach to victim identification and protection.³⁹

Over the first years, problems identified included few serious enforcement efforts; no active police officer training on the issues; widespread police corruption, including overt collaboration with traffickers; and little to no support for NGOs working with victims of trafficking. Prosecution was an issue because the low-level of enforcement activity meant few cases were brought forward. Greece began to take steps in 2001 and established its trafficking law in 2002, but progress on some issues remains slow.⁴⁰

2.16 Athens Summer Games 2004: The brothel controversy

In July 2003, controversy struck in advance of the 2004 Games, as Athens' municipal officials attempted to shut down 15 brothels for violating a 1999 law on sex work that said that brothels could only employ a maximum of three people and must not be close to schools.⁴¹ Initially, news of the City's efforts was inaccurately reported as an attempt to increase the number of brothels in Athens for the Games (perhaps only in the international media). As a result, representatives of the Greek Orthodox Church and the gender equality ministers from Sweden, Norway, Finland, Iceland, Estonia, Latvia and Lithuania accused Athens' authorities of promoting "sexual tourism" for the Olympics. In the meantime, the Greek sex workers union, known as KAGE, mounted a successful strike against the City's move, complaining that since the authorities did not enforce the law against unregistered sex workers, registered sex workers who work in legal brothels should not be victimized by the municipality.⁴² It appears this affair marks the first international controversy spurred by a mega sports event and the sex work industry. Of

online: U.S. Department of State <<http://www.state.gov/g/tip/rls/tiprpt/2001/index.htm>>.

³⁹ U.S., Office to Monitor and Combat Trafficking in Persons, *Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report* (Washington, D.C.: Department of State, 2008) at 128-9, online: U.S. Department of State <<http://www.state.gov/g/tip/rls/tiprpt/2008/index.htm>> [US State Department 2008].

⁴⁰ US State Department 2003, *supra* note 28 at 71-2.

⁴¹ "Anger over Greek Olympic brothels" *BBC News* (23 July 2003), online: BBC News <<http://news.bbc.co.uk/2/hi/europe/3091209.stm>>.

⁴² Associated Press, "Athens prostitutes rally against Olympic regulations" *The Globe and Mail* (24 July 2003), online: The Globe and Mail <<http://www.theglobeandmail.com/servlet/story/RTGAM.20030724.wprost/BNStory/Sports/>>.

SIWSAG: Human Trafficking, Sex Work Safety and the 2010 Games

additional interest is that the issue was driven, in part, by the political interests of a number of governments, and occurred within a jurisdiction where sex work is legalized and also was escalated by inaccurate media reports.

2.17 Athens Summer Games 2004: Concerns about trafficking

Prior to the Athens Olympic Games, it was feared that traffickers would stand to take advantage of and attempt to profit from a perceived increase in demand for sexual services.⁴³ In 2004, in anticipation of the Games, the Greek government launched a national victims hotline, provided over 3M Euros to NGOs to provide assistance to trafficked victims, opened three new government shelters, and contributed to the operation of four NGO shelters. Greece also increased enforcement efforts with the first time implementation of extensive police patrols, training, and the establishment of a legal aid program. The government, again for the first time, took, “some punitive action against police complicity in trafficking”. Further, the government provided resources to NGOs to conduct street assessments, which directly led to the identification and repatriation of six trafficked children.⁴⁴

The primary report on the issues notes that while there is “a paucity of post-event analysis on the issue, it can be stated that neither the Hellenic Republic Ministry of Public Order ‘Annual report on Organised Crime in Greece for the year 2004’ nor the International Organization of Migration (IOM) Athens case data contained within the IOM database made reference to instances of trafficking for the purpose sexual exploitation during the 2004 Olympic Games”.⁴⁵

A report focused on trafficking and the 2010 Games comments on an increase in trafficking in Greece in 2004 noting, “a 95 % increase in the number of human trafficking victims identified by authorities between 2003 and 2005. In other words, the number of known human trafficking victims *almost doubled* in the year of the 2004 Olympics” [emphasis in original].⁴⁶ The report provides a comparative analysis that appears to be drawing a correlation between the rise in victims and the 2004 Games. As its author Perrin notes, however, there are “numerous factors”

⁴³ Jana Hennig *et al.*, *Draft Report: Trafficking in Human Beings and the 2006 World Cup in Germany* (Swedish International Development Agency, 2006) at 7 [Hennig].

⁴⁴ US State Department 2005, *supra* note 37 at 114.

⁴⁵ Hennig, *supra* note 43 at 7.

⁴⁶ Benjamin Perrin, *Faster, Higher, Stronger: Preventing Human Trafficking at the 2010 Olympics* (Calgary, Alberta: The Future Group, 2007) at 14.

that can contribute to a change in trafficking victim statistics. Upon the review of the US Tier rankings on Greece, such factors are significant and must be contextualized within the major change to Greek enforcement efforts particularly given that it was only in 2002 that Greece enacted the country's first trafficking legislation.

2.18 Germany: Trafficking in persons tier ranking

Germany is a Tier One country and is a transit and destination country for men and women trafficked for the purposes of commercial sexual exploitation and forced labour, including in the construction industry, in restaurants and ice cream parlours, and as domestic servants. Victims are trafficked primarily from Central and Eastern Europe and Nigeria to and through Germany to the United Kingdom and Scandinavian countries. In January 2007, the government enacted a new law allowing trafficking victims three years to file civil claims against confiscated trafficking assets. In 2006, authorities identified 775 victims of sexual exploitation. The government funded 38 NGOs to provide shelter, assistance, and facilitated protection for victims of trafficking. In 2007, Germany granted a 30-day reflection period for foreign victims of trafficking who do not have valid immigration status in Germany and allowed victims who assist law enforcement with investigations and prosecutions to stay in Germany for the duration of the trial. The government may grant permanent residence permits to those victims who face hardship or retribution upon return to their home country. Victims are not penalized for unlawful acts committed as a direct result of their being trafficked.⁴⁷

2.19 Germany: Sex work Industry

Together with the Netherlands, "Germany has the most liberal prostitution policies in Western Europe". Under German law, sex work has been considered a legal profession since 2002 with sex workers recognized as employees who are entitled to receive social benefits and health insurance. While data related to the number of women working illegally as sex workers in Germany are not clear, "statistics do show that the majority (fifty to seventy-five percent) of prostitutes in Germany are foreigners".⁴⁸

⁴⁷ US State Department 2008, *supra* note 39 at 125-6.

⁴⁸ Travella, *supra* note 17 at 206-7. "Prostitution in Germany has annual revenues estimated at nearly \$19 billion".

2.20 Germany: The 2006 World Cup and trafficking

Notions about a massive increase of people being trafficked into Germany for the World Cup (40,000) abounded in 2005 even though the German government, police and most NGOs immediately discounted the figure which is thought to have been first suggested by a German woman's organization and subsequently exaggerated in British media coverage.

International discussion concerning the possibility of increased trafficking during the World Cup suggested that an increase could be expected. A commentator speaking at the European Parliament debate on 'Forced prostitution during the 2006 football World Cup' noted that from "past experience -- for example in Athens, during the Olympics -- we have seen that international sporting events cause an increase in human trafficking".⁴⁹ In March 2006, the European Parliament passed a resolution on forced prostitution in the context of world sports events, quite probably the first of its kind. The preamble to the resolution repeated the notion that "any major sporting event at which large numbers of people congregate results in a temporary and spectacular increase in the demand for sexual services"; codifying a view that had no factual basis.⁵⁰

2.21 Trafficking estimates "unfounded"

As the International Organization on Migration (IOM) report on the 2006 World Cup notes in its Executive Summary:

- All data, information and experts' statements that are available to date strongly indicate that an increase in human trafficking, during and after the World Cup did not occur.
- It is concluded that the 40,000 estimate was unfounded and unrealistic. The current number of known victims of trafficking for sexual exploitation in Germany is around a

⁴⁹ EU (2006) Debate on forced prostitution during the football World Cup (O-0054/2006), <http://www.europarl.europa.eu/omk/sipade3?L=EN&OBJID=120219>, cited in Hennig, *supra* note 43 at 11. Hennig notes, "there exists a paucity of credible empirical data standing to analyze and legitimise or verify such a claim". See also Travella, *supra* note 17 at 209. Travella notes that the European Parliament stated: "[E]xperience has shown that any major event at which large numbers of people congregate results in a temporary and spectacular increase in the demand for sexual services."

⁵⁰ EC, *Resolution on forced prostitution in the context of world sports events*, [2006] O.J. C. 291 E/11.

1,000 persons per year. Even if it is assumed that only one in ten cases of trafficking are ever discovered, the 40,000 figure represents a very high estimate.⁵¹

Another report on the World Cup suggests, “[i]t is impossible to pinpoint the exact reason why no significant increase in trafficking occurred during the World Cup, as the most probable explanation was the combination of several coinciding factors”. Included here is the fact that in the year prior to the event, German law enforcement incorporated anti-trafficking measures planning for the event focusing on, “coordinating efforts between national and international law enforcement agencies, and between law enforcement and NGOs”. These efforts together with increased prevention efforts have been said to play a key role. Specific factors related to the nature of the event have been identified as follows:

- World Cup fans did not have the time, money or inclination to visit prostitutes;
- Fans were not overwhelmingly male as had been assumed, as many attendees were couples, families and mixed groups;
- The communal nature of the games may have affected the overall willingness of fans to visit sex workers, which is generally thought of as an individual activity;
- The hot weather Germany experienced during the event may have made the idea of sexual activity less appealing; and
- Supply and not demand was the cause, as traffickers may not have been motivated to invest in a short, one-time event.⁵²

2.22 Germany: Anti-Trafficking Campaign

To combat the threat of any increase in trafficking, the German government and NGOs undertook four major anti-trafficking information campaigns prior to and during the World Cup including:

- *Final Whistle – Stop Forced Prostitution* - to raise broad social awareness of the dark sides of major events and further as a vehicle to demand better prevention and prosecution measures (NGO campaign).
- *Red Card for sexual exploitation and forced prostitution* distributed 100,000 leaflets, 10,000 posters and 40,000 stickers in Germany together with a prevention campaign in countries of origin (NGO campaign).
- *Stop forced prostitution*, an awareness campaign for clients of prostitutes (NGO campaign).
- *Action against Forced Prostitution*. Posters and postcards in various languages aimed to raise public awareness and encourage clients to contact the police or counseling centers should they become aware of a case of forced prostitution (Church campaign).

⁵¹ Hennig, *supra* note 43 at 2.

⁵² Travella, *supra* note 17 at 209 and 211-2.

Additionally, various government and international anti-trafficking organizations funded a public service announcement to raise awareness among football fans that women might be trafficked into Germany during the World Cup. The announcement was offered free of charge to broadcasters and directed viewers to a website for further information on where they could anonymously report suspected trafficking cases. Three national hotlines were in place during the World Cup. Two for victims of trafficking and the third for clients encouraging them to report suspicious cases, with secured anonymity.⁵³

2.23 Germany: Campaign efforts and reduction in trafficking

In the opinion of the authors of the IOM report, the international attention garnered by the trafficking alarms provided an added encouragement to the awareness and prevention campaigns efforts. The authors also note that:

- Prevention campaigns and increased law enforcement efforts during the World Cup may have reduced the risk of trafficking.
- Many called for a better coordination of campaigns between NGOs, and recommended a single, comprehensive campaign covering all target groups.⁵⁴

2.24 Switzerland: Trafficking in persons tier ranking

Switzerland is a Tier One country and is primarily a destination and, to a lesser extent, a transit country for women trafficked from Eastern Europe, Brazil and the Dominican Republic.⁵⁵

According Switzerland's Federal Office of Police, between 1500 and 3000 persons may have been victims of this trafficking in 2002. In January 2008, a new Swiss federal law granted trafficking victims a stay of deportation proceedings and strengthened the legal status of trafficking victims and witnesses. Also in 2008, the Swiss government provided \$1.4 million to international organizations and NGOs to provide victim assistance and conduct awareness efforts in source countries. Switzerland has created the Co-ordination Unit against the Trafficking in Persons and the Smuggling of Migrants (KSMM) to enhance enforcement efforts. At the federal level, the Swiss government has organized roundtables to strengthen the

⁵³-no source cited

⁵⁴Hennig, *supra* note 43 at 2. Travella, *supra* note 17 at 209 agrees noting, "it is undisputed that the work of several national and international NGOs helped to raise awareness of trafficking and educated prostitution customers on how to identify trafficking victims. The benefit of these efforts will continue into the future and should continue to be employed".

participation of the various authorities and relief organizations to improve efforts to combat trafficking. These efforts are supported by Guidelines to create and to strengthen “co-operation at the practical level in terms of both criminal prosecution of the perpetrators and protection of the victims”.⁵⁶

2.25 Switzerland: 2008 European World Cup

Switzerland hosted the European 2008 Championships Football Cup in June 2008, welcoming about three million spectators to their mega sport event. Within a broad national security strategy created for the month-long event, the police and nongovernmental organizations (NGOs) adopted a dual approach for countering trafficking with the police focused on enforcement and the NGOs providing prevention and awareness programs. Switzerland based its planning on the IOM’s German World Cup recommendations noting that while no increase in human trafficking occurred in Germany, the possibility of “[i]solated incidents of forced prostitution before and during UEFA European 2008 [could not] be completely ruled out”. The government provided a coalition of NGOs with 100,000 Swiss francs in start-up funds to launch a public awareness and prevention campaign in Switzerland.⁵⁷ To this point, we have been unable to obtain information on whether an increase in trafficking was observed at EURO 2008. Media reports related to the event and trafficking exclusively focus on Switzerland’s prevention efforts and the IOM report’s findings that trafficking was not an issue during the 2006 German World Cup.

2.26 United Kingdom: Trafficking in persons Tier Ranking

The United Kingdom (UK) is ranked as a Tier One country and as a destination and, to a lesser extent, transit country for women trafficked for the purposes of commercial sexual exploitation and forced labour. Source countries for trafficking victims include Eastern Europe, Russia, Malaysia, Thailand, China, Nigeria, and Ghana. The UK prohibits all forms of trafficking through the 2004 Sexual Offences Act and the 2004 Asylum and Immigration Act, which prescribe

⁵⁵ US State Department 2008, *supra* note 39 at 236.

⁵⁶ Switzerland, Federal Department of Justice and Police, *Guidelines, Co-operation Mechanisms for Combating Trafficking in Human Beings* (Bern: Swiss Co-ordination Unit against the Trafficking in Persons and the Smuggling of Migrants, 2005) at 5.

⁵⁷ Swiss Federal Department of Justice and Police, Press Release, “Dual strategy for countering forced prostitution at UEFA EURO 2008” (26 January 2007).

penalties for trafficking of a maximum of 14 years' imprisonment. The UK ratified the Council of Europe Convention against Trafficking in Human Beings in December 2008. British police estimate that up to 4,000 trafficked persons, primarily women, are being exploited in the UK at any given time with enforcement operations revealing that a large percentage of the trafficking problem in the UK occurs hidden in residential areas throughout the country.⁵⁸

2.27 Trafficking: Major enforcement and public awareness efforts

Between 2006 and 2007, the government launched two large scale enforcement operations aimed at rescuing victims, disrupting trafficking networks, developing intelligence and raising public awareness (Pentameter I and II). Conviction rates for those charged with trafficking, however, have gone down since 2006. In 2007, the U.K launched a "Blue Blindfold" public awareness campaign in 12 major cities, including posters, public service announcements and notices on buses in high-risk area. The government now provides \$5 million in funding for specialized services for trafficked women (the Poppy Project). While the UK provides foreign victims with legal alternatives to their removal to countries where they face hardship or retribution, NGOs say that the process is cumbersome and inconsistent. Victims seeking to stay in the UK must be over 18, involved in prostitution within three months of referral, willing to cooperate in the prosecution of their traffickers, and must have been trafficked from abroad.⁵⁹

2.28 UK Action Plan on Tackling Human Trafficking

In 2007, following a broad public consultation, the UK published its Action Plan on Tackling Human Trafficking, a 114 page plan listing innumerable objectives and actions focused on prevention, law enforcement and prosecution and the protection of victims. The purpose of this Action Plan is to:

- Draw together all the work that is currently underway across government and other agencies on human trafficking;
- Identify gaps in existing work which require further consideration;
- Increase transparency and enable accountability on delivery of objectives; and
- Provide a platform for developing a more strategic and holistic approach to tackling Human trafficking.⁶⁰

⁵⁸ US State Department 2008, *supra* note 39 at 255.

⁵⁹ *Ibid.* at 255-6.

⁶⁰ U.K., Home Office, *UK Action Plan on Tackling Human Trafficking* (London: Home Office, 2007 at 4, online: Home Office <<http://www.homeoffice.gov.uk/documents/human-traffick-action-plan>>.

The UK has also established a Human Trafficking Centre (UKHTC) as a central point for the “development of expertise and operational co-ordination in relation to the trafficking of human beings”. The multi-agency centre is expected to forge “closer links between the immigration service and law enforcement and has as one of its central tenets the development of a victim centered human rights based approach to tackling human trafficking”.⁶¹

2.29 England and Wales - Sex Work

As this section is being written, England’s parliamentarians are debating reforms to the country’s prostitution law. In 2003, the Sexual Offences Act made it illegal to buy sex from anyone under the age of 18 and introduced penalties for trafficking adults and children for the purposes of sexual exploitation. It is not illegal, however, “for someone aged over 18 to work as a prostitute in off-street premises, but where there is more than one prostitute, the owner of the premises can be prosecuted for keeping a brothel”.⁶²

If passed, the new laws would criminalize johns who buy sex from sex workers who are controlled by pimps while kerb crawlers (those who solicit from a motor vehicle) could face prosecution for a first offence. There will also be more “naming and shaming” of kerb crawlers and new police powers to close brothels. Anyone who knowingly pays an illegally trafficked woman for sex could face rape charges. According to the Home Secretary, who tabled the bill in the House of Commons in December, the government decided against banning paying for sex altogether because there was no public support for such a step. Rather, the government’s efforts would be “focused on reducing demand for trafficked women”, and creating a “marketing campaign aimed at men who used prostitutes”.⁶³ Media reports suggest that the new laws may lead police to close up to 1,200 brothels across England and Wales.⁶⁴ The proposed changes have been criticized by UK sex worker organizations and others including, members of

⁶¹ *Ibid.* at 5.

⁶² “Prostitute users face clampdown” *BBC News* (19 November 2008), online: BBC News <http://news.bbc.co.uk/2/hi/uk_news/politics/7735908.stm>.

⁶³ *Ibid.*

⁶⁴ Ben Russell “Police crackdown on prostitution expected to close 1,200 brothels” *The Independent* (24 December 2008), online: The Independent <<http://www.independent.co.uk/news/uk/crime/police-crackdown-on-prostitution-expected-to-close-1200-brothels-1210067.html>> [Russell]. Meanwhile, the 6,000-member Hampshire Women’s Institute has called for the legalization of brothels saying they protect sex workers by providing designated safe working areas. “Women’s Institute says brothels should be

Parliament from all parties, and some women's organizations. Opponents argue that most sex work is consensual and that the changes will not reduce demand, but will endanger sex workers as violent men know that illegal (i.e. trafficked individuals) workers can't report violence or exploitation.⁶⁵

2.30 United Kingdom: 2012 Olympic Summer Games

2.31 Organization and cost of the 2012 Games

The 2012 Games are being delivered through a public/private partnership with the Olympic Delivery Authority (ODA) operating as the public body responsible for developing and building Games venues and infrastructure while the London Organizing Committee of the Olympic Games and Paralympics (LOCOG), a private body, is responsible for preparing and staging the Games. The UK government states that the cost of the 2012 Games will be £9.3bn (approx. 17Billion Canadian).⁶⁶ Olympic Summer Games are more expensive than Winter Games as they take place over a longer time frame and feature more participating countries, more sports and, therefore, far more athletes. The financing of the 2012 Summer Games is under pressure because of the current global financial crisis.

2.32 2012 Games: – Planning on combating trafficking

The United Kingdom Human Trafficking Centre (UKHTC) and the Serious Organized Crime Agency (SOCA) will work with their counterparts in source and transit countries in their joint efforts to disrupt and prevent human trafficking.⁶⁷ A London police unit dedicated to tackling human trafficking will close in April 2009 after the UK Home Office withdrew £2.3m funding support. Critics say the unit is vital to protecting those vulnerable to trafficking, but the Home Office said the government's support for the policing trafficking will continue.⁶⁸

2.33 2012 Games: – Media and trafficking

legalized" *MailOnline* (November 2007), online: MailOnline <<http://www.dailymail.co.uk/news/article-491725/Womens-Institute-says-brothels-legalised.html>> [Women's Institute].

⁶⁵ Fraser, *ibid.* Women's Institute, *ibid.*

⁶⁶ "£95 Released for 2012 Olympic Village" *Sport Industry Group* (15 October 2008), online: Sport Industry Group <<http://www.sportindustry.biz/news/view/2541/£95m-released-for-2012olympic-village>>. Some estimate that the cost will rise to between £16 - £20bn (28 – 35BCan).

⁶⁷ U.K., *Hansard*, col. 75W at 208311 (9 June 2008) (Mr. Coaker), online: Commons Hansard <<http://www.publications.parliament.uk/pa/cm200708/cmhansrd/cm080609/text/80609w0016.htm>>.

⁶⁸ "Human trafficking unit to disband" *BBC News* (10 November 2008), online: BBC News <http://news.bbc.co.uk/2/hi/uk_news/england/london/7719662.stm>.

It appears that there are far fewer media reports on trafficking and/or sex work and the 2012 Games, than was the case for the Athens Games or the 2006 German World Cup, but when reports appear, they strike similar themes. One media report from March 2007 quotes a Home Office report on trafficking that issued a warning that: “Criminal elements are expected to exploit the situation by establishing themselves in London from now on. Organized immigration crime, including human trafficking, has been factored into the strategic planning for the Olympics 2012.”⁶⁹ According to the report, plans to address trafficking include special teams set up at ports, a new national system to support victims and a child trafficking telephone advice line. In a 2008 media report, a sexual health charity suggests that the thousands of construction workers, many of whom are migrant workers, required by the Olympics could cause a surge in prostitution and the spread of sexually transmitted infections. The health group warns that thousands of prostitutes, including trafficked women, are likely to arrive in the run-up to 2012 and calls for extra staff in sexual health clinics, multi-lingual prevention materials and wide distribution of condoms. The Olympic Delivery Authority (ODA), the public body responsible for the Games, says that no plans had been made to address sexual health specifically, although an occupational health centre would be set up for workers. The English Collective of Prostitutes noted, “[w]e are more concerned about the police coming in and targeting prostitutes who are not illegal immigrants.”⁷⁰ In January 2009, Church of England called for a government crackdown on human trafficking in the run-up to the London 2012 Olympics to “prevent a repeat of the ‘mega brothels’ set up in German cities for the 2006 World Cup.”⁷¹

2.34 Summary on Mega Sport Events and Trafficking: 2004 – 2008

In summary, within a very short time, the Athens and, to a greater extent, the German mega sport and trafficking experiences were successfully incorporated into the planning for the Switzerland-based EURO 08. The cases of Athens and Germany point to a number of common

⁶⁹ Stewart Tendler, “Sex trafficking and illegal workers threaten Olympics” *The Times* (24 March 2007), online: TimesOnline <<http://www.timesonline.co.uk/tol/news/uk/crime/article1560555.ece>>.

⁷⁰ Jill Sherman, “Influx of workers and prostitutes for Olympics raises sexual health fears” *The Times* (17 March 2008), online: TimesOnline <http://www.timesonline.co.uk/tol/life_and_style/health/article3564135.ece>.

⁷¹ “London Olympic mega-brothels a worry for UK” *The Guardian* (19 January 2009). The Church is yet another organization that repeats the now discredited notion that 40,000 sex workers were trafficked into Germany for the 2006 World Cup. It further states that 10,000 women and children are trafficked into the

factors beginning with the fact that there was no apparent increase in trafficking in either jurisdiction during two short-lived and one time only events. Both situations generated the involvement of a wide range of European Union governments with the EU acting, in part, as a facilitator of discussions and decision-making. In particular the government of Sweden, which is known to take issues of gender equality and violence against women extremely seriously, played a leading but also possibly a problematic role, as its interventions were not necessarily grounded in fact. In both cases, NGOs played a vital role in creating important public awareness and prevention campaigns although at least some mistakenly provided inaccurate and, indeed, highly unrealistic information about the situation. Rather than providing responsible reporting on a critical issue, the media, in both cases, acted almost instantly to sensationalize and exploit the issues of sex work and trafficking. While a clear positive result has been a greater profile and increased public awareness of trafficking in persons, the response of all sectors speaks to the reality that both sex work and trafficking are complex issues that play out and compete across many different social, economic and political agendas. In such an environment, convictions can fuel assumptions that, although unfounded, can have far-reaching and even possibly adverse impacts.

UK annually, an estimate that more than doubles the current official estimate of 4,000.

SIWSAG: Human Trafficking, Sex Work Safety and the 2010 Games

Section Three: Literature Review: Mega sport events, sex work and trafficking persons for sexual exploitation

What follows is a review of the academic literature on the study's three major topics: hallmark/mega sport events, sex work and trafficking. The review is occasionally supplemented by media articles where such content has a direct bearing on a particular topic.

3.1 Olympic History and Context

As Vancouver prepares to hold the 21st Winter Olympic Games it should be noted that the first recorded Olympic Games were held in 776 BC (IOC), were then banned in 394 AD and later re-instated in 1896 in Athens as a global event.⁷² It has been suggested that the original intention of Olympic Games was to eliminate prejudices that divided the nations of the world (Smith, 2007); however, modern motivations are to, "increase economic opportunities [and] to realize substantial profits" (Smith, p. 545). To be labelled a 'mega-event', an event must significantly impact the host location in terms of the level of tourism, publicity, tourist expenditures, infrastructure and economic development aimed to increase the locations' desirability (Dolles et al., 2008). It has been estimated that sport and associated events comprise three percent of global revenues, further that the International Olympic Commission alone earns almost \$2 billion (USD) from media rights and sponsorships (Dolles et al.). Since 1972, corporate sponsorship has become the second most significant source of revenue for host cities (Dolles et al.). For example, the Beijing Olympic Committee estimated sponsorship revenue for their 2008 Games at 282 million (USD) (Dolles et al.).

The Olympic Games has also been described as a driver for human rights and democratization (Black and Bezanson, 2004), particularly in relation to Asian countries. This phenomenon is known as *Olympism*, (Roche, 2003) and denotes the elevation of humanitarianism that occurs through the hosting of Olympic events (Black and Bezanson). Roche suggests that mega-events such as the Olympics and soccer World Cups, which separated from the Olympic Games in 1930, exist in a meso-social sphere where micro and macro socialization occurs. Others assert that income disparity between rich and poor countries has led to the exploitation of the latter in order to secure profits for corporations, (Milton-Smith, 2002), and that the

disenfranchised use the Games to embarrass governments and expose injustices. Milton-Smith makes no mention of sex working populations in relation to the Games, but does example Sydney 2000, sharing that residents protested escalations in rent due to the activities of profiteering landlords during the event. Sentiments of the Olympics being a site of resistance are echoed by other theorists who note that well-off citizens, unlike their lower income counterparts, are able to resist the violation of their rights by corporate interests (Owen, 2002).

In a related article Horne explores the *known knowns* of sports mega-events, contending that the *known* exponential increases when development and investment are coupled with the largely *unknown* social impacts in host cities (Horne, 2007). Horne makes no mention of sex work or trafficking issues in his work, but states that government cutbacks on social spending in preparation for mega events elevates consumerism over rights. The Games serve as a catalyst for modernity, but "cannot be seen as a panacea for social and economic problems" (Horne, p. 92). For instance, the 2000 Olympic Games in Sydney were promoted as the most successful Games in the modern Olympiad, however, it has been suggested that funds used to win the bid were taken from government welfare programs-contributing to the further marginalization of the poor (Owen, 2002).

The idea of constructing national identities through sport is supported by many theorists. Amnesty International (2007) worked to assess China's progress in relation to human rights as a lead up to the 2008 Games since over 80% of executions worldwide occur in China. Although their findings were not supported by the government of China, Amnesty found that the Chinese used house arrest, residential surveillance, and 're-education through labour' to control activists, rehabilitate drug addicts and silence those deemed deviant and/or who pose a risk to national identity. For example, according to Amnesty's sources, Chinese activist Ye Guozhu, who organized a demonstration against forced eviction practices occurring as part of Beijing's' preparation for their 2008 Olympic Games, continues to serve a four-year prison sentence. Additionally, the Chinese Communist Party (CCP) limited the ability of journalists to report on sensitive historic issues; banned Internet cafes; and 'purified' the on-line environment by banning Internet media sites.

⁷² Source: Nostos Hellenic Information Society (UK) www.nostos.com

Many assert that mega-sporting events provide an opportunity for professional athletes to showcase their nation's excellence while providing host countries with legitimate ways to promote their national identities and cultures (Dolles et al., 2008). Ultimately mega-events involve collaboration among political, economic and cultural elites who, according to Roche, "sell their visions" and national identities to the world (2003, p. 116).

Many are aware that marketing practises aimed at consumers link sport and enjoyment and linkages are made to sexuality and mega sporting events in relation to beer advertising (Messner and Montez de Oca, 2005). Authors argue that 'hotties' who are beautiful women in ads serve as prizes that reward displays of masculinity and 'bitches', (girlfriends, wives, mothers), are those who limit male sexual freedom (Messner and Montez de Oca.). This notion of women as prizes is echoed by Allum (2000), who reports that during the 2000 Australian Summer Olympic Games a private party was held for Olympians at an Australian museum where forty women were hired to wear togas and one of whom was stripped naked and 'whipped' as part of an enactment of a virgin sacrifice. Allum likens this event to the demand for virgins in the global sex trade through sex tourism and trafficking endeavours. Media articles have explored sex at the Games but attributed these activities to athletes (Hochman, 2004; Syed, 2008). The Olympic village is described as *adult Disney world* where Olympians, amped up on their own glycogen and smuggled alcohol, exhaust supplies of condoms by the tens of thousands in Albertville and Sydney, and by the hundreds of thousands in Salt Lake City (Hochman). Hochman also reports that before the Barcelona Games, doctors advised female athletes to have sex before their events. Specifically in relation to prostitution, three sex workers were found at the Olympic village, signed in by 'an employee of a major American television network' (Hochman). Former athlete Mathew Syed reporting for the *Times London* shared that when he was competing in Barcelona 1992 the Olympics was, "as much about sex as it was about sport" (Syed) and that the Sydney Olympics was also a 'sex fest' such that he spent most of his time in a state of lust. Syed further shares that there were so many condoms on the roof of the male Olympic residence in Seoul that the Olympic Association had to ban outdoor sex.

3.2 Sex Work History and Context

Due to the extensive amount of literature on sex work/prostitution, this review is limited to sources that portray the history and current ideologies/perspectives on the issue.

Throughout history, the commercializing of intimate services has been part of the human condition and is evidenced in mythology, art, sculpture, drama, literature and music (Wingfield, 2004). The live human body presented for sexual purposes inspires debate and regulation as, “it has often been middle-class men who have legislated against and censored the ‘obscene’ arguing it is not them but women, children and the ‘uncivilised’ classes they are seeking to protect” (Leonard, 2005 in Hubbard et al., 2008b p. 365; Hunter, Saunders, and Williamson, 1993). While societies in different parts of the world and at different periods in time have dealt with sex work in variety of ways, the regulation and/or criminalization of sex work has been common practice. In the modern era, there are three approaches to the regulation of sex work: criminalization (prohibition), legalization and decriminalization. The global response to prostitution is varied as some countries uphold prohibitionist legislation believing that all prostitution related activities should be criminalized and prohibited; others regulate and legalize prostitution; and there are those that support abolition emphasizing morality thus positioning the prostitute as a victim that cannot consent, and this latter position is one that the majority of European countries have adopted (Doezema, 1998). Under criminalization, prostitution is a criminal offence that must be strictly controlled for the good of society (Ekberg, 2004). Legalization and decriminalization are two approaches that seek to legitimize sex work usually within certain parameters and under particular regulatory conditions (NZ government, 2008). Legalization and decriminalization proponents view sex work as ‘a victimless crime’ and suggest that eliminating criminal sanctions will remove harm while protecting sex workers within existing labour and human rights legislation; thus reducing stigmatization and social marginalization. Prostitution has experienced historic periods of state regulation and monitoring as well as periods of relative peace and stability. In Canada, Shaver (1994) states that pre-Confederation criminalization of sex work was gender-based and criminalized women who exhibited annoying behaviour whether working indoor or outdoor while clients were not included as targets. Post Confederation Victorian (1867) crusaders focussed on the harms of prostitution and male exploitation, but between 1920-1970 sex work flourished with little attention paid to it within the puritan agenda until residents protested against nuisance as sex workers populated communities in the early 1970’s (Shaver, 2004; Lowman, 2001). Some argue that the refocusing on sex work as the subject of moral panic came during the 1980’s when issues of HIV were of great public concern; sex workers were targeted as vectors of disease (Hubbard, 2008a). The Victorian moral panics were originally aimed to stem the tide of *White Slavery*, as it was

believed that those who work to exploit and to take advantage of the 'mothers of the race' should be punished, and that women involved were in need of rescue (Shaver, 2004).

The key debates around sex work focus on what kinds of individuals participate as sellers, and more recently as buyers (Lowman, Atchison and Fraser, 1996; Atchison, Fraser and Lowman, 1998); the spatial location of sex work (within our communities and our economy); and how control over the sex industry should be legislated. Those working in the sex industry are primarily women and girls; however men and boys also sell sexual services (Home Office, 2004). McIntyre (2005) in her follow up study among male sex workers identifies that among the Canadian men she interviewed, 54% were of First Nations' descent; over half had a history within child protective services; and over 60% were thrown out of their homes for disclosing their sexual identity thus forcing them to find ways to survive within the sex industry. McIntyre recommends the public acknowledgement of both youth men and young women as being those exploited. Some theorists argue that disproportionate attention is paid to street level commercial sex, in spite of findings that the majority of sexual services are bought and sold in off-street venues including brothels, massage parlours, private homes, hotels, bars as well as virtually via telephone and Internet (Hubbard et al., 2008b). Theorists argue that linkages between prostitution and victimization emerged due to the exponentially high rates of violence experienced by street level workers (Lowman, 2001, O'Doherty, 2007; Hubbard, 2008a), concluding that violence in the sex industry is venue specific. O'Doherty summarizes that there are two prominent frameworks for analysis of prostitution; one faction believes that prostitution is violence and women engage in it due to poverty (Raymond, 2003). Further that sex workers do not truly consent to such abuses and are similar to women in battered relationships (Raymond). Theorists in this vein assert that the high rate of violence experienced by sex workers is because violence is inherent to sex work (Dworkin, 1993). Also that, "when men use women in prostitution, they are expressing a pure hatred for the female body...a contempt so deep, that a whole human life is reduced to a few sexual orifices, and he can do anything he wants" (Dworkin). Ekberg (2004), who was instrumental in the implementation of the 1999 Swedish legislation prohibiting the purchase of sexual services, argues that women's involvement in the sex industry is as commodities and as exploited individuals who must be supported to leave the industry. Moreover, positing that prostitution is exploitation - not a form of work and in order to support gender equality for women and girls, countries must make the purchase of sexual services from them illegal (Ekberg). Theorists supporting the abolition of the sex industry view the elimination of demand as essential to the abolition of the sex trade

entirely. Legalizing or decriminalizing prostitution marginalizes women and girls into, “a separate class of female human beings,” and “...without men’s demand for and use of women and girls for sexual exploitation, the global prostitution industry would not be able to flourish and expand” (Ekberg, p. 1189).

Shaver (1994) argues that this moralism by radical feminists echoes post-confederation notions of male exploitation of women and additionally serves to cloud issues around sex work ignoring the diversity of the work itself and the varying contexts in which sex work takes place.

O’Doherty (2007) summarizes the sentiments of proponents of decriminalization and ‘sex work as work’ which include COYOTE (Call Off Your Old Tired Ethics), The Network for Sex Work Projects (NSWP), and academics such as Shaver, 2005; Benoit & Millar, 2001; Doezema, 1998, who argue that sex work is work and that the criminalized contexts in which sex work takes place in addition to the lack of protections available to sex workers make the occupation harmful. New Zealand’s 2008 government report supports this notion, stating that, “prior to the enactment of the PRA, [Prostitution Reform Act], the illegal status of the sex industry meant that sex workers were open to coercion and exploitation by managers, pimps and clients,” and that, “the enactment of the PRA has empowered sex workers by removing the taint of criminality from their occupation, and part of that empowerment is to take control over their employment relationships” (p.17) as labour disputes are addressed through labour agreements and the courts. The idea of sex work being reclassified as work in order for workers to benefit from social protections and law was the key message from the 1985 Whore Congress and is known as the ‘professionalization of prostitution’. This position is rooted in the acknowledgment that sex work is peripheral, and often rights activism is stemmed by the linking of sex work with drug addiction, trafficking and public nuisance (Wojcicki, 1999). At street level, theorists have argued that sex work has been socially positioned within poor neighbourhoods, thus forcing this association. McDonogh (1992) investigated the *Barrio Chino* in Barcelona, (a poor community where prostitution activities have been present from the fourteenth century to the 1950’s), when forced closures of legal brothels took place prostitution moved to ‘American bars’. Since prostitution was relocated in Barcelona and became heavily concentrated in tourist locations, McDonogh argues that from images and stereotypes of the bars, their locations, and the race/class/gender of patrons, “it is easy to move to policy enactment, such as the demolition of bars and streets of bars in the name of civic neighbourhood virtue” (p.13).

In relation to the social space occupied by commercial sex, particular attention needs to be paid to more contemporary theorists such as Hubbard, Matthews, Schouler, Agustin, (2008b), who suggest that discourses of 'sex work as violence' play out in the streets where public space and issues of identity become shaped and regulated by the ideology that sex work is exploitation. These theorists suggest that in the United States and the United Kingdom association "between sex-related businesses and notions of sexual danger...has encouraged the State and the law to enact forms of spatial confinement, surveillance and exclusion intended to limit such businesses to marginal urban locations" (Hubbard et al., 2008b, p. 364). Off street venues for sex work and performance were seen as disordered and the state through the 'politics of concealment' limit where adult entertainment can exist. As a result the State "upholds the liberal principle that adults have the right to consume sexual performances and materials, yet [the State] maintains insistence that obscenity threatens public order if it becomes publicly or freely available" (Leonard, 2005 in Hubbard et al., 2008b, p. 366). Hubbard (2008a) argues that current law enforcement practices "enhance opportunities for exploitation by perpetuating [the] abandonment and exclusion [of sex workers]" (p. 138). Additionally, law is selectively enforced upon sex workers and this obscures its contextual enactment: Subsequently, sex workers are *homo sacer* ... beings that stand between human and animal; visible to state enforcement but invisible "to rights as worker-citizens" (Hubbard, 2008a, p. 138).

Social space, according to many theorists, is dedicated to consumption, where upper-classed men are targeted by retailers and participate in the commodification of women's bodies (Atwood, 2005). Districts including Soho (London), die Wallen (Amsterdam), Bourbon Street (New Orleans), the Reeperbahn (Hamburg), Pigalle (Paris) and Kabikicho (Tokyo) have attracted and repelled different audiences over time by offering a cluster of sex related businesses (Ashwood, White and Winchester, 1988). "In most towns and cities, however, there is no 'red-light' district as such, and venues have characteristically been scattered across the less salubrious parts of the city." (Hubbard et al., 2008b, p. 368). Hubbard et al. (2008b) addresses NIMBYism, noting that the sex industry is a multi-billion dollar 'growth industry' whose rise is mirrored by the loss of employment in manufacturing. It is suggested that the commercial exchange of sex is without emotional attachments which allows it to fall within legitimate consumption (Connell, 2001), to the extent that the demand for sex, pornography and dancing venues is increasing and has been intertwined with tourism (Hubbard et al., 2008b).

There are lots of tourists ...they are men, and local residents can make dramatically good money by catering to them. Personal and class identities are constructed through demonstrating taste and style: how you spend your time and money and with whom, and who sees you doing it (Agustin, 2007, p. 405).

Sex business has been renamed 'adult entertainment,' to move it from the periphery to the center so there is a *distance* created between affluent citizens consuming adult entertainment and adult business that threaten neighborhoods (Hubbard et al., 2008b). In Hubbard et al. (2008b), Hubbard, Matthews, Schoular, Agustin collaborate to suggest that this 'distance' speaks to gentrification and urban planning strategies which create boundaries that separate good businesses from 'bad.' Such strategies support adult entertainment as a form of corporate hospitality to create a male heterosexual atmosphere for business dealings, and that is how cities justify their retention of adult spaces for these purposes (Wonders and Michalowski, 2001). Developers and stakeholders see prostitution as an obstacle, but at the same time they embrace 'up market' consumption of some sexual services.' (Hubbard et al., 2008b).

Brent and Hausbeck (2007) also argue that the sex industry is no longer peripheral as Nevada brothels use marketing strategies similar to those within tourist service industries to offer personalized experiences to global travellers. These theorists suggest that the service industry is a 'core industrial sector' and that this is due to our global economic system which forces the creation of new forms of labour and commodity (Brent and Hausbeck). Further that the selling of sexual adventure represents a 'pornographication' of culture where mass consumption of sexual services influences the structure and location of the sex industry and positions it squarely within tourism (Brent and Hausbeck). Similar to Hubbard et al. (2008b), Brent and Hausbeck contend that upper-end sex shops and brothels are moving from the periphery and are partnering with multinationals such as General Motors and Time Warner to distribute adult videos. Brent and Hausbeck explore the relationship between Las Vegas tourism that draws 38 million tourists per year and Vegas brothels. They argue that slogans like: 'What happens in Vegas, stays in Vegas' labels this location as a place of fantasy and guilt-free consumption. Additionally, "Nevada's legal brothel industry has been a key component of Nevada's tourist industry" (Brent and Hausbeck, p. 430) and the 'Mcdonaldization' occurring within brothels where women line up and men pick who they want to purchase with a 'get in, get off and get out' attitude suggests that stakeholders and researchers need to study and understand sex work within the context of the consumer culture and within the global economy (Brent and Hausbeck).

In global locations where sex work is decriminalized, approaches to addressing sex work and its social impacts vary considerably from strategies within criminalized environments. A recent New Zealand study (2008) exploring the reasons why individuals enter and remain in the sex industry surveyed 770 workers finding that the key reason for entering the sex industry was economic. Similar to immigration and emigration analyses, this report cited push/pull factors related to entry into the sex industry where 'push factors' included neglect, the lack of education, homelessness and poverty and 'pull factors' included the need to support their families and children, the desire to pay off debts in addition to the flexible work hours that this work permits in light of family obligations. The report found that coercion in the sex industry has been overstated. In a sample of 656 workers, only 28 or 4.3% were ever forced to work in the sex industry. The report recommends that measures aimed at reducing the numbers of people entering the sex industry, while supporting those who desire to exit, must be centered in finding ways for people to make money. Also, a holistic approach that involves a collaboration of services and expertise to support those choosing to exit must include income and housing support along with childcare, health, education/training and sustainable employment placements and services. Further, that these efforts are in addition to those that facilitate free choice for workers, including community resources with a continuity of funding, public education to address stigma, and outreach services and supports that are not concentrated in areas where street level sex work takes place.

3.3 History and Context of Trafficking in persons for sexual exploitation

Historically, beginning in the 17th Century, the King of France transported young girls known as the *Filles du Marier* and the *Filles du Roi* to Canada as a strategy to populate the Colony although this activity was not understood as a form of trafficking.⁷³ The trafficking discourse is now said to have its roots in the 19th Century moral panics around *white slavery* where white women were transported for purposes of prostitution in Europe and America (Doezema, 2002). Legislation such as the 1904 'international agreement for the suppression of white slave traffic' is an example of the legislative responses to the issue (Bruckerty and Parent, 2002). Some argue that the nineteenth century white slavery panic was fuelled by the relocations and displacements of individuals that came as a result of the abolition of slavery and the

⁷³ Juliana L'Heureux, "Les Filles du Roi" (1998), online: Juliana L'Heureux Articles and Reviews <<http://www.mainewriter.com/articles/Filles-du-Roi.htm>>.

internationalization of wage labour (Kempadoo, 2007). Biemann (2002) tracks the history and movement of 'female geo bodies' and the flow of capital, highlighting that US Army and Naval bases in the 1940's contributed to the rise of prostitution and trafficking in the Philippines as women's economic status was compromised and prostitution and trafficking offered alternatives for survival for those forced to exist in the slums created by capitalism. Biemann notes that, more recently, due to China's one child policy, men cannot find wives at home and so are forced to search abroad to find their mates. There are 27,000 Korean sex workers who service US military men to supplement their income. More specifically, women are trafficked from the Philippines, Thailand and Nicaragua and dispatched to locations such as mobile trailer brothels in developed countries to service their countrymen imported as waged labour so that these labourers are surrounded by 'the familiar' (Biemann). Recognition of these kinds of trafficking activities did not appear in the literature until the late 1980's when theorists argued that trafficking should not be placed within prostitution as it would mean that more prominent forms of trafficking within textile and agricultural industries as well as the traffic in human organs would be ignored (Bruckerty and Parent). Nevertheless, it has been suggested "annually, millions of people around the world are coerced into lives of forced labour and sexual servitude; the great majority of whom are women who are exploited in commercial sex industries" (Tavella, 2007, p.196). Tavella adds there is no distinction made between those who are forced into the sex trade via trafficking and those who work willingly as migrating sex workers, which suggests measurement inaccuracy, based, in part, on definition. Stienfatt (2003) similarly challenges the manner with which estimates of trafficked persons have been formulated by exemplifying the suggestion that up to 100,000 Cambodian women and children have been trafficked in 2002. Through an examination of definitions and methods used by researchers to make these claims; Stienfatt found that the numbers of trafficked persons in Cambodia was actually closer to 20,000. Stienfatt further asserts that these kinds of inaccuracies in measurement as a whole coupled with the lack of understanding of local trafficking contexts leads to anti-trafficking strategies that may contribute to an increase in the prevalence of trafficking. Additionally, there is no distinction made between those who are forced into the sex trade via trafficking and those who work willingly as migrating sex workers (Tavella).

With respect to definition, trafficking carries with it many differing definitions as it emerges out of differing political, social and ideological contexts. The 2000 United Nations Convention against Transnational Organized Crime's definition of trafficking includes recruitment and forced or coerced transportation of humans, where deception is used to obtain consent resulting in sexual

or labour exploitation (Jordan, 2002; Bruckerty and Parent, 2002). There appears to be no consensus on a definition of trafficking and no unified theoretical framework as some governments insist that issues of consent are central within trafficking while others believe consent to be a non issue (Bruckerty and Parent). McDonald et al. (2000) writes:

If there is one recurring theme in the writings about trafficking in women, it is the problem of adequately defining the term. This is a very serious issue since a definition communicates a message about the value of women (p. 8).

Similarly, Tavella (2007) states that there is a failure within prostitution and trafficking definitions to establish legislative regimes and to make the distinction between trafficking and smuggling. The Canadian Parliamentary Committee on the Status of Women⁷⁴ (2007) argues that the causes of trafficking include poverty, gender inequality, the age of consent, inequality and Canada's immigration policy and that the consent of a prostitute is not relevant as one cannot consent to sexual exploitation. Within this Parliamentary committee, some members support the notion that prostitution is violence in addition to being 'closely linked' to trafficking in persons, and others on the committee argue that knowledge around both prostitution and trafficking is insufficient to draw conclusions. The 2007 Parliamentary committee report continues to uphold the position that the consent of a trafficked person is irrelevant as the UN Protocol on trafficking is meant to be broad enough to cover a wide range of trafficking circumstances, however, the report later identifies that the current definition is criticized for being too broad and for failing to make a distinction between trafficking and smuggling. Additionally, the report identifies the position of some advocacy groups who suggest that the definition conflates trafficking with prostitution and fails to recognize choice within trafficking contexts (Barnett, 2008). Others contend that prostitution and issues of trafficking should be linked as an increase in prostitution and trafficking in women and girls because both have constructed both as normal forms of sexual entertainment (Ibid, 2004). Theorists further assert that trafficking is a multi-billion dollar industry, which relies on the movement of humans across borders by way of force and into slavery and servitude, where young women are particularly prized for their compliance (Jordan, 2002). Some theorists focus on trafficking in women and locate this activity directly within the global flow of capital, asserting that:

Trafficking hinges on the displacement of women...from one spatial organization to another, from one abandoned economy to a place of

⁷⁴ Report of the Parliamentary Committee on the Status of Women (2007), "Turning Outrage into Action to Address Trafficking for the Purpose of Sexual Exploitation in Canada," Government of Canada, House of Commons, 39th Parliament, 1st Session, pp. 1 – 68.

greater accumulations...female bodies are the new cargo in these transactions...that generate massive amounts of footloose capital, abstract global capital that is nevertheless so physical for some (Biemann, 2002, p. 78).

Sethi (2007) researched domestic trafficking among First Nations' girls in Canada, finding that among other causes of trafficking which include a history of colonialism (Lynne, 1998), poverty (Bowen, 2006), and social isolation (Downe, 2007), on-reserve unemployment in some locations is 90%, over three times the national unemployment average. Oxman-Marinez et al. (2005) investigate the needs and characteristics of trafficking victims within Canada as well as gaps in service among 40 respondents, finding that victims were trafficked within British Columbia for purposes of sex trade, agricultural work and forced marriage, and that there was a high prevalence of trafficking among status and non-status First Nations' girls - some as young as seven years of age. Stone (1999) explored trafficking in Israel, finding that economic forces drive migration and that this is at the root of the trafficking in women from the former Soviet Union into Israel. Prostitution is legal in Israel, but similar to Canadian legislation, all activities around it are illegal. Trafficked women are forced into debt bondage and must pay off all travel costs plus the costs of fake work papers (approximately \$20,000.00) by working for their first year in a brothel for free (Stone). Stone also found that law enforcement worked in collaboration with these brothels by conducting raids in the eleventh month of trafficked women's employment; deporting the women who were later brought back and forced to start the cycle of indebtedness all over again.

Opposing theorists believe that prostitution and trafficking have been linked due in part to American prohibitionist strategies and that the true extent or nature of this 'link' is unsubstantiated (NZ Government, 2008). Doezema (2002) explores this polarization highlighting that one side of the argument views sex work as violence and trafficking as part of this violence where consent is not a consideration, while the other position asserts that ignoring consent within sex work leads to the creation of oppressive legislation and ignores the conditions that are specific to trafficking but not inherent to sex work. Also that trafficking and prostitution should not be linked as it denies individuals the right or ability to consent to prostitution (Doezema, 2002). Chapkis (2003) investigates race, gender, migration and trafficking, suggesting that there is a hostility in the United States toward the mobility of poor women who are non-white and not sexually restrained by marriage noting that the *Trafficking In Victims Protection Act* (2000) only protects a small number of abused migrants and works more to separate innocent migrants from illegal immigrants; the latter being guilty prostitutes.

Chapkis further asserts that the U.S law ignores consent in migration, making all prostitutes criminalized and for the workers' own good so that, ultimately, migrant sex workers and other workers are victims of fortified borders who are criminalized for migrating to seek better economic conditions. Jeffrey (2005) agrees, arguing that the migrating of sex workers is constructed as exploitation to allow the State to expand immigration and criminal law. Tavella (2007) asserts that the "lack of a uniform European [trafficking] policy means preventing trafficking and protecting women victims takes second place to policing illegal immigration." This phenomenon of women who migrate being subject to increased monitoring is also seen in Kempadoo (2007) who argues that the Caribbean is being drawn into a global panic over trafficking, leading to greater policing and surveillance of migrant women and the sex trade. Additionally, violence against women alarms are meant to conceal an American agenda aimed at global dominion and that the trafficking discourse was structured within racism and supported by patriarchal control of women's mobility and sexuality (Kempadoo). Further, that "the panic around human trafficking needs to be exposed for the racial and gender violence it visits upon marginalized communities, particularly the Caribbean's indigenous people and migrant women" (Kempadoo, p. 84). Some theorists suggest that international anti-trafficking instruments can be used against sex workers if they are based within the position that all sex work is a violation of women's rights as "in a number of countries, anti-trafficking measures have led to restrictions on movement and migration for women, increased surveillance of sex workers and increased deportation of migrant sex workers" (Doezema, 2002, pp. 24-25). It has also been suggested that prostitution and trafficking are intertwined to merge sex work and national sovereignty, thus eliminating social spaces for prostitution. As a result, "prostitutes disappear beyond the bounds of respectable visibility and the protection of the state and law" (Hubbard, 2008a, p. 149). This idea that definitions of trafficking reduce protections and limit the mobility of sex workers is echoed in Jordan (2002) who argues that the conflation of trafficking with prostitution leads to a lack of protection for sex workers and the ignoring of all other forms of trafficking including the trafficking of men, thus reinforcing support for the Madonna and punishment for the whore. The Global Alliance against Trafficking in Women (GAATW 2007) share this view arguing that when authorities stereotype women as victims of trafficking, men who are trafficked fall outside of protections, thus avoiding the implementation of services that protect all victims of forced labour. Also, anti-trafficking initiatives assume that women are powerless and in need of saving. As a result, strategies enacted in the name of protection work to limit women's movement and undermine their quest for equality (GAATW).

Theorists also argue that women trafficked from locations such as Albania, Kosovo, Russia, Lithuania, Romania, Bulgaria, China, Asia and West Africa do so in search of economic stability and as such, no new regulations around trafficking should be introduced without meeting sex worker demands and needs (Stateva and Kozouharova, 2004). Some research suggests, “one of the first needs of victims is to exit their trafficking situation” (Oxman-Martinez et al., 2005, p.16), but others recommend a broader range of strategies as victims of trafficking come from diverse cultural, social and economic environments and possess varying amounts of social and cultural capital (Brunovskis and Surtees, 2007). Brunovskis and Surtees interviewed 39 trafficking victims in Serbia, Albania and Moldova in 2006 to investigate why some victims declined support from destination countries, finding that some declined assistance because they wanted to enter into a trafficking arrangement again and if they took support returning would be challenging. Others didn’t trust the services they would receive, while some others wanted to avoid the stigma of being labelled a trafficking victim in their home communities. There were those who didn’t need support and others who didn’t feel that they were victims because they consented to being trafficked (Brunovskis and Surtees). Also, according to Brunovskis and Surtees, receiving support reduces the earning potential of victims and means that they would have to return to their home country either independently or by way of a ‘return program’ or through deportation. Barnett (2008) in her Canadian Parliamentary report notes that women trafficked into the sex industry are subject to the stigma of prostitution when they return to their home country, however, this appears only to be a small part of the stigma experienced. Brunovskis and Surtees highlight that not only is there stigma attached to those who return home as victims of trafficking (which implies involvement in prostitution), but also that there is additional stigma for having failed to migrate and failed to earn money: “given the importance of migration as an economic strategy...failed migration may potentially result in stigma for the [trafficking] victims” (p. 131). Supports for victims of trafficking should be as diverse as the victims themselves and imposing mandatory support such as secured housing facilities causes victims to “stage escapes from shelters as if they were incarcerated there rather than taking part in a voluntary program for which they are free to leave” (Brunovskis and Surtees, p. 148). Similarly, Sethi (2007) argues for more holistic responses to issues of trafficking, particularly among First Nations’ girls trafficked within Canada, so to incorporate their experiences of racism, poverty, sexism and violence. McDonald et al. (2000) explored the trafficking of women from Slavic countries to work in Canada’s sex industry, finding that women left their home

countries due to poverty and although some were clearly trafficked, none identified themselves as victims and, above all, wanted support to find employment within Canada. Among her recommendations, McDonald calls for the distribution of materials in source countries that dispel myths associated with work in the sex industry in destination countries; the distribution of materials related to Canadian law be made available in foreign languages; the improvement of working conditions within sex industry venues regulated by a neutral governing body; and increased funding to sex worker support organizations to conduct mandated outreach and support services into sex industry venues.

Most studies that explore the impacts of Olympic Games focus on the economic outcomes and not the social impacts (Ohmann, 2006). Theorists who have written about trafficking and sport specifically include Perrin (2007), who agrees with the linking of prostitution and trafficking, contending that Vancouver is a transit and destination city for the trafficking of mainly South Korean women into the United States, arguing that this is due to existing organized crime networks and Canada's flexible immigration law. A European parliamentarian, during the 2006 EU debate on forced prostitution stated, "from past experience -for example in Athens, during the Olympics- we have seen that international sporting events cause an increase in human trafficking" (Hennig et al. 2006, p. 10).

Perrin (2007) additionally asserts that in relation to Olympic events, Vancouver risks an influx in domestic and internationally trafficked persons and that approaches to reduce demand, protect trafficking victims, and increase the prosecution of traffickers must be implemented. Perrin's estimation of a potential influx in trafficking activity in Vancouver is loosely based on the projected influx of 40,000 sex workers into Germany during the 2006 World Cup, but Perrin acknowledges that the expected influx "did not materialize" (p.11). Perrin further asserts, "There was a 95% increase in the number of human trafficking victims identified by authorities between 2003 and 2004 [the year of the Athens Olympics]" and that "the year after the Olympics, the known number of trafficking victims declined by 24%" (p.14). With respect to the data, Perrin acknowledges, "[T]here are numerous factors that can affect the number of known human trafficking victims" (p. 14). Hennig et al. (2006) investigated trafficking and sporting events, finding that although the owner of Artemis (Berlin's mega-brothel) stated that "football and sex belong together" (p. 10), there was no increase in human trafficking during the 2006 World Cup, nor was there an increase in trafficking reported by the Athens government during their 2004

Olympic Games. Further, in relation to the linking of sporting events and trafficking, Hennig asserts “there exists a paucity of credible imperial data standing to analyse and legitimize or verify such a claim” (p. 10). Concerns about the increase in trafficking victims during the 2006 World Cup in Germany may have been driven by that country’s “liberal laws on sex work which sees sex work as a legitimate form of employment while promoting access to health care and improving sex work safety,”(Tavella, 2007, p. 207). The German Federal Criminal Police Office reported that there was no evidence of increased trafficking during their event (Travella). Hennig et al. call for more research on the profiling of fan bases during various sporting events, as some events may attract families predominantly, thus affecting the demand for commercial sex, as well as a trafficking definition that includes those forced into the construction industry and more accurate reporting by the media as they are complicit in making trafficking and prostitution synonymous.

Section Four: Canada and Vancouver: Trafficking in persons, sex work and the 2010 Winter Games

This section reviews the issues of trafficking in persons for sexual exploitation, sex work and the 2010 Winter Olympic Games within the contexts of Canada and Vancouver.

4.1 Canada: Trafficking in persons for sexual exploitation

The issue of trafficking in humans first arose in Canada the late 1980s when Canadian authorities found 152 Sri Lankan stranded in lifeboats in the ocean off Newfoundland in 1986. The following year, a freighter dropped 173 Sikhs from India on the coast of Nova Scotia.⁷⁵ These events dramatically introduced Canadians to international smuggling and trafficking in humans. The notion that some of these migrants might have been trafficked for sexual exploitation was barely considered at the time.

In general, the issue of trafficking has not gained a high profile in Canada, though community-based service organizations, particularly those serving the immigrant and refugee communities, are sensitive to the issues.⁷⁶ To date, comparatively little Canadian-based research has been undertaken on the subject. Media attention on the issue is highly sporadic and typically dependent on enforcement activities and, most recently, fears about an increase in trafficking to Vancouver's 2010 Winter Games. In February 2008 federal Public Safety Minister Stockwell Day said he "doesn't foresee foreign prostitutes descending on the 2010 Winter Olympics in Vancouver" noting "stringent security at the Canadian border is likely to deter such unwanted foreign visitors."⁷⁷

⁷⁵ A. Depalma, "Canada Seizes Chinese Boat Smuggling In 100 Immigrants" *New York Times* (22 July 1999), online: <http://query.nytimes.com/gst/fullpage.html?res=950CEFDC173EF931A15754C0A96F958260&n=Top%2FReference%2FTimes%2FTopics%2FSubjects%2FI%2FIllegal%2FAlien>. Over ten years later, a decrepit fishing boat carrying 100 Chinese migrants was found off the coast of Vancouver Island. Of the 122 people aboard, all but 18 were women. Another ship, carrying an unknown number of illegal Asian immigrants, sank a few weeks prior, north of the Queen Charlotte Islands.

⁷⁶ T. Cherry, "Canada turns its back on victims; 'If you compare what the US is doing to what Canada is doing, it's shameful'" *The Toronto Sun* (1 October 2008), online: www.torontosun.com/news/canada/2008/10/01/6937226-sun.html. In Alberta, Changing Together, an Edmonton-based non-profit organization operated by immigrant women for immigrant women, surveyed 57 agencies around the province in 2007 and learned nearly half had experienced indirect contact with human trafficking victims and nearly 20% had direct contact with victims.

⁷⁷ "Foreign prostitutes won't flock to Vancouver Games: Day," *Canadian Press* (7 February 2008), online: www.cbc.ca/sports/amateur/story/2008/02/07/stockwell-

Today, Canadian authorities estimate that between 1,500 – 2,200 people are annually trafficked from Canada into the United States. “The RCMP estimates that 600 women and children are trafficked into Canada each year for the purpose of sexual exploitation and that this rises to 800 when broadened to include those trafficked into Canada for other forms of forced labour.”⁷⁸ However, very few cases of trafficking have been documented in Canada as evidence reports on trafficking are mainly based on anecdotal information from the agencies that serve trafficked people. According to current research, “[T]he few officially documented cases that do exist are on the public record in the context of refugee claims made by trafficked persons, and of investigations before the Immigration and Refugee Board of Canada (IRBC) under the *Immigration and Refugee Protection Act* and the *Criminal Code*.”⁷⁹ This is not to suggest that trafficking does not occur. As noted in the global overview section of this report, there is a multitude of reasons explaining why it is difficult to uncover evidence of trafficking.

4.2 Canada- US State Department Tier Ranking

The US State Department Trafficking in Person’s 2008 trafficking in persons report ranks Canada as a Tier One country.⁸⁰ The report notes that Canada is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labour.⁸¹ Women and children are trafficked primarily from Asia and Eastern Europe for sexual exploitation, but victims from Africa, Latin America, and the Caribbean also have been identified in Canada. Asian victims tend to be trafficked more frequently to Vancouver and Western Canada, while Eastern European and Latin American victims are trafficked more often to Toronto and Eastern Canada. A significant number of victims are trafficked through Canada to the United States. Canada is a source country for sex tourism, and NGOs report that Canada is also a destination country, particularly for sex tourists from the United States. Canadian girls and women, many of whom are Aboriginal, are trafficked internally for commercial sexual exploitation. NGOs report that Canada is a destination for foreign victims

[day.html](#)>. For more on media coverage on trafficking and the 2010 Games, see Vancouver context below.

⁷⁸ L. Barnett, “Trafficking in Persons” *Parliamentary Information and Research Service, Law and Government Division, Library of Parliament* (18 July 2008) at 3, online: Parliament of Canada <<http://www.parl.gc.ca/information/library/PRBpubs/prb0624-e.htm - introduction>>.

⁷⁹ *Ibid*.

⁸⁰ “Country Narratives: Canada, Trafficking in Persons Report, Releases and Remarks” *Office to Monitor and Combat Trafficking in Persons* (2007), online: U.S. State Department <<http://www.state.gov/p/wha/ci/ca>>.

⁸¹ *Ibid*, at 3. In May 2006 testimony before the Standing Committee on Human Rights, Brian Grant, Director General of International and Intergovernmental Relations with Citizenship and Immigration Canada noted that, “to date, there is no evidence of any cases of trafficking in children in Canada.”

trafficked for labour exploitation; many of these victims enter Canada legally, but then are unlawfully exploited in agriculture and domestic servitude. Over the last year, Canada increased victim protection and prevention efforts, but demonstrated limited progress on law enforcement efforts against trafficking offenders. In July 2007, British Columbia's provincial government opened a human trafficking office to provide better services to victims and improve coordination with NGOs and federal and provincial ministries. Canadian federal officials are collaborating with British Columbia officials, the RCMP and the Vancouver Police to establish measures to prevent human trafficking at the 2010 Vancouver Winter Olympics. Federal officials are also working with the RCMP and the Vancouver Olympic Committee to incorporate anti-trafficking measures into the Olympics' broader security plan.

4.3 Canada: Trafficking legal provisions

4.4 *Immigration and Refugee Protection Act* provisions

Up until 2005, when the federal government added specific trafficking provisions to the *Criminal Code*, Canada's approach to human trafficking was focused on prevention and prosecution with the result that victims were typically treated as illegal immigrants who either faced criminal charges or were deported. Canada targeted cross-border trafficking in persons under the *Immigration and Refugee Protection Act (IRPA)*.⁸² Under the IRPA, section 118 defines the offence of trafficking – to knowingly organize one or more persons to come into Canada by means of abduction, fraud, deception, or the use of force or coercion.⁸³ This offence includes the recruitment, transportation, receipt, and harbouring of such persons and the maximum sentence is life imprisonment. For sentencing, a court will consider aggravating factors, such as bodily harm or death; involvement of a criminal organization; whether the offence was committed for profit; and whether the trafficked person was subjected to humiliating or degrading treatment, including sexual exploitation.

Section 117 lays out the distinction between trafficking and smuggling and defines the offence of smuggling – to knowingly organize, induce, or assist one or more persons who do not possess a valid travel document to come into Canada.⁸⁴ The maximum sentence for smuggling less than 10 people is 14 years' imprisonment, while that for smuggling 10 or more people is life

⁸² S.C. 2001, c. 27.

⁸³ *Ibid.*

⁸⁴ *Ibid.*

imprisonment. Proceedings under section 117 may only be initiated with the consent of the Attorney General of Canada – this is seen as a protection for humanitarian organizations that ‘smuggle’ refugee claimants into the country.

4.5 Canada: 2005 Trafficking provisions

Canada’s laws against trafficking were reformed under Bill C-49, which received royal assent in November 2005. Three trafficking-specific *Criminal Code* offences are identified under the law: trafficking in persons (s 279.01 (1)), material benefit (s.279.02), and withholding or destroying documents (s 279.03).⁸⁵ The main offence, trafficking in persons (s 279.01 (1)), prohibits anyone from engaging in specified acts for the purpose of exploiting or facilitating the exploitation of a person and carries a maximum penalty of life imprisonment where it involves kidnapping, aggravated assault, sexual assault, or death.⁸⁶ The second offence (s 279.02) prohibits anyone from receiving financial or other material benefit resulting from the commission of a trafficking offence and is punishable by a maximum penalty of ten years of imprisonment.⁸⁷ A third offence (s 279.03) prohibits the withholding or destroying of documents, such as identification or travel documents, for the purpose of committing or facilitating the commission of a trafficking offence and carries a maximum penalty of five years imprisonment.⁸⁸ One element of Bill C-49 is that it does not require the crossing of borders, which enables law enforcement to address international *and* domestic human trafficking cases. (See Appendix I for full text of the provisions)

4.6 Assistance for victims of trafficking

In May 2006, the federal government issued new guidelines for immigration officers that were intended to limit the trafficker’s power over victims while providing victims with the time they needed to recover from trauma. The policy provides victims with access to a 120-day Temporary Resident Permit (TRP) meant to allow them a “reflection period” where they could assess their options, return home or assist in the investigation and criminal prosecution of their traffickers. A victim is not required to assist police with an investigation to receive a Resident’s

⁸⁵ R.S.C. 1985, c. C-46.

⁸⁶ *Ibid.*

⁸⁷ *Ibid.*

⁸⁸ *Ibid.*

Permit. In June 2007, the government extended the length of the TRP to 180 days, and depending on individual circumstances, TRPs can be renewed at the end of the 180-day period. Victims of trafficking do not have to pay fees for Resident Permits.

Current policy permits victims to apply for a work permit and allows access to health-care benefits, trauma counselling and other social services (housing, social assistance, legal aid, etc.). Victims also have the right to seek financial restitution from those who trafficked them. It remains difficult, however, for victims to access health and social services as these services fall under provincial and territorial jurisdiction and not all jurisdictions allow victims access to such programs (In B.C. the Office to Combat Trafficking in Persons, an outcome of the province's two-year Human Trafficking Response Initiative, works directly with community organizations to provide services to trafficked persons.) A further obstacle is that community-based service organizations receive little or no federal government funding for service provision to victims of trafficking.

4.7 Interdepartmental Working Group on Trafficking in Persons (IWGTIP)

Canada has established the Interdepartmental Working Group on Trafficking in Persons (IWGTIP), co-chaired by the departments of Justice and Foreign Affairs and including a broad representation from federal government departments. The IWGTIP is tasked with coordinating federal activities to address trafficking including the development, promotion and implementation of a comprehensive anti-trafficking strategy, in keeping with Canada's international commitments.

Canada has taken the following additional steps to combat trafficking:

- Government of Canada website on trafficking in persons with related information and links (<http://canada.justice.gc.ca/eng/fs-sv/tp/index.html>);
- Anti-trafficking pamphlet and poster (available in 14 languages) to Canadian missions and non-governmental organizations abroad and within Canada (2003);
- A series of roundtable discussions, training sessions and public awareness forums, hosted by the Governments of Canada and British Columbia and the RCMP focused on research, best practices, training and awareness building (2004 -2005)
- Canada works to combat trafficking internationally, including trafficking in children. Funding for awareness, prevention and training initiatives on human trafficking and smuggling in Central America, Mexico, Haiti, Thailand, Lao PDR, Vietnam and Cambodia, Eastern Europe, Russia and Africa and through contributions to the International Labour Organization's International Program for the Elimination of Child Labour;

- Canada is committed to implementing the NATO Policy on Combating Trafficking in Human Beings, which requires that all personnel taking part in NATO-led operations receive TIP awareness training;
- The Canadian Forces is currently developing a new policy entitled, “Policy on Combating Trafficking in Persons” to provide guidance to all levels of leadership of deployed Canadian Forces;
- Canada and the US collaborated in producing a Bi-National Assessment of Trafficking in Persons (2006)
- Trafficking in Persons - Information Sheet for Law Enforcement (March 2008).

Most recently, the government announced a partnership between the government, the RCMP and the Canadian Crime Stoppers Association to better inform the public about human trafficking through a national awareness campaign. The campaign will provide information on the “danger of human trafficking, help the public identify suspected occurrences, and provide information on how to report suspected cases.”⁸⁹ Canadians will be invited to use the Crime Stoppers national tip line as a central point for the public to report suspected cases of human trafficking.

4.8 Standing Committee on the Status of Women Report on Trafficking

The House of Commons Standing Committee on the Status of Women report recognizes that trafficking in persons includes people who are trafficked for domestic, agricultural and factory work, but focuses exclusively on prevention of trafficking for sexual exploitation.⁹⁰ The report suggests “prostitution and pornography are forms of sexual exploitation, wherever they occur,” and “concludes that prostitution is closely linked to trafficking in persons.”⁹¹

The report further notes, “prostitution is a form of violence and a violation of human rights,” and that “...the prostitute’s consent is irrelevant, because you can never consent to sexual

⁸⁹ “Government of Canada partners with Crime Stoppers to increase public awareness of human trafficking,” *Ministry of Public Safety* (15 January 2009), online: Ministry of Public Safety <<http://www.publicsafety.gc.ca/media/nr/2009/nr20090115-eng.aspx>>. The Crime Stoppers program is a national civilian, non-profit, charitable organization that works with the police, the media and the community to combat crime. People can anonymously report crimes and rewards are offered to individuals when the information they provide leads to an arrest. Crime Stoppers depends upon donations to fund its provincially-program delivery and it is not clear whether the federal government will provide a subsidy to support the trafficking initiative.

⁹⁰ Canada, Standing Committee on the Status of Women, “Turning Outrage into Action to Address Trafficking for the Purpose of Sexual Exploitation in Canada,” 39th Parl. 1st sess. 1 – 68 at 3.

⁹¹ *Ibid.* at 3, 5.

exploitation.”⁹² The report reviews Canada’s efforts to combat trafficking and reviews possible causes of trafficking including: poverty, gender inequality, demand, age of consent, and inequalities within Canada’s immigration policy. According to the testimony before the Committee, “Aboriginal girls and women are at greater risk of becoming victims of trafficking within and outside Canada.”⁹³ The Native Women’s Association of Canada noted, “as more Aboriginal women go missing and a huge majority of the cases are not being investigated...trafficking must be looked at as a possible source for information.”⁹⁴

4.9 Status of Women report recommendations

The report outlines 33 substantial recommendations, but does not provide information on the resources that would be required to implement its proposals. In a media release announcing the report’s release, the Committee strongly notes that ‘... more needs to be done to address the sex trafficking of women and children” and that “...implementing the Report’s 33 recommendations is essential to countering the trafficking in persons for the purpose of sexual exploitation in Canada.”⁹⁵

The Committee calls on Canada’s government to create a national framework to address poverty as well as a national framework to address Aboriginal poverty. It also calls for a wide range of national communications and public awareness campaigns including on the objectification and commodification of human bodies, prostitution, trafficking, and the vulnerability of minors to sexual exploitation. Also recommended are amendments to Canada’s *Criminal Code* that would decriminalize sex workers while maintaining criminal sanctions on pimps and johns and ensuring funding that would create services to allow sex workers to escape the prostitution environment. Other recommendations call on the federal government to:

- Increase funding to provinces and territories for prevention, awareness and support programs related to trafficking in persons for sexual exploitation;
- Establish a Canadian counter-trafficking in persons office with a national rapporteur to collect and analyze data on trafficking in persons; and

⁹² *Ibid.* at 5.

⁹³ *Ibid.* at 19.

⁹⁴ *Ibid.*

⁹⁵ “News Release: Turning outrage into action to address trafficking for the purpose of sexual exploitation in Canada, Standing Committee on the Status of Women” House of Commons (27 February 2007), online: Parliament of Canada <<http://www2.parl.gc.ca/HousePublications/Publication.aspx?DocId=2722746&Language=E&Mode=1&Parl=39&Ses=1>>.

- Increase women’s ability to migrate independently and safely and eliminate barriers that may contribute to the increased vulnerability of women to trafficking in persons.

The Committee also recommends a host of nation-wide police and immigration officer-based training initiatives, including programs to increase police and justice system sensitivity to the marginalization of Aboriginal people, and the establishment of an RCMP liaison position, to ensure police forces across the country are up-to-date on trafficking law. Support for victims recommendations include a call for:

- A national 1-800 number for both NGOs and victims of trafficking;
- An expansion of federal and provincial witness protection programs to include trafficking victims; and
- Immediate funding for services for trafficking victims, including safe interim housing, access to counselling and legal advice, and supportive social services.

Finally, under prosecution recommendations, the Committee recommends increased resources for dedicated, multi-jurisdictional units to investigate potential trafficking offences as well as measures that would strengthen the relationships between police and the service providers to ensure that victims are more likely to seek assistance and protection from police.⁹⁶

4.10 Government of Canada Response

In response to the Committee’s recommendations, the federal government states that it “... continues to lead, support and implement numerous initiatives, domestically and abroad, to prevent trafficking, to educate the public about TIP, to train officials who may come into contact with trafficked persons, and to raise general awareness on the issue”, and cites various examples of its national and international efforts.⁹⁷

The government identifies that it has a multi-pronged approach, focusing on prevention, protection, prosecution and partnerships, and acknowledges the continuing importance of federal/provincial/territorial and international collaboration to address trafficking.⁹⁸ It further

⁹⁶ “Turning Outrage into Action to Address Trafficking for the Purpose of Sexual Exploitation in Canada,” *supra* note 89 at 9 – 45.

⁹⁷ “Government Response to the Twelfth Report of the Standing Committee on the Status of Women, Turning Outrage into Action to Address Trafficking for the Purpose of Sexual Exploitation in Canada,” (17 October 2007), online: Parliament of Canada < <http://www2.parl.gc.ca/HousePublications/Publication.aspx?DocId=3047088&Language=E&Mode=1&Parl=39&Ses=1>>.

⁹⁸ *Ibid.* See above: Interdepartmental Working Group on Trafficking in Persons section.

acknowledges the importance of “continued action to address broader issues [poverty and gender] which may contribute to making people vulnerable to being trafficked,” and “commits to continuing efforts to address prostitution by supporting prevention, education and support programs,” while noting that it addresses, “poverty through investments in income support, tax relief and programs to support low-income Canadians.”⁹⁹ Some measures specifically noted include:

- A 2005 \$5 million five-year grant to the Native Women’s Association of Canada’s (NWAC) Sisters in Spirit (SIS) initiative which is attempting to quantify the extent of violence against Aboriginal women, identify its root causes, and implement programs and services aimed at eliminating racialized and sexualized violence;
- Status of Women Canada’s national program funding in support of various research projects and the new national women’s funding program (total: \$15.3 million) in support of community-based projects that address the economic, social and cultural situation of women;
- The establishment of the RCMP-based Human Trafficking National Coordination Centre to coordinate the federal government’s trafficking enforcement efforts and the development of a law enforcement tool kit which features various information materials;
- RCMP-based awareness and training initiatives aimed at law enforcement and the public and the Canada Border Services Agency (CBSA) training focused on sensitizing officers to the needs of victims [under-development].
- A national funding commitment of \$52 million over the next four years for federal and provincial victim service programs and services and the appointment of a federal Ombudsperson to promote the needs of victims; and
- The 2006 changes to the temporary resident permit’s regulations and the government’s efforts to address the rights and needs of victims abroad. (See above: Assistance for victims of human trafficking).¹⁰⁰

4.11 Concerns about Canada’s approach to combating trafficking

While it is beyond the scope of this report to provide comprehensive information on pan-Canadian approaches to trafficking, it is worth noting that some argue that the Canadian government and most provincial governments show a lack of inter-governmental coordination, policy and planning efforts and program implementation related to trafficking and that there is little direct support for victims of trafficking in the country.

⁹⁹ *Ibid.*

¹⁰⁰ *Ibid.* It should be noted that a number of the programs the government lists as evidence of its support to combat trafficking represent programs whose mandates are not specifically centred on anti-trafficking efforts (e.g. Funding contributions to: Native Women’s Association of Canada - Sisters in Spirit initiative (\$5 Million/five years), federal and provincial victim service programs (\$52/four years, and Status of Women Canada research and funding programs (total: \$15.3 million/year).

4.12 The Canadian National Coalition of Experiential Women

The Canadian National Coalition of Experiential Women is an organization “committed to the advancement of equality and human rights of sex workers and to the improvement of their living conditions.”¹⁰¹ The Coalition’s 2007 discussion paper was developed to facilitate dialogue on Persons and New Brunswick has created a Human Trafficking Task Force. In December 2008, Manitoba announced funding for a “Trafficked Persons Response Team with police, border services, labour and immigration staff, and service providers for a victim-support network.”¹⁰² While Alberta has taken some small steps, most other provinces appear to be doing little or nothing amid calls from community organizations and researchers for provincial and national coordination.¹⁰³ The Ontario government has not established a trafficking mandate and there is no provincial government contact point for victim protection and assistance (Toronto is generally seen as a major destination for international trafficking victims).¹⁰⁴

4.13 Additional concerns: Absence of strategy on trafficking

In October 2008 a media report quotes a leading researcher on the issue who faults “...the federal government for failing to create a national action plan to deal with the problem in Canada — despite the efforts of a federal working group that has long promised such a strategy.”¹⁰⁵ Also noted was a need for improved understanding between the RCMP and Citizenship and Immigration Canada, which has sometimes refused to accept cases referred by the RCMP.¹⁰⁶ The same report notes that, “...governmental organizations working with trafficking victims lack faith that immigration officials will deal with their cases fairly.”¹⁰⁷ Results

¹⁰¹ S. Stewart, “Discussion Paper: Domestic Trafficking Of Women in Canada,” in Eds. Robertson, R, Symth, S, Casey, L, Albi, M., *The Canadian National Coalition of Experiential Women*, (November 2007), online: Canadian National Coalition of Experiential Women <http://www.cncew.ca/Publications/MicrosoftWord-CNCEW_Trafficking_Discussion_SJS.pdf>.

¹⁰² Government of Manitoba, Media Release, “Manitoba’s 2.4-Million Sexual Exploitation Strategy Unveiled By Province” (10 December 2008), online: Government of Manitoba <<http://news.gov.mb.ca/news/index.html?archive=&item=4916>>

¹⁰³ *Cherry, supra* note 82.

¹⁰⁴ *Ibid.*

¹⁰⁵ CBC News, *Human trafficking a growing problem in Canada, B.C. expert says* October 28, 2008 www.cbc.ca/canada/story/2008/10/28/bc-human-trafficking-number.html In February 2007, a motion calling on the government to adopt a comprehensive strategy to combat human trafficking was passed by a vote in the House of Commons, but, as of yet, there is still no strategy

¹⁰⁶ *Ibid*

¹⁰⁷ *Ibid*

from a Freedom of Information request to the federal government showed that from 2006 - 2008, 31 foreign nationals, four of whom were minors, were identified to immigration officials as potential human trafficking victims. The report notes, "...these cases likely represent only a small number of the actual cases of human trafficking since many victims won't come forward due to threats, violence and coercion."¹⁰⁸

On the provincial level, British Columbia has established an Office to Combat Trafficking in Persons and New Brunswick has created a Human Trafficking Task Force. In December 2008, Manitoba announced funding for a "Trafficked Persons Response Team with police, border services, labour and immigration staff, and service providers for a victim-support network."¹⁰⁹

4.14 Canada and the sex work industry

4.15 History of Canadian prostitution law

Today, Sections 210 to 213 of the *Criminal Code* set out Canada's prostitution laws, covering offences including keeping or using common bawdy houses, transporting a person to a bawdy house, procuring, and prostitution. Because of the focus on nuisance, the primary and most often used prostitution offence is the communicating law, section 213, which forbids communication for the purposes of prostitution in a public space, including in a motor vehicle.¹¹⁰

While adult prostitution has always been legal in Canada, the practice of prostitution, "has been, and continues to be, attacked indirectly through prostitution-related nuisance and exploitation laws."¹¹¹ In 1892, prostitution was dealt with in Canada's first *Criminal Code* through both vagrancy and bawdy house laws that treated "brothels and street prostitution as nuisances and violations of public order."¹¹² As the country entered the 20th century, provisions against pimping

¹⁰⁸ Ibid

¹⁰⁹ Government of Manitoba (2008), "Manitoba's 2.4-Million Sexual Exploitation Strategy unveiled by province," Media release, December 10 [WWW Document] URL: <http://news.gov.mb.ca/news/index.html?archive=&item=4916>

¹¹⁰ Standing Committee on Justice and Human Rights, Subcommittee on Solicitation Laws, *The Challenge of Change: A Study of Canada's Criminal Prostitution Laws*, (Ottawa: Communication Canada, 2006) at 52-55 (Chair: John Maloney, M.P.). [*The Challenge of Change*].

¹¹¹ Ibid. at 37.

¹¹² Ibid. at 37.

— procuring and living on the avails of prostitution were added to the *Criminal Code*.¹¹³ “These new laws stemmed from a global concern about the “white slave trade” and are understood today to have been grounded in “paternalistic notions on the need to protect women and children from exploitation.”¹¹⁴

In 1972, advocacy and legal reform efforts led to the repeal of the vagrancy law and with the enactment of a new provision, “the act of soliciting for the purposes of prostitution in a public place” was banned.¹¹⁵ The reform led to interpretation disputes over the meaning of “solicit” and, in February 1978, the Supreme Court of Canada overturned the law (*Hutt v. R.*) ruling that “in order to meet the standard for criminal conduct, soliciting had to be pressing and persistent.”¹¹⁶

In 1983, the government established the Special Committee on Pornography and Prostitution, led by Paul Fraser to, “study the problems arising from street prostitution, as well as its social and economic determinants.”¹¹⁷ In early 1985, the Fraser Committee reported, “that prostitution was a social problem that required both legal and social reforms.” and argued that, “the contradictory and often self-defeating nature of the various *Criminal Code* sections relating to prostitution was at the root of the high levels of street prostitution in Canada.” Suggestions for reform leaned to decriminalization and were focused on addressing the root causes of prostitution,” with one recommendation calling for the replacement of “bawdy house offences by a provision that allowed the use of premises for the purposes of prostitution if such use were restricted to only one or two prostitutes.”¹¹⁸

In December 1985, the federal government, ignoring the Committee’s recommendations, introduced Bill C-49, replacing the soliciting law with the communicating law, now known as Section 213. As noted above, the change criminalized, “communication in a public place for the purposes of engaging in prostitution or of obtaining the services of a prostitute.”¹¹⁹

¹¹³ *Ibid.* at 37.

¹¹⁴ *Ibid.* at 37.

¹¹⁵ *Ibid.* at 38. This change eventually led to today’s communicating law.

¹¹⁶ *Ibid.* at 39. Various other reforms were enacted between 1978 and 1982 including a 1982 amendment to the *Criminal Code* that added a definition of ‘prostitute’ as “a person of either sex who engages in prostitution”. The procuring section was also rendered gender-neutral.

¹¹⁷ *Ibid.* at 40.

¹¹⁸ *Ibid.* at 41.

¹¹⁹ *Ibid.* at 41.

A number of federal government and parliamentary studies (1989, 1990) undertaken since the passage of the communicating law have concluded that “street prostitution was as prevalent as it had been before the enactment of C-49 in most of the cities studied” and that “the law was not meeting the objective of reducing the public nuisance problem, as its primary effect in most urban centres had been to move persons selling sexual services at the street level “from one downtown area to another.”¹²⁰ In 1992, the Federal/Provincial/Territorial Working Group decided against recommending a repeal of the law, “due to the divergent views of the people it met during its study and the lack of conclusive findings on alternative measures.”¹²¹

4.16 The contemporary debate on sex work in Canada

As the foregoing indicates, sex work/prostitution is a controversial issue in Canada with contrasting views held by many different Canadian organizations and institutions including sex worker organizations, political parties, religious organizations, law enforcement agencies, the legal community, feminist and women’s organizations as well as at a community and individual level. As it is beyond the scope of this paper to provide a comprehensive account of these issues, what follows is a brief summary of the current public debate on prostitution in Canada.

Increased violence and abuse of sex trade workers and increases in trafficking and sex tourism has sparked an interest in the decriminalization of the sex trade in Canada and around the world. Sex workers and their organizations have long argued that laws, policies and programs must be developed with a focus on ensuring the safety of women and girls involved in the sex industry (described by some as commercial sexual exploitation). The physical and sexual violence and the threat of assault and/or murder faced by women in the sex industry is not isolated to major urban centres, but rather occurs across all Canadian communities, including rural communities. In Canada, this debate has been sparked in part by the Missing Women’s Case which concerns the murders of 65 women sex industry workers in Vancouver during the 1990’s. The case left families of the victims and the broader community questioning whether the authorities acted responsibly to investigate longstanding reports of missing women. (See Vancouver below for further information).

¹²⁰ *Ibid.* at 44.

¹²¹ *Ibid.*

Advocacy for or against decriminalization of sex work now occurs across the country. Vancouver, Toronto, Montreal and Halifax all have sex worker advocacy and support services and these agencies have taken the position that decriminalization of sex work will increase worker safety, reduce marginalization and stigmatization and provide workers with access to labour and human rights. Advocates for decriminalization also include supportive local politicians, academics, social and health-based services. Opponents to full decriminalization – which is what sex worker advocacy groups seek -- either call for criminalization of only pimps and johns or for the abolition of prostitution. Opponents of ‘full decriminalization’ see sex work as a form of violence against women, rejecting the notion that sex work is a profession and holding that decriminalizing prostitution will not end violence against sex workers or their stigmatization. It is difficult to ascertain how the public views these issues, as there have been few efforts to sample public opinion on the issue. The single poll found on sex work issues revealed that 65 % of Canadians responding to an on-line poll supported the notion that Canada should legalize and regulate brothels.¹²²

4.17 Parliamentary Sub-Committee on Solicitation Laws

In November 2004, the House of Commons Standing Committee on Justice, Human Rights, Public Safety and Emergency Preparedness established a Sub-Committee on Solicitation Laws (SCSL), in part, as a result of public reaction to the Missing Women case. The Committee was meant to consider legislative approaches, and the question of what social and educational programs might best assist sex workers.

The Sub-committee released its final report in December 2006. After hearing the testimony from up to 300 witnesses at hearings held across Canada, the Committee acknowledged that “the status quo with respect to Canada’s laws dealing with prostitution is unacceptable, and that the laws that exist are unequally applied.”¹²³ The Committee agreed that “violence, discrimination

¹²² Globe and Mail, “Question: For the safety of all concerned, should Canada legalize and regulate brothels?” (January 23, 2007), on-line poll: web page link not available. Of the 42,953 votes cast: 65% (27,959) voted YES; 35% (14,994) voted NO.

¹²³ *The Challenge of Change* at 86. The Subcommittee also recommended that the federal government ensure that the commercial sexual exploitation of minors (under 18 years of age) remains a serious crime and that the problem of trafficking in persons remains a priority. It called for resources and training to ensure the punishment of those who sexually exploit children and youth and that trafficking victims are

and intimidation against individuals selling sexual services must never be tolerated.”¹²⁴ Other recommendations included those focused on the need for consistent enforcement, the importance of prevention and awareness efforts and ongoing research on the issue, and the need for services that meet the needs of sex workers and training for law enforcement and justice officials.

4.18 Government response to the Solicitation Committee

In response, the government states, “those involved in prostitution are at a significantly greater risk of abuse and exploitation,” and that “strong and consistent responses to this serious social problem are required.”¹²⁵ It concludes that, “[P]rostitution harms all of Canadian society, and Canadian women in particular”. In the end, however, the government took the position that it did not support any reforms, including decriminalization.¹²⁶

Following what decriminalization advocates considered the disappointing outcome of the parliamentary process, two challenges of Canada’s prostitution laws under the *Canadian Charter of Rights and Freedoms* were launched. In March, 2007 The Sex Professionals of Canada (SPOC), an Ontario-based sex worker rights organization, launched a *Charter* challenge of the *Criminal Code* provisions related to Canada’s solicitation laws.¹²⁷ SPOC argues the provisions are violations of Sections 7 (the right to life, liberty and security of the person) and Section 2(b) (freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication).¹²⁸

In August 2007, Vancouver’s Downtown Eastside Sex Workers United Against Violence (SWUAV), a non-profit society composed of active sex workers, initiated a second Charter

provided with adequate assistance and services, while traffickers are prosecuted.

¹²⁴ *Ibid.*

¹²⁵ Government of Canada, “Government Response to the Sixth Report of the Standing Committee on Justice and Human Rights, ‘The Challenge of Change: A Study of Canada’s Criminal Prostitution Laws’” (30 March 2007), online: Government of Canada <<http://www2.parl.gc.ca/HousePublications/Publication.aspx?Language=E&Mode=1&Parl=39&Ses=1&DocId=2822406&File=0>>.

¹²⁶ *Ibid.*

¹²⁷ D. Black, “Charter challenge on prostitution filed” *The Star* (21 Mar 2007), online: *The Star* <<http://www.thestar.com/News/article/194455>>.

challenge supported by the PIVOT Legal Society, an independent social justice law firm. One plaintiff in the case was a former sex worker with over 30 years of experience in Canada's sex trade. The challenge focuses on sex workers' constitutional rights to life, liberty and security of the person, their freedom of communication, and their right to equality and dignity, all of which are rights protected under sections 2(b), 7 and 15 of the Charter.¹²⁹ In December 2008, the B.C. Supreme Court ruled against the challenge finding that the "...plaintiffs did not have the legal right to initiate such a challenge, and that it must be brought by an individual, active sex worker."¹³⁰ The court rejected "...the plaintiffs' argument that the highly public nature of the court process effectively prohibits active sex workers from launching a challenge due to fears of arrest and retaliation, as well as social censure and discrimination against themselves and their families."¹³¹

In another Charter challenge, a B.C. resident arrested in a prostitution sting is also challenging the constitutionality of Canada's solicitation laws, in what's believed to be the first such case brought by a john. The individual was charged with communicating for the purposes of prostitution in May 2006 and upon his court appearance, told the B.C. Provincial Court that he planned to challenge the law on the grounds that it violates prostitutes' Charter rights by putting them at increased risk of violence.¹³²

4.19 The sex work industry in Canada

It is broadly agreed that the level of sex work and child sexual exploitation is growing in Canada. However, due to the illegal and socially marginalized status of paid sex work, accurate information on the incidence of sex work is difficult to obtain and/or verify. A Montreal-based organization, Sisyphé, states that the number of sex workers worldwide was estimated to be 40 million in 2001 with 75% of these individuals estimated to be between the ages of 13 and 25

¹²⁸ Sex Professionals of Canada, online: <<http://www.spoc.ca/>>. The challenged sections are: Sect. 210 prohibiting keeping of a bawdy-house (brothel), Sect. 212 procuring (pimping) and Sect. 213 prohibits communicating for the purpose of buying or selling sex. See Appendix 3 for the full provisions.

¹²⁹ Pivot Legal Society, "Sex work law reform: Constitution Challenge" (August 2007), online: Pivot Legal Society <<http://www.pivotlegal.org/Issues/sexwork2.html>>.

¹³⁰ Pivot Legal Society, "Sex worker charter challenge denied" (16 December 2008), online: Pivot Legal Society <<http://www.pivotlegal.org/Issues/sexwork2.html>>.

¹³¹ *Ibid.*

¹³² C. Skelton, "Lawyer for Maple Ridge john says he's fighting to make a safe environment for sex workers" *The Vancouver Sun* (4 October 2008), online: The Vancouver Sun <<http://www.canada.com/vancouversun/news/westcoastnews/story.html?id=f85d5d8b-d4e7-4b2f-a2b4-dc06e642acd8>>.

and with total revenues generated within the sex work industry estimated to be at \$72 billion annually.¹³³

As noted earlier in this report, sex work takes place in many different settings. Sex industry workers engage in sex work for a variety of reasons which include, but are not limited to: economic necessity, limited employment options due to low educational attainment and/or skills, drug addiction, a history of childhood sexual abuse and/or violence, high earning potential and chosen career. Those who engage in the sex industry are mainly adult women and juveniles.

Across Canada, there has been a steady increase in the “off-street” sex industry (escort services, massage parlours), which are widely seen as providing sexual services for money. These businesses are openly advertised and, typically, are required to obtain an operating/business license from municipal governments.¹³⁴ While police occasionally target such operations, the street level sex industry is more routinely policed. With the advent of the Internet, more and more sex workers are “working” on-line to arrange dates and it appears that many are now working out of their homes or rented locations.

4.20 Street-level sex work

As with other forms of sex work, on-street sex work takes place in virtually all Canadian communities. In comparison to off-street workers, street-level sex workers, sometimes known as “survival sex workers,” much more routinely deal with:¹³⁵

¹³³ Éleine Audet and Micheline Carrier, “Decriminalize prostituted women, not prostitution” *Sisyphes.org*, (30 November 2004), online: Sisyphes <<http://www.sisyphes.org>>. Sisyphes is one of many feminist organizations supporting the view that prostitution perpetuates exploitation of women and children while espousing the idea of decriminalizing sex workers but not prostitution. Sisyphes suggests that prostitution has become more lucrative than trafficking in weapons or drugs.

¹³⁴ In Victoria (population 325,755), 15 advertisements were listed in the 2005 yellow pages for escort services. In Vancouver, 75 escort services were listed. All advertisements were targeted to men with the majority noting that they were “Now Hiring.” Today, the venue of choice appears to be Craigslist, an Internet site that provides free local classifieds for a wide variety of services. On February 2, 2008, Craigslist entries for erotic services amounted to well over 1000 entries. Online: Craigslist <<http://vancouver.en.craigslist.ca/search/ers/?query=w4m&s=100>>.

¹³⁵ Prostitution Alternatives Counselling Education (PACE) Survival sex work, a term developed within the women’s sex worker movement, is said to occur when a woman lacks the opportunity to refuse sex work for reasons related, in part or in sum, to poverty, racism, lack of employment history and/or conventional employment skills, substance misuse and/or addiction, mental and/or physical disability and/or any other circumstance or combination of circumstances that results in a woman working in what otherwise would

- Constant attention from law enforcement agencies which, depending on the discretion of the individual officer, may or may not result in arrest;
- Continual violence or threats of violence from pimps and customers (johns);
- Far higher levels of occupational health problems including HIV/AIDS and addiction; and
- Overt and profound social stigma and exclusion.

With respect to the incidence of violence Vancouver's on-street sex workers confront daily, a survey of street level sex workers showed that 83.1% of respondents who worked on the street have been harassed, 44.5% have been threatened with a weapon, 45.8% were forced to have sex against their will and 30.3% were assaulted with a weapon.¹³⁶

While in some areas of the country, program and service supports recently have been developed to address sex worker health and safety issues, most have on-going operational funding issues. There have been few, if any, changes made to policing practices and/or within the criminal justice system, either in B.C. or across Canada, to protect women and youth from the violence, sexual predation and murder that is prevalent in the sex industry.

4.21 The sex work industry and Aboriginal women and girls

In Canada, Aboriginal women and girls are over-represented in some areas of the sex work industry. In Vancouver's Downtown Eastside (DTES), it is estimated that up to 50% of the women who work on the street are Aboriginal women. Aboriginal women constituted a majority of missing women from Vancouver's Downtown Eastside during the period of 1995-2000.

According to a 2004 Amnesty International (AI) report, undertaken in collaboration with the Native Women's Association of Canada (NWAC), "[U]nderstanding the true scale and nature of violence against Indigenous women is greatly hampered by a persistent lack of comprehensive reporting and statistical analysis."¹³⁷ The report notes that reports of violent crimes, including

be considered to be forced labour situation. In contrast, sex work is defined as the exchange of sexual services for remuneration where parties consent to and negotiate the details of the transaction.

¹³⁶ L. Cler-Cunningham and C. Christensen, "Violence against women in Vancouver's sex trade and the police response" (2001) PACE Society, online: PACE Society <http://24.85.225.7/PACE2/docs/pdf/PACE_Violence_Report.pdf>.

¹³⁷ Amnesty International, "Stolen Sisters: Discrimination and Violence Against Indigenous Women in Canada" (3 October 2004), online: Amnesty International

murder and missing persons, may be investigated by municipal police forces or the RCMP with none of these agencies necessarily recording the ethnicity of crime victims or missing persons when entering information into the Canadian Police Information Centre database. According to the Report, the NWAC estimates that the incidence of violence against Indigenous women that has come to light is likely only a part of the picture. The NWAC estimates that over the past 20 years, more than 500 Indigenous women may have been murdered or gone missing.¹³⁸ (See Appendix V: Summary of Sisters in Spirit Research on Missing Aboriginal Women In Canada.)

4.22 Domestic Trafficking: Aboriginal women and girls

According to NWAC, Aboriginal women and girls "... are driven into [domestic trafficking] by poverty and conditions on the reserve, sometimes by conditions of abuse. They are then sold throughout Canada. Basically their handlers start them in Vancouver. They work for them there for awhile, then they're sold to someone in Winnipeg and then to someone in Toronto and so on down the line as they get moved around the country."¹³⁹

In an October 2008 report to the United Nations, NWAC acknowledged that the Canadian government has been working with NWAC to address violence against Aboriginal women and girls, but that "Canada must do more to address the discrimination and systemic gendered racism that is the root cause of the widespread racialized, sexualized violence faced by Aboriginal women and girls."¹⁴⁰

NWAC states, "The effects of colonialism and discriminatory federal legislation and policies on Aboriginal women and girls have been severely negative and have weakened their role and

<<http://www.amnesty.org/en/library/info/AMR20/001/2004>>. NWAC is the national voice of Aboriginal women in Canada. Various documents on the NWAC website note that NWAC "is aware that the term "Aboriginal" refers to three distinct Indigenous peoples—First Nations, Métis and Inuit." Online: NWAC <<http://www.nwac-hq.org/>>.

¹³⁸ *Ibid.*

¹³⁹ *Turning Outrage*, *supra* note 80 at 19.

¹⁴⁰ Native Women's Association of Canada, *Report by the Native Women's Association of Canada on the occasion of the Review of the Sixth and Seventh Reports of Canada on its Compliance with the Convention on the Elimination of All Forms of Discrimination against Women* (October 2008) at 1. As noted earlier in this report, the federal government in 2005 awarded a \$5 million five-year grant to the Native Women's Association of Canada's (NWAC) Sisters in Spirit (SIS) initiative which is attempting to quantify the extent of violence against Aboriginal women, identify its root causes, and implement programs and services aimed at eliminating racialized and sexualized violence. Online: NWAC <<http://www.nwac-hq.org/en/index.html>>.

position in both Aboriginal and Canadian society. This degrading of Aboriginal women's role and responsibilities in society increases their vulnerability in a number of areas, including their vulnerability to being targeted for violence."¹⁴¹

The UN submission further states, "Aboriginal women are often targets of violence as a result of their perceived lower status – with these circumstances commonly described as racialized and/or sexualized violence. In these situations, the victims of violence are being targeted because of their sex and their Aboriginal identity. A growing body of research confirms that the combination of racist and sexist attitudes towards Aboriginal women and girls and the failure of the justice system to respond adequately to their needs has created and fuelled a unique pattern of violence from strangers or individuals only slightly known to them."¹⁴²

4.23 Recommendations call for action

The NWAC's report to the UN report concludes with recommendations central to the issue of domestic trafficking including:

- A national plan of action to provide increased access to emergency shelters and transitional housing, access to justice, enforcement of court and band protection orders and measures to address the over-representation of Aboriginal children in the child welfare system;
- Reforms to the way police handle and respond to missing persons complaints including taking greater care over concerns raised by family members when Aboriginal women do go missing.
- The full implementation of the recommendations contained in Amnesty International's Stolen Sisters report, which calls for the following:
 - The development of protocols for action on missing persons cases consistent with the specific risks to Indigenous women and girls;
 - Multi-year funding dedicated to providing shelters and counselling for Indigenous women and girls;
 - Expansion of advocacy programs for Indigenous women and girls who come in contact with the police and courts;
 - Independent civilian bodies empowered to investigate allegations of wrong doing by the police; and
 - Funding for comprehensive nationally based research on violence against Indigenous women including the creation of a national registry to collect and analyze information from all jurisdictions.¹⁴³

¹⁴¹ *Ibid.* at 2.

¹⁴² *Ibid.* at 3.

¹⁴³ *Ibid.* at 4.

4.24 The sex industry and male sex workers

Research on male sex workers is limited in contrast to studies on female sex workers. As with women and girls, the literature notes that many young males involved in the sex industry enter sex work because they felt forced to leave their home settings (either family or placement-based) to escape from physical, emotional and/or sexual abuse. Researchers also suggest that many males enter the sex trade for different reasons than females and that male sex workers enter the industry at a younger age. Some research on gay street youth shows that a majority of respondents had come from abusive home environments with other research showing that some adolescent males involved in prostitution exhibited homosexual preferences. Several studies suggest that some young males involved in prostitution had run away from home because of anti-homosexual/homophobic experiences involving family, friends and/or at school. In general, the literature shows that male and female sex workers have different experiences of violence with females most often suffering violence at the hands of customers and pimps, while male sex workers are most likely “to experience violence by homophobic onlookers who assault and/or rob them”¹⁴⁴

4.25 Canada: Under the Radar study

In a 2006 study, forty young men living in Vancouver and Victoria were interviewed on their experiences as male sex workers. One of the study’s major findings was that “we know very little about young men involved in the sexual exploitation trade.”¹⁴⁵ According to the study, researchers have “...have traditionally looked at these issues through a female lens.”¹⁴⁶ Some of the “discoveries” related to the young men studied in this research included that young men:

- Have comparable histories of sexual and physical abuse to young women;

¹⁴⁴ Department of Justice Canada, Research and Statistics Division, *Youth Involvement in Prostitution: A Literature Review and Annotated Bibliography* by Steven Bittle (Ottawa: Department of Justice Canada, 2002), online: Department of Justice Canada <http://canada.justice.gc.ca/eng/pi/rs/rep-rap/2001/rr01_13/rr01_13.pdf>.

¹⁴⁵ S. McIntyre, “Under the Radar: The Sexual Exploitation of Young Men - British Columbia Edition Executive Summary”, (2006) at 3, online: Hindsight Group <<http://www.hindsightgroup.com/BC%20Executive%20Summary%20Report.pdf>>.

¹⁴⁶ *Ibid.*

- Were gay, heterosexual and bisexual;
- Begin younger and work longer;
- Create a construct to be able to achieve a level of performance; and
- Have unique service needs different from young women, and fly under the radar of service providers.

Also noted is that “the connection between the street and drug use is longer and greater in young men,” and that running away from home “often triggers an entrance into the sexual exploitation trade.”¹⁴⁷

Some of the characteristics of the young men who were respondents for this research included that:

- Forty-three percent of this population are of Aboriginal heritage;
- Half had involvement with child welfare services;
- Close to 50% had completed high school;
- Eighty-eight percent had a history of running away;
- Seventy-eight percent had a history prior to the street of being sexually violated, and over three-quarters had been physically violated and witnessed aggression while growing up;
- Exiting the trade is a long process, usually attempted more than once; and
- Almost everyone has, and does, access HIV/STD testing.¹⁴⁸

4.26 Under the Radar Recommendations

- A public acknowledgment that both young men and women are being exploited in the sexual exploitation trade, and that exiting services be provided to both.
- That gender non-conformity training be provided to staff working with young men in the sexual exploitation trade and that such services provide young men with the opportunity to describe the services they need.
- Exiting services for young men should include access to detox and rehabilitation beds and, those exiting should be provided with safe, supportive living arrangements and assisted access to alternative employment.
- Prevention information that acknowledges that both genders may have experienced past sexual abuse be directed towards both young men and women.
- Current prevention, intervention and re-integration materials be revised to ensure such materials speak to the sexual exploitation of youth regardless of gender.
- That we pay closer attention to youth who are running away and recognize this behaviour as the early warning sign for possible entrance into the sexual exploitation trade for both genders.¹⁴⁹

¹⁴⁷ *Ibid.*

¹⁴⁸ *Ibid.*

¹⁴⁹ *Ibid.*

4.27 Male clients of female sex workers

Researchers broadly agree there is very little reliable information on issues related to the, “male demand aspect of the sex trade.”¹⁵⁰ The absence of research on male clients has been, “attributed to inadequate records providing information on the demand aspect of the trade (i.e., police have traditionally focused on the activities of prostitutes and their institutional records reflect this practice), and a general perception that “clients are unwilling to consent to interviews, and unlikely to respond to questionnaire surveys.”¹⁵¹

Existing research on these issues indicates, “men who purchase sex from prostitutes are interested in a ‘brief uncomplicated sexual encounter’ or they are searching for special sexual acts and they want to keep the ‘transactional nature of the interaction’ secret.”¹⁵² A Canadian study where the average age of clients sampled was 34 years, a majority were Canadian citizens and Caucasian, and most worked in blue-collar occupations.¹⁵³

Recent research undertaken in United States locations sought to:

- Assess the specific deterrent effect of arrest for patronizing a prostitute;
- Estimate the prevalence of clients overall and the subset of clients who are violent toward prostitutes;
- Compare clients with the general population of men in terms of demographics and geography; and
- Compare clients who are violent toward prostitute women with clients overall in terms of demographics, geography, and criminal histories.¹⁵⁴

The study notes that while previous research suggests that arrest doesn’t affect whether a client will re-offend, for the clients located in the core study area, “arrest reduced the likelihood of a subsequent arrest by approximately 70%.”¹⁵⁵ According to the study, “analyses of arrest data in

¹⁵⁰ Department of Justice Canada, Research and Statistics Division, *Youth Involvement in Prostitution: A Literature Review and Annotated Bibliography* by Steven Bittle (Ottawa: Department of Justice Canada, 2002), online: Department of Justice Canada <http://canada.justice.gc.ca/eng/pi/rs/rep-rap/2001/rr01_13/rr01_13.pdf>.

¹⁵¹ *Ibid.* at 25.

¹⁵² *Ibid.*

¹⁵³ *Ibid.*

¹⁵⁴ United States Department of Justice, *Clients of Prostitute Women: Deterrence, Prevalence, Characteristics, and Violence* by D. Brewer *et al.* (Rockville: National Criminal Justice Reference Service, 2007) at 1-8.

¹⁵⁵ *Ibid.* at 2. Reported as demographically and behaviorally similar to those in other studies, “In other areas of the US, arrest did not appear to displace a client’s patronizing.”

a variety of US locations indicated that about 2-3% of local male residents in large metropolitan areas in the US patronized local street prostitutes during observation periods of 2 to 5 years.” and further that “prevalence estimates were almost twice as large as those based on self-reports in the core study area.”¹⁵⁶

When comparing the clients with the general population of men in terms of demographics and geography, the study found:

- Young men were overrepresented among clients of prostitute women in US metropolitan communities, and they also accounted for a disproportionate number of heterosexual sexual partnerships nationally.
- Clients were much more likely to be Hispanic, somewhat more likely to be black, had substantially less education, were less likely to be married, and weighed a few pounds less on average than men in the general population, but clients did not deviate from the norm in terms of height.
- Clients also resided closer to their arrest locations and drove modestly newer vehicles, which were somewhat more likely to be cars, than expected for males in their communities.
- Clients who patronized street prostitutes had similar demographics and patronizing behaviour as those who patronized prostitutes only in off-street settings.¹⁵⁷

Examining data from a range of data sources, the study found, “2.7% of female homicide victims in the U.S. between 1982 and 2000 were prostitutes.” and noted that, “Prostitute women have the highest homicide victimization rate of any set of women ever studied.” and also found “most data sources substantially under-ascertained prostitute homicides.”¹⁵⁸ The study notes, “Prostitutes were killed primarily by clients, clients were killed mainly by prostitutes, and pimps were killed predominantly by pimps. Another conservative estimate suggests serial killers accounted for 35% of prostitute homicides.”¹⁵⁹

Of particular note is the finding, “prostitutes are an important source of intelligence on violent clients and that perpetrators caught with prostitutes’ assistance or known by prostitutes to be

¹⁵⁶ *Ibid.* The researchers noted, “We were unable to estimate the prevalence of clients who are violent toward prostitutes because the data we gathered for this aspect of the study were too incomplete for meaningful analysis.”

¹⁵⁷ *Ibid.* The researchers noted, “The disproportionately large representation of Hispanics among clients may be due to the unbalanced adult sex ratio in this ethnic group for the communities and time periods we examined. Such imbalances, coupled with the strong tendency toward racially and ethnically homophilous sexual partnerships in the US, likely reduced the availability of non-commercial sex partners for Hispanic men, and consequently diverted some to patronize prostitutes.”

¹⁵⁸ *Ibid.* at 7.

¹⁵⁹ *Ibid.* “Frequencies of recorded prostitute and client homicides increased substantially in the late 1980s and early 1990s. These trends may be linked to the rise of crack cocaine use.”

violent tended not to have had a violent or rape offence criminal history.”¹⁶⁰ Other findings included:

- Violent clients usually picked up their victims in the same areas where police arrested clients for patronizing.
- Cleared violent crimes against prostitutes involved long periods of time between the perpetrator’s (first) attack and his arrest (e.g., a median of almost 7 months for prostitute killers).
- Violent clients were much more likely to have a criminal history of violence, rape, and property offences, and substantially less likely to have a criminal history of miscellaneous other (non-violent, non-property, non-sex, non-patronizing) offences than controls.
- Men with a criminal history of violent and/or rape offences comprise a pool that would include 40% of prostitute killers (47% of serial prostitute killers).
- A significant number of clients arrested for patronizing had less money in their possession than the price they had agreed to pay for sex or carried weapons at the time of arrest, suggesting the potential for violence in clients’ interactions with prostitutes.¹⁶¹

4.28 Canada: The 2010 Winter Games

The Vancouver 2010 Winter Olympics will be the third Olympics hosted by Canada, and the first by the province of British Columbia. Previously, Canada was home to the 1976 Summer Olympics in Montreal and the 1988 Winter Olympics in Calgary.

The 2010 Federal Secretariat works with its Games partners to support “Canada’s Games” including Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC), the government of British Columbia, the cities of Vancouver and Whistler, the Canadian Olympic Committee and the Canadian Paralympic Committee and other federal departments and agencies.¹⁶² The Canadian government has allocated a total of \$1.35 billion (CAD) to cover Games’ costs associated with infrastructure and security, immigration and border services together with the Own the Podium initiative, the Olympic and Paralympic torch relays, opening ceremonies and celebration venues cost, international tourism as well as

¹⁶⁰ *Ibid.* at 10.

¹⁶¹ *Ibid.* at 9. The researched note difficulties in obtaining comparative data: “[m]ost objective, empirical offender profiles are summaries of offenders and their offences and thus lack a comparative basis. Without comparison to non-offenders, it is difficult to know how offenders differ from the general or other relevant reference population.” The researchers identify the development of relevant offender profiles as a critical need given that “[v]iolent crimes against prostitutes are difficult to solve and involve low clearance rates.”

¹⁶² Government of Canada, “Together in 2010: The Bid for Vancouver 2010” (undated), online: Government of Canada <<http://www.canada2010.gc.ca/101/cpj-bfv/010701-eng.cfm>>. The Secretariat is not responsible for Games security, which is the responsibility of the Coordinator for the 2010 Olympics and G8 Security. The authors of this report have not been able to contact officials from this office.

funding for First Nations legacies agreements and endowment legacies to support high-performance amateur sport and maintain Vancouver's Olympic venues.¹⁶³

In a late 2008 study that reviewed the effectiveness of the 2010 Federal Secretariat's efforts, federal government auditors concluded that, "based on the data collected for this study, there is limited evidence that all of the necessary stakeholders have been appropriately engaged in the risk identification and monitoring processes to date. If not addressed, this could have serious implications on the staging of the 2010 Winter Games."¹⁶⁴

4.29 Vancouver: Location: largest city in British Columbia, one of three largest in Canada, major west coast port, and temperate climate.

4.30 Political Regime: City governed by centre-left political coalition (VISION/COPE), Mayor Gregor Robertson, current council to serve over period of the 2010 Games.

Major issues: economy, infrastructure, and homelessness, 2010 Games. A growing controversy concerns the financing of the Olympic Village, which is still under construction while facing cost overruns and access to financing challenges. **Province** governed by centre-right coalition (Liberal Party of British Columbia,) Premier Gordon Campbell, second term - provincial election to be held May 2009. Major issues: economic downturn, resource sector downturn, carbon tax and homelessness. **Federal:** Conservative Party of Canada, minority government. Over the past decade, the provincial government and recent federal governments have reduced support for a range of social, health and federal economic development programs and have embraced tax reduction, de-regulation and privatization as approaches intended to improve national and provincial economic performance. Both levels of government have indicated they soon will undertake major financial commitments to combat the global economic downturn with such efforts expected to generate massive deficits (approx. \$30-40B federally)

4.31 Selected legislation and strategies at play in the 2010 environment

While federal *Criminal Code* provisions on trafficking and prostitution may impact victims of trafficking for sexual exploitation and those working as sex workers during the Games, other legislation and strategies may also play a role. The provincial government's Safe Streets Act

¹⁶³ Government of Canada, "Canada's Investments" (undated), online: Government of Canada <<http://www.canada2010.gc.ca/invsts/index-eng.cfm>>. See also A. Dowd, "Vancouver's 2010 security costs rise sharply," *Reuters* (19 February 2009), online: Reuters <<http://ca.reuters.com/article/sportsNews/idCATRE51J06W20090220?pageNumber=2&virtualBrandChannel=0>>.

¹⁶⁴ Canada, Office of the Chief Audit and Evaluation Executive, *Joint Audit and Formative Evaluation of the 2010 Olympic and Paralympic Winter Games Federal Secretariat*, (October 2008) at 6, online: <<http://www.pch.gc.ca/pgm/em-cr/assurnc/2008/index-eng.cfm>>.

(2004) and the City of Vancouver's Project Civil City represent actions that have generated concern in some quarters about government plans to increase monitoring and enforcement of street-level activities in the City of Vancouver during the 2010 Games. As well, the Vancouver Police Department (VPD) has developed 2009 goals and strategies that may have an impact on street-level sex workers and others in the Vancouver's Downtown Eastside and other city neighbourhoods.

4.32 The Safe Streets Act 2004

The Safe Streets Act created offences in two categories: aggressive solicitation and captive audience solicitation. Under the aggressive solicitation provisions, an individual who is pan-handling can be arrested if their behavior is deemed so aggressive that a person might fear for their safety (e.g. following someone, blocking someone's passage) Under captive audience solicitation provisions, aggressive solicitation is banned in situations where the individual being solicited for money is at a bus stop, an ATM (bank machine), or in a car at a stop light. Depending on the infringement, a person arrested under the Act can be fined anywhere from \$86 to \$115 dollars.¹⁶⁵ According to the province, "Panhandling that is not aggressive and is away from a captive audience location is not illegal under the Safe Street Act."¹⁶⁶ The Act remains in force until February 4, 2009.

The Act received strong support from the Safe Streets Coalition, made up of community and business groups while anti-poverty and civil rights organizations opposed the Act. The B.C. Civil Liberties Association opposed the legislation suggesting, "[I]t criminalizes behaviour that is the result of poverty, homelessness, and mental health issues rather than addressing the underlying causes of those issues and thus unfairly targets a vulnerable group of people."¹⁶⁷

4.33 Project Civil City 2007

Introduced in November 2007, Project Civil City is a City of Vancouver initiative aimed at

¹⁶⁵ British Columbia, Ministry of Attorney General, "Questions and Answers About the Safe Streets Act" (28 August 2007), online: Ministry of Attorney General <<http://www.ag.gov.bc.ca/safe-streets/QAs.htm#prohibited>>.

¹⁶⁶ *Ibid.*

¹⁶⁷ British Columbia Civil Liberties Association, News Release, "'Safe Streets' Bill Attacks Civil Liberties and Poor says Civil Rights Group" (12 May 2004), online: BC Civil Liberties Association <<http://www.bccla.org/pressreleases/04safestreets.htm>>.

developing, “a framework for action to address the issue of public disorder in the City of Vancouver.”¹⁶⁸ The project set “aggressive targets to reduce public disorder by dealing with issues such as open drug use, aggressive panhandling and noise infractions.”¹⁶⁹ The City committed to working with the community, “to find compassionate solutions to the root causes of poverty.”¹⁷⁰ The following targets were established under the project:

- Eliminate homelessness, with at least a 50% reduction by 2010;
- Eliminate the drug market on Vancouver’s streets, with at least a 50% reduction by 2010;
- Eliminate the incidence of aggressive panhandling with at least a 50% reduction by 2010.¹⁷¹

Civil City raised concerns from both the community and the police with one concern relating to the move to increase street-level enforcement by contracting with a private security firm.¹⁷² A group of elected officials representing Vancouver expressed concerns that the project would “target the most vulnerable in order to ‘clean up’ Vancouver for international scrutiny during the Olympics.”¹⁷³

4.34 Vancouver Police Department: 2009 goals and strategies

The Vancouver Police Department (VPD) 2009 Business Plan notes, “...we are faced with difficult street disorder and homelessness issues and are preparing for the challenges associated with policing a host city during the 2010 Olympic Winter Games.”¹⁷⁴ The Plan describes how the VPD will achieve its commitments, identifying seven strategic operational goals, one of which is “[T]o improve livability by reducing street disorder.”¹⁷⁵

Under the Plan, beat police will address activities that “contribute to urban decay, including aggressive panhandling, squeegeeing, graffiti, public fighting, open-air drug markets, unlicensed

¹⁶⁸ Letter from S. Sullivan, “Project Civil City: Letter from Mayor Sam Sullivan” (27 November 2006), online: Sam Sullivan <<http://www.samsullivan.ca/project-civil-city-letter.html>>.

¹⁶⁹ *Ibid.*

¹⁷⁰ *Ibid.*

¹⁷¹ *Ibid.*

¹⁷² “Rising crime rate shows crackdown is working, says Vancouver’s mayor” *CBC News* (18 January 2008), online: <<http://www.cbc.ca/canada/british-columbia/story/2008/01/18/bc-risingcrimeratesvancouver.html>>.

¹⁷³ Letter from Libby Davies *et al.*, “Civil City Slam” (March 2007), online: David Chudnowsky, MLA <<http://www.davidchudnowsky.bc.ca/reports/civil-city-slam.pdf>>.

¹⁷⁴ Vancouver Police Department, “Vancouver Police Department 2009 Annual Business Plan” (2009) at 3, online: City of Vancouver <<http://vancouver.ca/police/policeboard/agenda/2009/090121/8VPD2009BusPlan.pdf>>.

¹⁷⁵ *Ibid.* at 4.

street vending, the scavenger economy, and sleeping/camping in city parks and other public spaces.”¹⁷⁶ The strategy calls for an increase in ticketing for by-law infractions and will support those efforts by increasing “the number of members (officers) in the Downtown Eastside (DTES), and increasing the amount of time these members (officers) spend deterring disorder on the street (DTES).”¹⁷⁷

In a February 2009 letter addressed to Vancouver’s Chief of Police and Mayor, community organizations, many of which are located in the DTES, raised concerns about the potential impacts of the VPD strategies on residents. The letter states, “Our overall concern is that the planned activities will limit access to critical health services and will not achieve its desired goals.”¹⁷⁸ The letter adds, “We especially urge you to resist the temptation to clear the streets and parks of the Downtown Eastside of their longtime residents to address the imagined perceptions of the international community in 2010.”¹⁷⁹

4.35 Population: Vancouver: 2,249,725 (2007) BC pop: 10/01/08 4,405,534

4.36 Date of Games/Hallmark Event: Winter Olympic Games, February 2010

4.37 Mandate/Slogan of Event: “With glowing hearts” “Des plus brilliants exploits”

4.38 Cost of Games: TOTAL at February 2009: \$5 Billion (BC Auditor General)

Breakdown: Fed/Provincial: \$4.4B — represents all costs: venues, infrastructure (Canada Line, Vancouver Convention Centre, Sea to Sky Highway)¹⁸⁰ plus security costs currently

¹⁷⁶ *Ibid.* at 13.

¹⁷⁷ *Ibid.*

¹⁷⁸ M. Howell, “Police crackdown will increase HIV risk, say DTES groups” *Vancouver Courier* (16 February 2009), online: Vancouver Courier <<http://www2.canada.com/vancouvercourier/news/story.html?id=58a66791-b3c5-44b6-ae26-1a567d523902>>. The letter was signed by directors of AIDS Vancouver, B.C. Positive Women’s Network, Canadian HIV/AIDS Legal Network, Youthco AIDS Society, Asian Society for the Intervention of AIDS, B.C. Civil Liberties Association and B.C. Persons with AIDS Society. In 2008, Vancouver police issued 439 bylaw tickets in the Downtown Eastside for infractions related to illegal vending, panhandling and loitering offences, almost double the number of tickets issued in 2007.

¹⁷⁹ *Ibid.*

¹⁸⁰ J. Hunter, “Memories of family drive Campbell to keep these Games stitched together” *The Globe and Mail* (23 January 2009), online: The Globe and Mail <www.theglobeandmail.com/servlet/story/LAC.20090123.BCDISPATCH23/TPStory/National>. The above estimate is based on recommendations made by the B.C. Auditor General in 2003 and 2006 related to the total costs of the Games to the provincial government. See also letter from John Doyle, Auditor-General of British Columbia, to Bill Barisoff, Speaker of the Legislature (December 2008). The B.C. Auditor General speaks to the “. . . costs and risks to the Province associated with the 2010 Winter Games.” The Auditor General recommends that “. . . government expand its definition of Games-related costs to include all items that are reasonably attributable to hosting the 2010 Winter Games and report publicly on those costs and the risks associated with them.” In conclusion, the letter notes, “While costs have exceeded the original budget, on the whole, VANOC has done a good job managing the timely completion

budgeted at \$900M.¹⁸¹ **VANOC** \$1.6B revenue from domestic and international sponsorships, broadcasting rights, ticket sales. **Economic Impact:** The Games made a contribution to the Lower Mainland construction boom and are expected to increase tourism, in the long term. Macro-economic indicators from previous Games (Calgary and Atlanta) show, however, that even though the Games are a very large event, their economic impact is not significantly large to dramatically alter macroeconomic indicators.¹⁸² In other words, the Games will not provide any lasting economic stimulus to either the City or the Province. In support of the Games benefit to the current B.C. economy, which, like many other jurisdictions, is now confronting an economic down turn, the Premier of B.C. noted, "We're so fortunate to have the Games right now. They are putting about \$3- to \$4-million a day into our provincial economy at a time when we need that kind of investment."¹⁸³

4.39 Tier on U.S. State Department Anti-Trafficking Ranking:

Tier One. (Canada's ranking.) Asian victims tend to be trafficked more frequently to Vancouver and Western Canada.

4.40 Government of British Columbia: Trafficking in persons for sexual exploitation

In July 2007, B.C. established the Office to Combat Trafficking in Persons (OCTIP) under the Ministry of Public Safety and Solicitor General, the first office of its kind in Canada. OCTIP develops and coordinates B.C.'s response to human trafficking under the following goals:

- Reduce and prevent human trafficking
- Identify and protect trafficked persons
- Coordinate services for trafficked persons

of venue construction under their control."

¹⁸¹ A. Dowd, "Vancouver's 2010 security costs rise sharply" *Reuters* (19 February 2009), online: Reuters <<http://ca.reuters.com/article/sportsNews/idCATRE51J06W20090220?pageNumber=2&virtualBrandChannel=0>>.

¹⁸² State of Utah, "2002 Olympic Winter Games: Demographic and Fiscal Impacts" (Salt Lake City: Governor's Office of Planning and Budget, April 1998) at 1-6, online: State of Utah <<http://governor.utah.gov/dea/publications/06%20Winter%20Sports/2002%20Olympic%20Winter%20Games%20April%201998.pdf>>. Also, in light of the current recession, the provincial government is reviewing a 2002 estimate that suggested the Games would create a \$10.7 billion economic impact for the provincial economy. See D. Meissner, "Recession will take bite out of the Games, but outlook still positive, Hansen says" *The Globe and Mail* (5 March 2009) S3.

¹⁸³ J. Hunter, "Memories of family drive Campbell to keep these Games stitched together" *The Globe and Mail* (23 January 2009), online: The Globe and Mail <www.theglobeandmail.com/servlet/story/LAC.20090123.BCDISPATCH23/TPStory/National>.

- Contribute to national and international efforts, including prosecutions, to eliminate human trafficking

Currently, the provincial Ministry of Children and Family Development's Migrant Services Program provides care and protection to trafficked, resettled, and refugee children and youth. OCTIP is in the process of building a parallel service for adults as well as developing public education and awareness strategies on human trafficking and studying global anti-human-trafficking efforts to inform its programs and projects. The federal and provincial governments are collaborating with the Vancouver Police, the RCMP and VANOC to establish measures to prevent human trafficking at the 2010 Games with federal officials also working to include anti-trafficking measures into the Olympics' broader security plan.

4.41 Human Trafficking Cases in British Columbia

The first human trafficking charge in Canada was laid in 2004 against Vancouver businessman Michael Ng. Trafficking charges against Ng were dismissed for lack of evidence, but he was found guilty of human smuggling, keeping a common bawdy house and procuring and sentenced to 15 months in prison (April 2008).

In December 2006, a major police raid of 18 massage parlours across the Lower Mainland led to the arrests of 100 people on suspicion of human trafficking. The seventy-eight women apprehended were found to be in Canada legally either as citizens or permanent residents, but police still were concerned that they could have been exploited and used in the sex trade against their will.¹⁸⁴

4.42 Media: Trafficking and 2010

Public awareness of trafficking issues remains low, but debate related to 2010 and trafficking does occur. The majority of media reports feature anti-trafficking advocates speaking about their fears of an increase in women being trafficked to Vancouver for 2010. Many reference the initial 2006 World Cup trafficking estimates that have since been widely discredited, as evidence for their perspective. One media report does provide opposing views drawing evidence from

¹⁸⁴ The authors of this report are trying to determine the outcome of this case with respect to charges laid, court proceedings and sentencing.

reputable sources that confirm that there is no evidence for such claims.¹⁸⁵ Others suggest an immediate link between sport and sex work, as for example, this spokesperson for a religious organization: "We tend to discover that every time there is a major sporting event anywhere in the world, whether it is the Olympics or other kinds of games, women and children are brought in to those centres for the purpose of prostitution."¹⁸⁶ As Hennig notes, however, there is no evidence of such a link.¹⁸⁷

4.43 Sex Work Industry in Vancouver

As noted earlier, communicating for the purpose of prostitution, procuring and keeping a bawdy house (brothel) are federal offences in Canada. Currently, there is significant public debate on sex work in Vancouver, most of which is focused on the on-street workers who are estimated to represent 20 percent of the sex industry in Vancouver (and elsewhere). As in all locations across Canada, there has been a steady increase in Vancouver's 'off-street' sex industry (escort services, massage parlours, homes, bars, etc.) with much of that increase attributed to the growing use of the Internet to advertise sexual services. Traditional businesses (massage parlours, escort services) are openly and broadly advertised and, typically, are required to obtain an operating/business license from the City of Vancouver (as with other Lower Mainland municipalities). Sex workers using the Internet to advertise for clients typically work on an individual basis, either working out of their homes or using rented spaces. Comparatively little public attention is paid to inside work.

The City is home to a number of service, social justice and feminist organizations that work directly with and/or on behalf of local sex workers. These organizations have the support of many local academics and local, provincial and federal political representatives. Together these sectors undertake significant organizing related to the decriminalization of sex work, including an on-going Canadian Charter of Rights and Freedoms-based court challenge and efforts to

¹⁸⁵ J. Arthur, T. O'Doherty, "A 2010 deadline for prostitution" *Vancouver Sun* (6 December 2007), online: Vancouver Sun <<http://www2.canada.com/vancouver/news/editorial/story.html?id=a2f0a70a-8945-4dd1-8bda-71d2a4b3ce63&p=1>>.

¹⁸⁶ J. Lee, "Fears raised over human trafficking at 2010 Winter Olympics" *Vancouver Sun* (7 January 2009), online: Vancouver Sun <<http://www.vancouver.com/Sports/Fears+raised+over+human+trafficking+2010+Winter+Olympics/1152156/story.html>>.

¹⁸⁷ J. Hennig *et al*, "Trafficking in Human Beings and the 2006 World Cup in Germany" International

establish a sex worker-owned and operated cooperative brothel. There is also significant opposition to decriminalization and the proposed cooperative brothel from other feminist and some Aboriginal women's organizations, the police, religious groups, other academics and political representatives. Many of these organizations agree that sex workers should not be criminalized, but that buyers and procurers should be criminalized. It is thought that the level of attention on sex work in Vancouver is related, at least in part, to the Missing Women's case, which concerns the murders of 65 women sex industry workers who were murdered in Vancouver from 1978 to the late 1990's.

Stories of women disappearing from the Downtown Eastside emerged in the early 1980s, and by the 1990s, sex trade workers believed a serial killer was at work. Many relatives and friends of the victims, many of whom were Aboriginal, believed the authorities did not take seriously reports of the missing women because the women were sex workers and were therefore not considered worthy of attention. In February 2002, Robert William Pickton was arrested for the murders of seven of these missing sex workers. Subsequently, he was charged with additional murders bringing the final number of charges to 26 counts of first-degree murder. In December 2007, the jury convicted him of six counts of second-degree murder. He was sentenced to life in prison with no eligibility for parole for the maximum 25 years. Later in January 2008, Pickton appealed his original conviction. The Crown subsequently announced that, if the appeal were denied, he would not face trial on the remaining 20 charges, leaving many upset that he would not be tried for these murders. As of September 2007, Vancouver still had 39 unsolved cases of missing women and sex workers in the Downtown Eastside.¹⁸⁸

4.44 The 2010 Games: Social and political conditions

There is broad and enthusiastic public, corporate and political support for the 2010 Games. To ensure that Vancouver residents could voice an opinion on staging the Games, the City of Vancouver held a plebiscite in February 2002. A record 46 percent of voters turned out for the vote with sixty-four percent voting in support of Vancouver's participation in the Games.¹⁸⁹ As

Organization for Migration (September 2006) at 11.

¹⁸⁸ "Women still missing from Vancouver amid Pickton convictions" *CBC News* (9 December 2007), online: *CBC News* <<http://www.cbc.ca/canada/british-columbia/story/2007/12/09/bc-pickton2.html>>.

¹⁸⁹ Jay Makarenko, "2010 Vancouver Winter Olympics" *Maple Leaf Web* (1 January 2006), online: *Maple Leaf Web* <<http://www.mapleleafweb.com/features/2010-vancouver-winter-olympics#opposition>>.

with most Olympic Games, there are criticisms of the Games. Some completely oppose the Games while others attempt to work with governments and VANOC to ensure the Games address community needs.¹⁹⁰ Specifically, many voice concerns about the impact of the Games on inner-city residents who are said to have faced negative impacts from Expo 86, the City's first experience in hosting an international hallmark event.¹⁹¹

From the time Vancouver won the Games in July 2003, a series of 'unruly' protests at Games-related public events have generated concern. According to a media report, an organization called the Olympic Resistance Network has urged activists to come to Vancouver during the Olympics to protest against the Games. A spokesperson for one Vancouver-based anti-Olympics group that has organized past protests, said the group will not cooperate with authorities over Olympic demonstrations.¹⁹² "We don't want them to define what's legal and illegal(...)They simply say anything outside those zones is illegal, and that's a violation of our rights."¹⁹³

In the meantime, a Vernon, B.C. RCMP officer, seeking additional police officers for the Vernon detachment from the City of Vernon, has justified the increase by suggesting that the Vancouver police will undertake "quite an aggressive displacement" as they clean up the city in advance of the Games. According to reports, he said that other B.C. police detachments, including the Nanaimo police, are also concerned about homeless or transient criminals moving to their communities [as a result of 2010]. A Nanaimo police officer, however, discounted such concerns noting that they have not seen a significant increase in the transient population and that the Vancouver transients found in Nanaimo seldom indicate they have been "encouraged to leave Vancouver."¹⁹⁴

¹⁹⁰ Prior to Vancouver winning the Games bid, some opponents of the games worked with the 2010 Bid Committee to create an agreement known as the 2010 Winter Games Inner-City Inclusive Commitment Statement (ICI). The ICI's intent was to "...maximize the opportunities and mitigate potential impacts in Vancouver's inner-city neighbourhoods from hosting the 2010 Winter Games." For more information on the ICI, see *infra* note 202.

¹⁹¹ K. Olds, "Hallmark Events, Evictions and Housing Rights" in Antonio Azuela *et al*, eds., *Evictions and the Right to Housing* (Ottawa: International Development Research Centre, 1998) 1. According to Olds, the most dramatic Expo-related impact was related to housing displacement and evictions as between 1,000 to 1,500 residents in the downtown core were evicted from their single room occupancy residences as landlords converted hotels for tourist use.

¹⁹² *Ibid.*

¹⁹³ *Ibid.*

¹⁹⁴ "B.C. Mountie fears Vancouver's 2010 clean-up could soil other B.C...." *Canadian Press* (22 January 2009). RCMP Assistant Commissioner Bud Mercer, who commands the Games' Integrated Security Unit,

Most recently, media reports indicate that federal Olympic officials are highly concerned about the possibility of Games protests. In a rating that considered concerns ranging from “terrorist attacks to cost overruns to natural disasters, the one that looms largest for federal Olympic officials is the threat of local protesters.”¹⁹⁵ In its official business plan, the federal Olympic secretariat says, “Major events are a certain target for activist groups to protest at, and the 2010 Winter Olympics are no exception,” noting that, “such actions could have a negative impact on public interest in the Olympics.”¹⁹⁶

The article notes that while the RCMP has promised to consult with anti-Olympic activists to try to make arrangement for legal demonstrations during the Games, local anti-Olympic groups want nothing to do with the RCMP. One individual associated with past 2010 Games protests was quoted as saying, “Disruption (of 2010 events) has proved extremely successful”. Another stated that, “We expect to see a massive occupation of Vancouver during the Olympics.”¹⁹⁷

4.45 The Downtown Eastside

Vancouver’s Downtown Eastside is an economically deprived, inner-city neighbourhood with a high population of elderly and Aboriginal people and a 30-year history of severe economic and social problems. It is considered that most of Vancouver’s street-level sex workers live and work in the DTES. Current major neighbourhood problems include homelessness, overall deteriorating housing stock and conditions, drug addiction, HIV/AIDS, a significant level of drug and property-related criminal activity and violence against women, especially women working as street-level sex workers. Today, Vancouver has an estimated 2,000 homeless people living on the street or in emergency shelters on any given night.¹⁹⁸ This problem is not restricted to the

commented on this report and is quoted as responding: “I don’t agree with those comments, and I would actually suggest that they are wrong,” he said. “I know of no plan for the aggressive removal of homeless people from Vancouver, and I wouldn’t be part of any such plan. This is a free and democratic society ... and such a tactic would not be morally and ethically right.”

¹⁹⁵ R. Mickleburgh *et al*, “Protesters seen as likeliest disruption” *The Globe and Mail* (26 February 2009)

S1.

¹⁹⁶ *Ibid.*

¹⁹⁷ *Ibid.*

¹⁹⁸ Wendy Pedersen and Jean Swanson, “Backgrounder on housing and homelessness” (Vancouver: Carnegie Community Action Project, 7 May 2007), online: Waving or Drowning <http://miketodd.typepad.com/waving_or_drowning/files/ccap_background_on_housing_and_homelessness.pdf>.

DTES and is due to a number of factors, most significantly an acute lack of rental and subsidized housing and rent increases that price low-income residents out of the Vancouver rental market. Currently, the B.C. Government provides more than \$15 million annually to subsidize 5,466 units of social and supportive housing in the DTES and funds 10 permanent emergency shelters supporting 441 beds in Vancouver.¹⁹⁹ In November 2007, the province and the City of Vancouver announced that, supported by \$41 million in provincial government funding, they would expedite the approval of up to 1,200 new social and supportive housing units on 12 DTES city-owned sites.²⁰⁰ In the context of the 2010 Games, the DTES is seen by many as a neighbourhood that may provide tourists and the international media with a strongly negative impression of Vancouver, B.C. and Canada, which, in fact, matches the perception of many in Vancouver and the surrounding area. DTES residents, political organizations and services have all, to one degree or another, expressed concern about the potential treatment of residents during the Games with some, including residents, suggesting that the authorities may seek to conceal or displace residents in an effort to reduce the impact of negative perceptions of the neighbourhood.

4.46 Sustainability and the Olympic Games

Under the Olympic Charter, the International Olympic Committee – the owner of the Olympic Games – expects Games host organizing committees to identify and commit to social benefit goals and programs. An important document in this regard is the IOC's Agenda 21, which identifies three broad sustainability goals as follows:²⁰¹

- Improve socio-economic conditions in host communities
- Improve Games-based practices on environmental conservation
- Strengthen the inclusion of women, youth and Indigenous peoples in the Games

4.47 VANOC 2010 Implementation Documents

¹⁹⁹ BC Housing, Media Release, "Proposal to expedite new social and supportive housing" (7 November 2007), online: BC Housing <http://www.bchousing.org/news/news_releases/2007/11/07/20_0711071005-511>.

²⁰⁰ *Ibid.*

²⁰¹ International Olympic Committee, Sport and Environment Commission, "Agenda 21: Sport for sustainable development" (1999), online: International Olympic Committee <http://multimedia.olympic.org/pdf/en_report_300.pdf>. Agenda 21 was adopted by the IOC in June 1999 and subsequently endorsed by the entire Olympic Movement in October 1999. It is designed to "...pave the way to better socio-economic conditions, preservation of the environment and natural resources, and a more significant role for its members in sustainable development."

The Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC)) is responsible for planning and staging the 2010 Winter Games, a one-time event.²⁰² In organizing the Games, VANOC has established certain commitments through a number of documents (see below). The following documents identify VANOC's commitments to its partners and the community:

- 2002 - Multi-party Agreement for the 2010 Winter Olympic and Paralympic Games
- 2002-05 - A series of agreements between VANOC and the Four Host First Nations (FHFN)
- Inner-City Inclusive Commitment Statement*
- 2004 - Requirements as per federal and provincial environmental assessment (EA) legislation²⁰³

Sustainability Performance Objectives: VANOC has also established a set of six corporate-wide sustainability performance objectives. (See Appendix VI: VANOC 2010 Sustainability Performance Objectives)

4.48 The Inclusive Commitment Statement (ICI)

The Inclusive Commitment Statement (ICI) is the sustainability commitment most relevant to the social, economic and justice issues that disadvantaged groups may experience in the lead up to and during the 2010 Games.²⁰⁴ In brief, the ICI, which has been approved by VANOC and its government partners (federal, provincial and City of Vancouver), outlines the 2010 partners' goal in planning for and hosting of an inclusive Winter Olympics Games and Paralympic Winter Games. Its intent is to maximize the opportunities and mitigate potential impacts of the Games

²⁰² Vancouver Olympic Games Organizing Committee, "About us: Organizing Committee" (2009), online: Vancouver Olympic Games Organizing Committee <<http://www.vancouver2010.com/en/about-vanoc/-/32706/1vuijfb/index.html>>. In keeping with most Olympic Games' organizing committees, VANOC is structured as a private business corporation (registered in British Columbia). This means that, while VANOC may choose to provide the public with access to its planning and decision-making processes, it is under no obligation to do so. VANOC faces no requirement to open its affairs to public scrutiny and neither does VANOC have any direct accountability to the public. At best, the sustainable and other commitments VANOC undertakes make it accountable, to an uncertain degree, to the IOC, the Canadian Olympic Committee and its government partners. Typically when Olympic Games conclude, organizing committees disband leaving governments the sole parties responsible for any and all costs and issues that may arise as a result of the Games.

²⁰³ *Ibid.* See "Sponsors and Partners".

²⁰⁴ Vancouver Olympic Games Organizing Committee, "Social Inclusion and Responsibility Impact on Inner-City Communities: Inner-City Inclusive (ICI) Commitment Statement" (2009), online: Vancouver

in Vancouver's inner-city neighbourhoods (DTES). The ICI document identified specific commitments in the following areas: accessible games, affordable games events, affordable recreation and community sport including legacies for inner city neighbourhoods, business development, civil liberties and public safety, cultural activities, employment and training, environment, financial guarantees including committing to a comprehensive annual financial audit, health and social services, including housing and homelessness issues, input to decision-making, neighbourliness and transportation.²⁰⁵

The joint government/VANOC/community-based planning process to address the ICI commitments ceased when the provincial government halted the process in March 2006. While the province provided no public explanation for its decision, the government moved immediately after prominent media coverage of leaked ICI housing sector recommendations that called for a major increase in funding (\$1billion) for affordable and subsidized housing in the DTES and elsewhere in Vancouver prior to 2010. (See Appendix VII for full text of the Statement)

Olympic Games Organizing Committee <<http://www.vancouver2010.com/en/sustainability-and-aboriginal-parti/social-inclusion-and-responsibility/-/30822/hi=1/1d66sdz/index.html>>.
²⁰⁵ *Ibid.*

Section Five: Host City experiences: Highlights and findings

What follows is a summary and review of the collated responses gathered from a series of questionnaires developed to gain information from mega sport event host cities on the impacts of mega sport events on sex work and trafficking.

5.1 Data Collection Methods

The primary research took place in Vancouver British Columbia, where Frontline Consulting developed a baseline questionnaire which included a series of questions aimed to capture information on sex work and trafficking activity during hallmark events. A background document was created to increase the informed consent of participants. This background document includes information on the funding body (The Sex Industry Worker Safety Action Group (SIWSAG), the purpose of the study, benefits and risks to participation, and the interview process and confidentiality. Among the Olympic host cities identified, the ten selected to contribute to this study included: Salt Lake City, Turin, Athens, Sydney, Atlanta, Germany, Calgary, Montreal, the United Kingdom and Vancouver. A list of contacts within law enforcement, community groups, municipal governments and national bodies was created through an Internet search for contact information. Researchers contacted government, law enforcement, community groups and individuals internationally, inviting them to participate in this research study by phone or via email correspondence. Among the international invitees, follow-up phone calls were made to most locations. Additionally, a follow-up email was sent to all contacts encouraging them to complete the questionnaire or send their insights and recommendations to be included in the study. Within Vancouver, community groups, law enforcement, the Federal and Provincial governments' anti-trafficking offices and the City of Vancouver were invited to participate in an in-person interview or a phone interview and also given the option to email their completed questionnaire.

As a result of the timing of hallmark events in host cities, two sets of questionnaires were developed: one for locations that have had their Olympic event and one for locations such as Vancouver and London, England, which are in the preparatory stages. Due to the qualitative nature of the data, primary data from respondents was compiled and themed by applying Grounded Theory principles, where common themes emerging from responses were

summarized to arrive at insights that were used to inform project recommendations.²⁰⁶ Additionally, not all stakeholders were asked or responded to all questions related to each theme. Some respondents chose to centre the bulk of their responses in the theme related to the political landscape during their event and others expounded on the theme related to advice and recommendations to Vancouver stakeholders.

Three of the ten international host cities responded to the request to complete the questionnaire and a large number of others directed researchers to government reports on trafficking and sex work. Some locations indicated that they were unable to answer our questions because they are in the planning stage of their event (in the case of the United Kingdom) or that they did not have enough information to respond as data and individuals active during their hallmark event were no longer available or accessible. The data pertaining to all sections contained in this study were collected using these methods, which yielded a wealth of information. In addition, researchers reviewed 200 websites as well as 88 academically reviewed journals, 35 government reports and approximately 90 media articles in a quest to find information related to the projects topics. Sources were selected for inclusion based on subject relevance in topic areas: sex work, prostitution, hallmark events, mega sporting events, trafficking, Olympics and migration.

Forty-seven individual departments, organizations and enforcement bodies were invited to participate via electronic mail-out and telephone interview data collection methods. Twenty responses were received and of those 15 completed a questionnaire or offered substantial feedback in areas they were able to speak to. Most of these were community organizations working on related issues. This represents 32% of all those contacted. This level of response is typical as Palys (2003) notes that in person, face-to-face interviews can generate a response rate of between 80 and 90%, however impersonal mail-out methods can yield response rates of 10% to 40%²⁰⁷.

Finally, although this stage of the project was not intended to collect data directly from sex industry workers, some workers did respond to the questionnaire. Where sex worker responses

²⁰⁶ Alan Bryman and James Teevan, *Social Research Methods*, Canadian Edition (Don Mills: Oxford University Press Canada, 2005) at 383 (Grounded Theory is an approach to the analysis of qualitative data that aims to generate theory out of research data by achieving a close fit between the two).

are available they are privileged by preceding the responses of all other groups as a show of respect for their direct lived experiences in the sex industry.

5.2 Summary of Responses

Sex workers, community organizations, law enforcement and governments were asked a series of questions related to their operations during or leading up to hallmark events, as well as their strategies, best practices and advice to Vancouver stakeholders in preparation for the 2010 Olympic Games.

Responses are as follows:

Theme One: Respondents were asked if they or their organization operated during a past hallmark event

Sex workers:

- Indicated that they worked through the Sydney Games.

Community Organizations:

Vancouver:

- Only one local Vancouver organization of those responding was operating during Expo 1986. This group states that there was discussion about 'red light districts' by the city and that this group protested these strategies.

International Community Groups and Sex Worker Run Organizations:

- State that they were operating during the Calgary Games and noted that there were many runaways during 1986, which led to the opening of a homeless shelter. In relation to the Calgary Olympics (1988), their organization also operated during the City of Calgary's 'clean the core' initiative aimed to eliminate undesirables the city's downtown core.
- The Sex Workers Outreach Project (SWOP) in Sydney, Australia state that they operated during their Games and note that there was no increase in trafficking reported by their multicultural outreach team.

Law Enforcement:

Other Police Departments:

- Montreal law enforcement indicates that the city's Summer Games occurred in 1976, more than 32 years ago and they have not retained any data from that time; however, they are able to share best practices about their experiences with prostitution.

²⁰⁷ Ted Palys, *Research Decisions: Quantitative and Qualitative Perspectives*, 3rd Ed. (Toronto: Thompson Canada, 2003).

- Sydney law enforcement state that during the 2004 Games police, health and local councils worked together to ensure that brothels operated in accordance with their legislation, as prostitution is not an offence.

Theme Two: Respondents were asked if they were aware of any major legal, political, social or economic factors that preceded their hallmark event or that would have an impact on the upcoming Vancouver 2010 Games.

Sex Workers:

- Vancouver-based sex worker states that sex work is criminalized which leads to ‘street sweeps’ during the Games and further isolation of sex workers. Also that homelessness and cuts to women’s programs and advocacy groups will reduce their availability to the sex workers who rely on them. Further that millions of dollars has been provided to construct the Olympic Village, yet poverty, addiction, HIV, and mental illness persists.

Quote: Sex workers have been complaining about the police doing sweeps on stroll, possibly due to complaints from the community, but also possibly as the beginning of police trying to abolish outdoor sex work within city limits for the Olympics...I heard the Olympic Village in Sydney became a ghost town after the Olympics was over.

-Vancouver-based sex industry worker

Community Groups:

Local Vancouver community Groups:

- Noted that there is a major promotion of prostitution taking place in Vancouver because of the ‘Sub-committee on solicitation laws’ led by a local Member of Parliament. Also that the mainstream Vancouver media supports the legalization of prostitution.
- State that attention to issues of trafficking and sex work could make targets of individuals of specific ethnic groups as law enforcement in off-street venues target specific minority groups.
- Highlight that changes to the economy will affect sex work in that some customers may seek ‘less expensive’ services and workers may not make the money that they are accustomed to making, and this will affect their ability to survive.
- Identify that the 2010 Games may bring increased enforcement of laws such as jaywalking or loitering.
- Express that investment in housing may reduce the numbers of homeless and may provide housing to sex workers but will not address their need to earn money.
- State that the recession will have a great impact on funding for non-profit groups before, during and after the 2010 Games.

Quote: All of these forces are promoting the legalization of the buying and selling of women’s bodies in the name of ‘safety’ while promoting and preparing to offer up male tourists women’s and children’s bodies.

-A Vancouver-based Community Group

International Community Groups and Sex Worker Run Organizations:

- Share that their legislative environment has decriminalized sex work and there exists some enforcement of local offences of sex workers or clients soliciting near schools, churches and hospitals, but that these laws are rarely used.
- Also share that during their annual mega-event, law enforcement conducts 'massive sweeps', arresting drug addicted people, sex workers, poor people, jaywalkers and the homeless.

Quote: People were targeted for arrest. They scattered or were arrested. They charged anybody who didn't look right. The city also decided that there would be no more social programs in the downtown core.

-A Calgary Community Organization

Law Enforcement:

Local

- Vancouver has elected a new Mayor and it is possible that new laws and bylaws may come into effect.
- Various stakeholders will continue dialogue and communicate on issues that affect the community.
- Due to the economic crisis, purchasing activities of sex buyers may change.

Other Police Departments:

- Montreal law enforcement state that prostitution generates harms to residents, including public sex acts, condoms and needles. Additionally that the local economy has been affected by prostitution as property values diminish and businesses lose customers in high-crime areas.
- Sydney law enforcement share that there was no increase or decrease in soliciting charges during their 2004 Games and further that crime was low in all categories. Additionally, street prostitution is prohibited around public dwellings, churches and schools and soliciting activities in these areas was addressed through local enforcement.

Theme Three: Respondents were asked if they had provided or planned to provide information sessions, public forums or any public sessions in relation to their hallmark event.

Sex Workers:

- Vancouver-based sex workers state that they are working on producing health and safety guides and will attend public session on issues related to the 2010 Games.

Quote: There's also concern that increased public and political attention around trafficking issues is driving a need to 'hunt' for trafficking victims (whether it serves the individuals involved or not) in order to demonstrate to the public that something is being done.

-A Vancouver-based Community Group

Community Groups:

Local:

- State that they hold and attend many forums and plan to continue to do so.
- Local groups also indicate that they will hold sessions for sex workers to support them in keeping safe and to respond to the activities of police and security companies who may penalize workers for the work they do.
- Groups state that they will continue to lobby for housing, supports and civil liberties as they have been since Vancouver won the bid.
- Groups note that they want to develop a media kit to shape the messaging around issues that affect sex industry workers.
- Some groups shared that they are experiencing staffing shortages and lack the time to plan events or participate in public sessions.

Quote: Women working on the Internet may have to leave the inside and come back to the street

- Vancouver Police Officer

Theme Four: Respondents were asked if they work directly with sex workers, victims of trafficking or comparable communities

Community Groups:

Local Vancouver Groups:

- All respondent groups worked directly with sex industry workers.
- Operate 24 hour rape crisis and transitional housing for battered women and their children.
- Groups also provide ESL supports and assistance to trafficked individuals and immigrant and migrant sex workers.
- Groups also implement programs to meet the health and safety needs of survival sex workers.

International Community Groups and Sex Worker Run Organizations:

- Provides housing and outreach services to adults in the sex industry and street youth.

Law Enforcement:

Local:

- Vice unit within the Special Investigations Unit has a number of investigators who work on issues related to incidents in prostitution and pornography. This unit includes an officer dedicated to trafficking issues and the sexual exploitation of children and youth. Additionally, this police department has a Sex Industry Liaison Officer who works specifically with women, men and transgendered individuals on projects and ongoing relationship building.
- Officer notes that current practices support treating sex workers as victims and supporting youth in accessing available resources rather than arresting them.

- The police department also works with various sex worker organizations in developing exit strategies for sex industry workers and also work on national strategies with the RCMP to combat trafficking.

Other Police Departments

- Montreal police work directly with residents and sex worker organizations, seeing this approach as a best practice.

Theme Five: Respondents were asked if their governments provided or plan to provide training related to legislation on sex work, trafficking or violence against sex workers

Community Groups:

Local:

- Groups indicated that they were not aware of any government program that provided training.
- One group interpreted 'government' as their Board of Directors, stating that there was violence prevention training available to their clients.
- Another group shared that government has worked closely with their organization, supporting anti-violence initiatives and specific programs to keep sex workers safe.
- Local groups highlight that governments support their development of materials to educate the community and their constituents.

National and International Community Groups

- Groups stated that there were no training opportunities that they knew of from their local or national governments.

Theme Six: Respondents were asked if their organization provided training related to sex work, trafficking and violence against sex industry workers.

Community Groups:

Local:

- All but one Vancouver-based group stated that they provide workshops on various issues including: immigration, sex work, trafficking, and sessions on how to work respectfully with immigrant groups.
- One group stated that their educational work consists of publishing a sheet that identifies violent individuals and create learning opportunities for sex workers aimed to support their employment and reduce their reliance on sex work.

Law Enforcement:

Local:

- Law enforcement participants stated that their training of police recruits is inclusive of the sex industry community. Also that training on sex work and trafficking is provided to new officers in addition to Internet exploitation training.

Theme Seven: Respondents were asked if they sought or obtained any funding related to addressing sex work, trafficking, and/or health and safety in relation to their past or anticipated hallmark event.

Community Groups:

Local:

- All but one community group answered 'yes' to this question. Others indicated what they would do if such funding was available to them.
- If funding was available some groups would increase their staffing levels to include staff specific to violence prevention and to increase public awareness on decriminalization, trafficking and to encourage harm reduction approaches.
- Groups indicated that they would apply funds toward outreach and support and organize a public event on trafficking issues.
- Groups also noted that funds would be used to carry on their services regardless of the Games.
- One group stated that they received funds to develop a report on the impact of mega-events and sex work communities.

International Community Groups and Sex Worker Run Organizations:

- Groups had not received any funding in relation to hallmark events.

Theme Eight: Respondents were asked if government or law enforcement liaised with their organizations regarding support for the needs of sex workers or victims of trafficking.

Community Groups:

Local Groups:

- Some local groups indicated that they do work closely with government through their local Member of Parliament and with the Office to Combat Trafficking in Persons.
- Other groups state that they do not work closely with law enforcement and that they have concerns with law enforcement liaising with organizations as they do not work from a sex workers' rights perspective.
- Some respondents indicated that they were interested in liaising with law enforcement to implement sensitivity training as relations between police and sex workers are crucial for the support of sex workers and trafficked persons.

Quote: RCMP raids may have resulted in the closure of at least four massage parlours that we previously provided outreach services to, and it is safe to assume that these parlours (and the women in them) may have gone further underground to avoid scrutiny.

-A Vancouver Community Organization

Law Enforcement:

Local:

- The police department has a Sex Industry Liaison officer that works directly with sex worker organizations. Also, law enforcement sits on various committees and works directly with community stakeholders in developing programming.

Theme Nine: Participants were asked if their organization had or will change any policies or practices in relation to their hallmark event.

Community Groups:

Local:

- Groups expressed that they had not yet decided on specific activities, but are sensitive to a potential flux in demand on their organizations.
- One group noted that they would like to contribute to discussions around the 2010 Games as sex work and trafficking have been conflated and this will have an impact on immigrant and migrant sex workers.
- Organizations also noted that they intend to spend more time to ensure that sex workers are aware of their rights in preparation for increased police activity in particular areas of the city.
- Other services noted that they would have to increase their hours of service
- Groups also noted that their practices, policies and activities will change to include keeping women safe from enforcement measures.
- One organization stated that they will continue to provide legal services to sex workers for free.

Quote: Just because an Asian woman works in sex work, it does not automatically mean she is a trafficking victim... a single Asian woman travelling to Canada does not mean she is intending to work as a sex worker.

-Vancouver Community Organization

Law Enforcement:

Local:

- Officers state that there will be some temporary shifts in service to prioritize public safety issues during the Games. These may include restricting annual leaves so that the maximum number of officers are available to respond to incidents.
- The mandate of the Vice Department continues as usual.
- As law enforcement participates with community groups in planning for the 2010 Games, strategies that include law enforcement will emerge out of this partnership.

Theme Ten: Respondents were asked if they had observed any changes in regards to sex worker personal safety, access to health services or working conditions during a hallmark event.

Sex Workers:

International:

- In relation to client base, tourists made up the majority as locals tended to leave the area and rent their homes out to tourists.
- Tourists during our event needed to be enticed to use condoms as they were not exposed to our condom use practices.
- A sex worker stated that Irish and British men who were backpacking sports fans sought out street-based workers.
- A sex worker stated that there were no Olympic related “Ugly Mugs” (Violent date reports), in spite of their 24-hour hotline and there was no increase in reports to police as customers were well behaved during their event.
- Regarding enforcement, a sex worker stated that the police were occupied displacing the industry and were less responsive to robberies of sex workers and other violations.
- A sex worker highlights police harassment as the central reason why she had to change her operating practices as street level ‘move on notices’ and legislation was used to displace the sex industry despite a decriminalized environment.
- In relation to the media, a sex worker stated that there was increased public attention and interest in her working location because sex work is legal.
- Stories about increases in sex workers and trafficking did not materialize.
- A sex worker outreach program increased their services in response to media articles anticipating an increase in sex workers during their hallmark event, however, there was no increase in demand for their services and very few calls received on their free hotline.
- A worker stated that the city was quiet during the hallmark event and it appeared like the city had “dozed off.”

Community Groups:

Local:

- Groups anticipate the lack of housing will lead to limited choices for sex workers. Additionally, inadequate welfare rates create poor nutrition and reduce options for survival workers.
- Groups noted non-profits struggle to secure funding and the workload of frontline services has increased.
- Groups noted stigma, violence and isolation are currently increasing as hotels implement ‘no guest’ policies and that more sex workers are becoming survival sex workers.
- Some groups are hopeful that current services for sex workers will expand and increase.

Quote: We are fighting for large scale legal changes which will benefit sex workers before and after the Games, and will benefit all sex workers across the country.

-Vancouver Community Group

Law Enforcement:

Local:

- An officer highlights that housing, stigma and addictions continue to be issues faced by sex workers and that transgender and male sex workers have additional challenges in finding services and support within women-centered organizations.
- Another officer states that they have not seen an increase in escort services, but that the number of women working on street has increased.
- It is difficult to determine the numbers of sex workers working through online advertisements and outcall services.

Quote: Many of the women tell me that they would feel safer if they had proper housing.
-A Vancouver Police Officer

Theme Eleven: Respondents were asked how well they feel their strategies work in addressing issues of safety for the public, sex industry workers and trafficking victims.

Sex Workers:

Local:

- Sex workers stated that strategies do not address media stereotypes of workers or the increases in violence due to confusing legislation and stigma.
- Sex workers experience a fear of criminalization when reporting violence and have a general mistrust of law enforcement.

Community Groups:

Local:

- One group expressed that they work on issues of safety for trafficked and prostituted women on a weekly basis through the media and also work in collaboration with other women's groups to end prostitution, provide housing and supports for women who have exited prostitution
- Another group states that their current strategies would be more effective if they were able to publicly clarify experiences in sex work and dispel myths and assumptions related to trafficking as negative stereotypes are reinforced to the public.
- A group suggested that their strategies would be more effective if they continue to inform sex workers of their rights and reduce the targeting and intimidation sex workers experience.
- Local groups indicated that in relation to trafficking, their strategies are directed by those with lived experience and that they work to provide victims with support, information and options through community partners. They state this ensures that trafficked individuals decide on a course of action that is safest for them.

- Another group stated that their strategies to address safety include providing a safe place of respite for sex industry workers, outreach services and other strategies that contain mixed approaches to deal with complex issues and these strategies are working effectively for sex workers.
- One organization states that their campaigns work specifically to increase safety for sex workers and trafficked sex workers and that these activities improve safety for the whole community.

Law Enforcement:

Local:

- An officer states that the Sex Industry Worker Safety Action Group (SIWSAG) will provide the best opportunity to develop creative strategies for all involved.
- Another officer states that police work is victim-centered and their goals are to arrest pimps, johns and traffickers.

Quote: Our strategies work because we do not arrest the women working – it makes it easier on them – it’s a softer relationship. The pimps and johns are our target.

-A Vancouver Police Officer

Theme Twelve: Respondents were asked if they intended to conduct an evaluation of their activities/services, during or following the 2010 Games

Sex Workers:

Local Workers:

- Workers stated that there is a large amount of research on the health and safety needs of sex workers and government has not chosen to act on recommendations; instead strategies criminalize them.

Community Groups:

Local Groups

- Some groups indicated that they conduct ongoing evaluations of their services among those that utilize them. Also that they have set goals toward constant improvement and prioritize the feedback of their service users.
- Others stated that they were not sure if they will be conducting program evaluations specifically related to operations during the 2010 event.

Law Enforcement:

- One officer stated that department evaluations will take place.

Theme Thirteen: Respondents were asked what advice or recommendations they would like to make to Vancouver stakeholders in preparation for the 2010 Games.

Sex Workers:

International:

- Workers recommend that sex worker organizations become resourced to provide condoms.
- Not to allow trafficking organizations to exaggerate working conditions or numbers of individuals working in the sex industry as these organizations tend to misrepresent conditions in the sex industry.
- Also that Vancouver should fund organizations that are made up of sex workers and not sex worker “helpers.”

Local:

- Hold VANOC, the province and the federal government accountable for promises related to housing.
- Address where statistics pertaining to sex workers originate and educate the media around the issues that the stereotyping of sex work causes, examining campaigns that can influence public opinion.
- Give amnesty to street-level sex workers who are working during the 2010 Games to mitigate potential violence against them.

Community Groups:

Local:

- Involve sex workers and sex worker organizations.
- Research decriminalization and address public concerns as well as the benefits of decriminalized environments on health and safety.
- Increase sensitivity training for law enforcement as a mechanism to build trust around violent date reporting for all workers within the on-street and off- street sex industry.
- Recognize that trafficking is not the same as sex work and work to ensure that anti-trafficking measures are not grounded in racist assumptions about immigrant groups.
- The ‘raid and rescue’ strategy implemented to address trafficking causes more trauma to stigmatized groups.
- Gather information about the effects of anti-trafficking strategies that are based in evidence, for example the Global Alliance Against Traffic in Women (GAATW) report entitled: Collateral Damage.
- Learn from what happened in Germany as statistics on an influx in sex workers were exaggerated and community stakeholders started a coordinated public education campaign two years in advance of their event.
- Educate and inform government and law enforcement of the nuances within trafficking - that not all trafficked persons identify themselves as victims.

- Legislation must allow for shelter and support for potential victims and provide them with information related to supports.
- Law enforcement need to provide potential victims with information about their rights in their own language and house individuals in safe housing and not incarcerate and isolate them.
- Resources should be provided to organizations that serve as first contact for victims.
- Further education of government is needed to ensure that trafficking victims also include labourers and that Canada needs to expand the dialogue on trafficking to include other groups exploited within the global labour market.

Quote: Reducing public 'nuisance' (in other words, keeping sex workers out of public view) is not a priority because it may not be in the interest of sex workers to work in areas that are out of public view.

-A Vancouver Community Group

International Community Groups and Sex Worker Run Organizations:

- Establish as many safe houses during the Olympics that Canadian human rights and health policies will support so that sex workers can set up safe working environments.
- Institute amnesty against the criminal charging of sex workers.
- Train a specialized set of police officers that will work to respond specifically to calls from sex industry workers and who will pursue perpetrators of violence against workers.
- Create public awareness campaigns that target violent perpetrators, sending the message that they will not get away with harming sex workers.
- Use the 2010 Games as an opportunity to highlight the human rights of sex workers.
- Adequately fund all support services including shelters, and drug and alcohol care programs that work to reduce reliance on the sex industry for drug addicted workers and fully support those who want to exit the sex industry and stop using drugs.
- Enhance all organizations that work directly with sex workers to ensure that there are adequate outreach services and that information about violent predators is available to sex workers immediately - day and night via "Ugly Mug" (violent date) sheets.

Law Enforcement:

Local:

- Leave law enforcement to do their job.
- Strategies are being developed in collaboration with VANOC and security agencies.
- Identify and coordinate services with like-minded agencies and create an action plan involving services that are mandated to respond to incidents such as the Fire Department, police, ambulance and government agencies.

Other Police Departments:

- Develop on-going information-sharing and communication with sex worker organizations and collaborate on strategies to combat aggression and sexual assault.
- Monthly bulletins provided by a sex worker-run organization support our investigations against those who are violent toward sex workers.

Theme Fourteen: Respondents were asked if they were aware of any research on issues specific to sex work, trafficking and mega sport events.

Respondents:

- One participant stated that they had read studies available through the Coalition of Trafficking in Women that indicates an increase in trafficking in women and children and an increase in sex worker-reported violence during mega events.
- Suggested that Vancouver stakeholders read *Collateral Damage* and other work produced by the Global Alliance Against Traffic in Women.
- Suggested work by Teela Sanders and Fran Shaver who are cited as progressive researchers who work from sex workers' rights perspective.
- Recommended that stakeholders read *The Natashas* by Victor Malarek and *Selling Olga* by Louisa Waugh.
- Some recommended reading work done by PAYOTE in Sweden, regarding the negative findings associated with decriminalization.
- The work of Perrin and Mobina Jaffer was also recommended.
- Additionally, the Cyclops project to combat street solicitation and harassment was recommended as this project was created in partnership with police and residents in Montreal. This award winning project produced a tool for communities which contacts buyers of sex. The report indicates a recidivism rate of 1.6%.
- Also recommended reading, *Soldiers of the Fields: The Bracero Program* by Gilbert G. Gonzalez and Vivian Price.

5.3 Highlights of Participant Responses

Overall, respondents shared their insights and advice for Vancouver community planning for the 2010 Games. Of particular importance were concerns about the impact of law enforcement activities during past events from host city contributors and concerns from local stakeholders regarding the lack of resources for operations. Given that the issues at play -- homelessness, poverty, sex work, migration and trafficking -- can encourage notions about what is 'best' for people, local stakeholders expressed concern that identified solutions may not respect their realities. Such solutions would have negative effects on the health and safety of sex industry workers and trafficking victims and also reduce their willingness to access services. Three community groups indicated that they were in operation during a hallmark event, sharing their

experiences of increased enforcement, and attempts to create red-light districts or otherwise move or displace those deemed 'undesirable.'

Respondents identified the criminalized or highly monitored nature of sex industry work and workers, noting that attempts to make Vancouver more welcoming to tourists may include moving sex industry workers outside of city limits. Respondents suggest this has been seen in other cities where 'clean up' strategies have moved the sex industry underground and noted that specific minority groups may be primary targets. Some groups argue that prostitution is currently being promoted through activities around decriminalization and that this invites the exploitation of women by male tourists.

Local law enforcement notes that Vancouver's new Mayor and Council may enact new licensing regulations or bylaws, however, officers assert that their targets for arrest are pimps, sex buyers and traffickers, and not sex workers. Law enforcement commit to continued partnership with community groups working on sex work and trafficking issues. They also expressed that they know their job and they should be left to do it. Law enforcement partnerships with certain groups was called into question by some respondents who asserted that some groups do not work from a sex workers' rights perspective and may negatively influence police behaviour and action toward sex workers.

Some groups indicated that they both provide and receive training on the issues and they also hold public forums to educate the public and increase skills and opportunities for their clients. All community groups stated that government provided no training in these topic areas, but that government had funded some of their initiatives to develop education materials and host forums. Local law enforcement added that their recruit training is inclusive of the sex industry community and training in anti-trafficking is made available to their members.

Respondents were asked if their governments had made any funds available to enable them to address sex work, trafficking and health and safety in anticipation of the 2010 Games and all but one group reported that they had received no funding support. Groups shared that if they were provided with funds, they would use the resources to expand and enhance service, hours of operation and public education, particularly around issues related to trafficking.

An international sex worker stated that changes observed during her city's hallmark event included a shift in the composition of her clientele to tourists as locals had temporarily rented their homes to tourists. The sex worker commented that there was no increase in violent dates during their Olympic event and further that tourists were well behaved. Further, that although sex work was decriminalized in her country, law enforcement still swept the streets, arresting sex workers, drug addicted people and the poor. Additionally, sex worker organizations created a free crisis line and enhanced their services for an expected influx of sex workers that did not occur.

Local groups commented on the lack of funding and the minimized staffing levels that exist within non profit organizations in Vancouver, arguing that their work on health and safety initiatives for women is now and may continue to be compromised. Also, groups highlighted that their current projects and strategies could be made more effective if they were able to continue their work and add the ability to work on a public level to dispel myths and assumptions around trafficking and sex work. Local sex workers add that current strategies do not address media-created stereotypes about them and their work, and that some workers fear reporting violence as a mistrust of police among sex workers persists.

All stakeholder groups responded to the study's questions on what advice they would provide to Vancouver stakeholders in advance of the 2010 Games. Their recommendations ranged from seeking a means to stop those who misrepresent the sex industry as a threat during hallmark events to providing an amnesty to sex workers during 2010 to ending enforcement 'raid and rescue' strategies to combat trafficking and creating an awareness campaign to educate the public on trafficking. In addition, there was strong support for improving funding for all support services, treatment centres and housing services.

5.4 Implications/Limitations

Due to the time frame, timing, subject matter and research methods available, issues arose during the planning and data collection phases. In relation to the brief three-month time frame of this project and its complex subject matter being an area of interest for governments, the community and researchers, new information and reports as well as legislative changes in locations such as the United Kingdom posed challenges. These challenges were related to

limiting the number of media articles, journals and government reports being reviewed as draft reports needed to be produced. Timing was also an issue for some contacts selected in host cities because their hallmark event occurred in the distant past. This led to challenges in locating individuals that had the most relevant knowledge who could participate in this project and further, if the correct individuals were found, issues of recall bias emerged. Contributors either referred the project's researchers to government reports or passed our requests to another stakeholder believing they could better assist. For example, questionnaires that were sent to a host city's municipality were, in some cases, forwarded to law enforcement.

Additionally, data collection methods of emailing questionnaires to host cities and conducting follow up phone calls reduced the rate of responses as noted in the methods section, as face-to-face interviews were not possible. Thirty-two percent of all invited to contribute followed through. Those who did contribute offered a wide range of insight and diverse perspectives that added breadth to this study. Unfortunately, no government bodies in any jurisdiction responded to our questionnaire despite emails and phone calls encouraging their participation. Data on government activities was obtained solely through published reports.

Ethical issues also emerged for researchers, as data collection from local sex workers was not part of this stage of the projects. Among the recommendations in this study, we call for further research to be conducted that centralizes the experiences of sex workers in knowledge development in the area of trafficking and hallmark events, as they are among those who are most affected by policy, enforcement and monitoring strategies. Additionally, interviewing organizations that are active members of SIWSAG posed additional concerns. SIWSAG consists of a range of Vancouver sex worker organizations, law enforcement and other partners representing stakeholders who normally would have contributed to such a project, however, collectively these groups funded, provided direct feedback and, ultimately, have the final authority over this research study, thus posing a potential conflict of interest. This was addressed by interviewing members within organizations who were peripheral to the SIWSAG Committee and not in direct decision-making roles. Fortunately, member organizations were large enough to accommodate this as a strategy to address conflict.

Additionally, information collected from various countries, within differing social and political contexts and varying temporal locations makes the development of specific strategies for

Vancouver challenging. Information and recommendations herein provide an overview and suggestions for change within Vancouver based on all data collected. However, no two Olympic host cities are alike and therefore conditions that are unique to Vancouver in relation to cultural composition, proximity to the US border, economic climate as well as concerns expressed by Vancouver stakeholders and Vancouver-specific strategies implemented by the state and law enforcement must be explored further for their effect on sex workers and victims of trafficking with respect to the upcoming 2010 Games.

Section Six: Recommendations

6.1 Recommendations

The following recommendations are directed primarily to support the prevention of trafficking for the purpose of sexual exploitation and to better enable the early detection of and intervention against trafficking. Of equal importance are measures intended to address service provider capacity during the lead up to the 2010 Games and throughout the Games and fears of sex worker displacement during this same period.

While no link with sex work and trafficking activities in relation to demand at hallmark events was found, Vancouver community agencies indicate that their sector is severely under-resourced, meaning that groups simply and completely have no capacity to respond to any increase in demand coming as a result of the 2010 Winter Olympic Games and its associated impacts.

Combating trafficking for sexual exploitation is a federal and provincial government priority, yet no broad-based public awareness campaigns have been developed on these issues. Other jurisdictions have used mega sport events as an opportunity to create such campaigns, which are considered to have played an important public education role above and beyond an immediate deterrence of trafficking.

The staging of mega events is almost invariably accompanied by apprehension regarding how first time visitors will perceive the host community and by an all-embracing security presence. These factors have been known to contribute to the actual displacement of marginalized groups and/or to the fear of such displacement within and amongst marginalized groups. Recent events in Vancouver indicate that such concerns are growing. Proactive, cooperative and concrete efforts that acknowledge these concerns can clearly demonstrate a commitment to actively prevent displacement of residents.

Recommendations:

1. As with other recent public awareness campaigns associated with mega sport events, take steps to implement Canada's first broad-based public awareness campaign on trafficking in persons for sexual exploitation. Such a campaign should highlight prevention, early detection and intervention and be delivered via print, broadcast and web-based services prior to the 2010 Games and should:
 - a. Describe trafficking in persons for sexual exploitation and its associated dangers;
 - b. Provide information on victim's legal rights and services for victims;
 - c. Alert the public to steps they can take to identify and assist victims;

- d. Underline that violence against victims of trafficking and sex workers will not be tolerated; and
 - e. Provide victim assistance and reporting hotlines.
2. There can be little doubt that the 2010 Games security apparatus will create anticipated as well as unforeseen impacts on Vancouver communities. This will be particularly true for Downtown Eastside service agencies and their clients and, especially the case for street-level sex workers, given their work locations. Given this reality, it is recommended that a minimum four-month full time position (November 1, 2009 – February 28, 2010) be created that will:
- a. Provide enhanced community liaison and networking capacity amongst Downtown Eastside community organizations working with sex workers; and
 - b. Function as a proactive link amongst DTES community organizations, enforcement officials, local government and others, as required.
3. To ensure enforcement responses do not increase harm and are balanced between enforcement and protection, work in collaboration with sex industry partners to design training for emergency responders including the Canadian Army, the Vancouver Police Department, the RCMP, fire and ambulance services personnel and 911 operators to ensure that responders are able to:
- a. Identify situations where trafficking in persons for sexual exploitation and/or violence against sex workers may be occurring; and
 - b. Develop standardized referral resources and referral practices.
4. Ensure funding stability for delivery of key 2010 'safety net services' including: homelessness and housing access services, translation services, crisis support and safe places of respite for sex industry workers and women and children who have experienced violence.
5. Utilize the unique opportunity of the 2010 Games to further develop knowledge around sex work, trafficking and hallmark events by conducting community-based research projects during the 2010 Games. Such projects could:
- a. Document impacts of hallmark events on local constituency groups and stakeholders;
 - b. Inform the national and international trafficking/sex work academic discourse; and
 - c. Create a legacy benefiting future host cities working to understand the impacts of mega sport events on trafficking and sex work.

Appendix I

Canada: Prostitution and Trafficking Legislation

Canada: *Criminal Code* provisions pertaining to prostitution (1985)

Bawdy-house

210. (1) Every one who keeps a common bawdy-house is guilty of an indictable offence and liable to imprisonment for a term not exceeding two years.

(2) Every one who

(a) is an inmate of a common bawdy-house,

(b) is found, without lawful excuse, in a common bawdy-house, or

(c) as owner, landlord, lessor, tenant, occupier, agent or otherwise having charge or control of any place, knowingly permits the place or any part thereof to be let or used for the purposes of a common bawdy-house,

is guilty of an offence punishable on summary conviction.

211. Every one who knowingly takes, transports, directs, or offers to take, transport or direct, any other person to a common bawdy-house is guilty of an offence punishable on summary conviction.

Procuring

212. (1) Every one who

(a) procures, attempts to procure or solicits a person to have illicit sexual intercourse with another person, whether in or out of Canada,

(b) inveigles or entices a person who is not a prostitute to a common bawdy-house for the purpose of illicit sexual intercourse or prostitution,

(c) knowingly conceals a person in a common bawdy-house,

(d) procures or attempts to procure a person to become, whether in or out of Canada, a prostitute,

(e) procures or attempts to procure a person to leave the usual place of abode of that person in Canada, if that place is not a common bawdy-house, with intent that the person may become an inmate or frequenter of a common bawdy-house, whether in or out of Canada,

(f) on the arrival of a person in Canada, directs or causes that person to be directed or takes or causes that person to be taken, to a common bawdy-house,

(g) procures a person to enter or leave Canada, for the purpose of prostitution,

(h) for the purposes of gain, exercises control, direction or influence over the movements of a person in such manner as to show that he is aiding, abetting or compelling that person to engage in or carry on prostitution with any person or generally,

(i) applies or administers to a person or causes that person to take any drug, intoxicating liquor, matter or thing with intent to stupefy or overpower that person in order thereby to enable any person to have illicit sexual intercourse with that person, or

(j) lives wholly or in part on the avails of prostitution of another person,

is guilty of an indictable offence and liable to imprisonment for a term not exceeding ten years.

(2) Notwithstanding paragraph (1)(j), every person who lives wholly or in part on the avails of prostitution of another person who is under the age of eighteen years is guilty of an indictable offence and liable to imprisonment for a term not exceeding fourteen years.

(2.1) Notwithstanding paragraph (1)(j) and subsection (2), every person who lives wholly or in part on the avails of prostitution of another person under the age of eighteen years, and who (a) for the purposes of profit, aids, abets, counsels or compels the person under that age to engage in or carry on prostitution with any person or generally, and (b) uses, threatens to use or attempts to use violence, intimidation or coercion in relation to the person under that age, is guilty of an indictable offence and liable to imprisonment for a term not exceeding fourteen years but not less than five years.

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

Section 213:

“Every person who in a public place or place open to public view

(a) stops or attempts to stop any motor vehicle,

(b) impedes the free flow of pedestrian or vehicular traffic or ingress to or egress from premises adjacent to that place, or

(c) stops or attempts to stop any person or in any manner communicates or attempts to communicate with any person for the purpose of engaging in prostitution or of obtaining the sexual services of a prostitute is guilty of an offence punishable on summary conviction.

Trafficking in Persons

Canada: *Immigration and Refugee Protection Act (2002)*

118. (1) No person shall knowingly organize the coming into Canada of one or more persons by means of abduction, fraud, deception or use or threat of force or coercion.

(2) For the purpose of subsection (1), “organize”, with respect to persons, includes their recruitment or transportation and, after their entry into Canada, the receipt or harbouring of those persons.

The maximum penalty for this offence is life or a \$10,000 fine.

Canada: *Criminal Code Sections -Trafficking (2005)*

279 (1): Kidnapping

279. (1) Every person commits an offence who kidnaps a person with intent

(a) to cause the person to be confined or imprisoned against the person’s will;

(b) to cause the person to be unlawfully sent or transported out of Canada against the person’s will; or

(c) to hold the person for ransom or to service against the person’s will.

279 (2): Forcible Confinement

(2) Every one who, without lawful authority, confines, imprisons or forcibly seizes another person is guilty of

(a) an indictable offence and liable to imprisonment for a term not exceeding ten years; or

(b) an offence punishable on summary conviction and liable to imprisonment for a term not exceeding eighteen months.

279.01 Trafficking in Persons

(1) Every person who recruits, transports, transfers, receives, holds, conceals or harbours a person, or exercises control, direction or influence over the movements of a person, for the purpose of exploiting them or facilitating their exploitation is guilty of an indictable offence and liable

(a) to imprisonment for life if they kidnap, commit an aggravated assault or aggravated sexual assault against, or cause death to, the victim during the commission of the offence; or
(b) to imprisonment for a term of not more than fourteen years in any other case.

Exploitation

279.04 For the purposes of sections 279.01 to 279.03, a person exploits another person if they

(a) cause them to provide, or offer to provide, labour or a service by engaging in conduct that, in all the circumstances, could reasonably be expected to cause the other person to believe that their safety or the safety of a person known to them would be threatened if they failed to provide, or offer to provide, the labour or service;

United Nations Definition of Trafficking

1. "Trafficking in persons' shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;
2. The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;
3. The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph (a) of this article;' Child' shall mean any person less than eighteen years of age."²⁰⁸

²⁰⁸ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime, G.A. Res. 25, annex II, U.N. GAOR, 55th Sess., Supp. No. 49, at 60, U.N. Doc. A/45/49 (Vol. I) (2001), *entered into force* Sept. 9, 2003. Including Canada, 81 countries have signed the Protocol.

Appendix II

Sources Cited: 2010, Sex work and Trafficking Literature Review

- Allum, M. (2000). "And ain't I a woman: the virgin prize." *Feminist Column* Green Left Weekly, Vol. 424.
- American Society of International Law (2001). "International Trafficking in Persons, Especially women and children." Vol. 95, No. 2 pp 407-410.
- Amnesty International (2007). "People's Republic of China: The Olympics Countdown: Repression of activists overshadows death penalty and media reforms." International Secretariat, United Kingdom.
- Ashwood, G., White, P., Winchester, H.P.M. (1998). "The red-light district in West European city: a neglected aspect of the urban landscape." *Geoforum* Vol. 19, pp 201-212.
- Atchison, C., Fraser, L. & Lowman, J. (1998). "Men Who Buy Sex: Preliminary Findings of an Exploratory Study". In J.E. Elias *et. al.* (Eds.), *Prostitution: On Whores, Hustlers and Johns*. (pp. 172-203). New York: Prometheus Books.
- Attwood, F. (2005). "Tits and ass and porn and fighting: male heterosexuality in magazines for men." *International Journal of Cultural Studies* 8, 83-100.
- Agustin, L. (2007). "Introduction to the Cultural Study of Commercial Sex." SAGE Publications (London, Thousand Oaks, CA and New Delhi). Vol. 10(4): 403-407
- Barnett, L. (2008). "Trafficking in Persons." Library of Parliament. Parliamentary Information and Research Service. Canada.
- Biemann, U. (2002). "A topography of the global sex trade." *Feminist Review* No 70, Globalization pp, 75-88
- Black, E. And Bezanson, S. (2004). "The Olympic Games, human rights and democratization: lessons from Seoul and Implications for Beijing." *Third World Quarterly* Vol. 25, No 7, Going Global: The promises and pitfalls of hosting the Olympic Games. P. 1245-1261.
- Bowen, R. (2006). "From the Curb: Sex Workers' Perspectives on Violence and Domestic Trafficking." Vancouver, British Columbia Coalition of Experiential Women.

- Brent, B. and Hausbeck, K. (2007). "Marketing Sex: US Legal Brothels and Lat Capitalist Consumption." *Sexualities* Vol. 10(4), pp 425-439. Sage Publications: London, Thousand Oaks.
- Bruckerty, C., Parent, C. (2002). "Trafficking in Human Beings and Organized Crime: A Literary Review" RCMP, Government of Canada. [WWW Document] URL: www.rcmp-grc.gc.ca
- Brunovskis, A. & Surtees, R. (2007). "Leaving the past behind? When victims of trafficking decline assistance." Fafo and Nexus institute: Norway.
- Campbell, R. & O'Neill, M. (eds), (2006). "Sex Work Now". Collumpton, Devon, Willan.
- Chapkis, W., (2003). "Trafficking, Migration and the law: protecting innocents, punishing immigrants." *Gender and Society* Vol. 17, No 6, Sage publications.
- Clausen, V. (2007). "An Assessment of Gunilla Ekberg's Account of the Swedish Prostitution Policy." [WWW Document] URL: http://www.sexworkeurope.org/site/images/PDFs/ekberg_kritik.pdf
- Connell, R.W. (2001). "Masculinity politics on a world scale." In Whitehead, S.M. and Barrett, F.J., editors, *The masculinities reader*, Cambridge: Polity Press.
- Doezema, J. (2002). "Who gets to choose? Coercion, consent and the UN Trafficking Protocol?" *Gender and Development* Vol. 10, No. 1 Trafficking and Slavery pp. 20-27.
- Doezema, J. (1998). "Global Sex workers: rights, resistance and redefinition" - New York, London: Routledge [WWW Document] URL: <http://books.google.ca/books?id=fiJztJAqUTMC&pg=PT59&lpg=PT59&dq=d>
- Dolles, Soderman (2008). "Mega-Sporting Events in Asia - Impacts on Society, Business and Management" *Asian Business & Management*, 7, (147-162)
- Downe, P with 'Ashley-Mika'. (2003). "The People We Think We Are: The Social Identities of Girls Involved in Prostitution." In K. Gorkoff & J. Runner (Eds.), *Being Heard. The Experiences of Young Women in Prostitution*. Winnipeg, MB: Fernwood Publishing and RESOLVE (Research and Education for Solutions to Violence and Abuse).

- Dworkin, A. (1993). "Prostitution and Male Supremacy." Speech delivered at, "Prostitution: From Academia to Activism," sponsored by the Michigan Journal of Gender and Law at the University of Michigan Law School, October 31, 1992. [WWW Document] URL: <http://www.nostatusquo.com/ACLU/dworkin/MichLawJourn.html>
- Ekberg, G. (2004). "The Swedish Law That Prohibits the Purchase of Sexual Services: Best Practices for Prevention of Prostitution and trafficking in Human Beings." *Violence Against Women*, Vol. 10, No. 10. [WWW Document] URL: <http://action.web.ca/home/catw/attach/Ekberg.pdf>
- Farley, M. (2004). "Bad for the body, bad for the heart: prostitution harms women even if legalized or decriminalized." *Violence Against Women*, 10 (10), 1087-1125.
- Global Alliance Against Traffic in Women (GAATW) (2007). "Collateral Damage: The Impact of Anti-Trafficking Measures on Human Rights around the World." [WWW Document] URL: <http://www.gaatw.org/>
- Hall, C., & Selwood, H. (1989). "America's Cup lost, paradise retained?" In G. Syme, B. Shaw, D. Fenton, & W. Mueller (Eds.), *The planning and evaluation of hallmark events*. Avebury, Aldershot.
- Hennig, Craggs et al (2006). "Trafficking in Human Beings and the 2006 World Cup in Germany." [WWW Document] URL: <http://www.humantrafficking.org/uploads/publications/mrs29-excerpt.pdf>
- Hochman, P (2004). "Going at it for gold" *The Sunday Times*. London, England. [WWW Document] URL: http://women.timesonline.co.uk/tol/life_and_style/women/style/article463773.ece
- Home Office, (2004). "Paying the Price: Prostitution Review." United Kingdom
- Home Office, (2006) [1], "A Coordinated Prostitution strategy and a Summary of Responses to Paying the Price." London, Home Office.
- Horne, J. (2007). "The Four 'Knowns' of Sports Mega-Events." *Leisure Studies*, 26(1), 81-96.
- "How it all began" World Cup history [WWW document] URL: <http://www.world-cup-info.com/history.htm>,
- Hubbard, P (2008a). "Regulating sex work in the EU: Prostitute women and the new spaces of exclusion." *Gender, Place and Culture* vol. 15 no. 2 pp. 137-152.

- Hubbard, P. Matthews, R., Schoular, J., Agustin, L. (2008b). "Away from prying eyes? The urban geographies of 'adult entertainment.'" *Progress In Human Geography*. Vol. 32 No. 3. Sage Publications, pp. 363-381.
- Hunter, I., Saunders, D. and Williamson, D. (1993). "On pornography: literature, sexuality and obscenity law". *London: St Martins*.
- Jeffrey, L., (2005). "Canada and migrant sex work: challenging the 'foreign' in foreign policy." *Canadian Foreign Policy*. Vol. 12, No. 1
- Jones (2005). Statistics Canada, "Submission to Subcommittee on Solicitation Laws, Standing Committee on Justice, Human Rights, Public Safety and Emergency Preparedness."
- Jordan, A., (2002). "Human rights or wrongs? The struggle for a rights-based response to trafficking in human beings." *Gender and Development* Vol. 10, No 1 Trafficking and Slavery pp 28-37
- Jordan, A (2007). "Transcript of Witness Testimony to United States House of Representatives, Committee on Border, Maritime and Global Counterterrorism." Hearing: "Crossing the border: Immigrants in detention and Victims of Trafficking, Part 2. Pp. 1 - 13 [WWW document] URL: <http://homeland.house.gov/hearings/index.asp?id=23>
- Kempadoo (2007) "The War on Human Trafficking in the Caribbean." *Race & Class*, Vol. 49, No. 2, 79-85 Pp. 79 – 85.
- Klauser, F. (2007). "Difficulties in revitalizing public space by CCTV: Street Prostitution surveillance in the Swiss city of Olten." *European Urban and Regional Studies* Vol. 14 (4): 337-348. Sage Publications: Los Angeles, London.
- Leonard, S. (2005). "Pornography and obscenity." In Cocks, H.G. and Houlbrook, M., editors, *The modern history of sexuality*, London: Palgrave
- Lowman, J., (1991) "Prostitution in Canada." in M. A. Jackson & C. T. Griffiths, eds., *Canadian Criminology: Perspectives on Crime in Canada* (Toronto: Harcourt Brace Javanovich)
- Lowman, J. Atchison C. & Fraser L. (1996). "Men Who Buy Sex, Phase 1 Report." Victoria: Ministry of the Attorney General.
- Lowman, J. (2001). "Identifying Research Gaps in the Prostitution Literature." Justice Canada Research and Statistics Division. Pp 1-35.

- Lynne, J. (1998). "Colonialism and the Sexual Exploitation of Canada's First Nations Women." Paper presented at the American Psychological Association 106th Annual Convention, San Francisco, California.
- McDonald, L., Moore, B., Timoshkina, N., (2000). "Migrant sex workers from Eastern Europe and the former Soviet Union: the Canadian case." Status of Women Canada: policy research fund.
- McDonogh (1992). "Bars, Gender and Virtue: Myth and Practice in Barcelona's Barrio Chino." *Anthropology Quarterly*, Vol. 65. No. 1. Pp. 19-33.
- McIntyre, S., (2005). "Under the Radar: The sexual exploitation of young men." [WWW Document] URL: <http://www.child.gov.ab.ca/home/documents/childintervention/undertheradar.pdf>
- Messner and Montez de Oca (2005). "The Male consumer as loser: Beer and liquor ads in Mega sports media events." *Journal of Women in culture and society*, Vol. 30 No.3. University of Chicago.
- Milton-Smith, J. (2002). "Ethics, the Olympics and the Search for Global Values." *Journal of Business Ethics*, 35(2), 131-142.
- New Zealand Government (2008). "Report of the Prostitution Law review committee on the operation of the *Prostitution Reform Act 2003*." Ministry of Justice, Crown Copyright: Wellington, New Zealand.
- O'Doherty, T. (2007). "Off-Street commercial Sex: An Exploratory Study." School of Criminology, Simon Fraser University.
- Ohmann, S., Jones, I., & Wilkes, K. (2006). "The Perceived Social Impacts of the 2006 Football World Cup on Munich Residents." *Journal of Sport Tourism*, 11(2), 129-152.
- Owen, K. (2002). "The Sydney 2000 Olympics and Urban Entrepreneurialism: Local Variations in Urban Governance." *Australian Geographical Studies*, 40(3), 323-336.
- Oxman-Martinez, J., Lacroix, M., Hanley, J. (2005). "Victims of trafficking in persons: Perspectives form the Canadian community sector." Department of Justice Canada: Research and Statistics Division.

- Perrin, B., (2007). "The Future Group (2007) Faster, Higher, Stronger: Preventing Human Trafficking at the 2010 Olympics." Calgary, Alberta, Canada.
- Perrin, B., Majumdar, S., Gafuik, N., and Andrews, S. (2001). *The Future of Southeast Asia: Challenges of Child Sex Slavery and Trafficking in Cambodia*. Phnom Penh: The FutureGroup, Motorola Printers.
- Raymond, J. (2003). "10 Reasons for Not Legalizing Prostitution." Coalition Against Trafficking in Women International (CATW). [WWW Document] URL: http://www.rapereliefshelter.bc.ca/issues/prostitution_legalizing.html
- Ringdal (2004). "Love for Sale: A World History of Prostitution". Grove Press: New York.
- Roche, M. (2003). "Mega-Events, time and modernity: On time structures in global society." *Time & Society* (London, Thousand Oaks) Vol. 12 No.1 pp. 99-126.
- Sethi, A. (2007). "Domestic Sex Trafficking of Aboriginal Girls in Canada: Issues and Implications." *First People Child & Family Review*. Vol. 3 No. 3 pp 57-71.
- Shaver, F. (1994). "The regulation of Prostitution: Avoiding the Morality Traps." *Canadian Journal of Law and Society*. Vol. 9 No. 1.
- Shaver, F. (N.D.). "Prostitution." The Canadian Encyclopaedia, [WWW Document] URL: <http://thecanadianencyclopedia.com/index.cfm?PgNm=TCE&Params=A1ARTA0006521>
- Shaver, F. (2005). "Sex Work Research: Methodological and Ethical Challenges." *Journal of Interpersonal Violence*. 20(3), 296- 319.
- Steinfatt, Thomas M. (2003). "Measuring the Number Of Trafficked Women and Children in Cambodia: A Direct Observation Field Study, Part –III of a Series." United States Agency for International Development (USAID). [WWW] document URL: <http://prevenhumantrafficking.org/reading/measuring-the-number-of-trafficke d-women-and-children-in-cam.html>
- Smith, C. (2007). "Restructuring Beijing's Social Space: Observations on the Olympic Games in 2008." *Eurasian Geography and Economics* Vol/Issue: 48 (5), Pages: 543-554.
- Stateva, M. and Kozhouharova N. (2004). "Trafficking in women in Bulgaria: A new stage," *Feminist Review* No. 76, Post-communism: women's lives in transition. Pp 110-116.

- Stone, A, (1999). "How the sex trade becomes a slave trade: the trafficking of women to Israel." *Middle East Report* No. 211, Trafficking and transiting: new perspectives on labour migration. Pp 36-38.
- Syed, M. (2008). "Sex and the Olympic City." *The Times*, London. WWW Document, URL: <http://www.timesonline.co.uk/tol/sport/olympics/article4582421.ece>
- Tavella (2007). "Trafficking and the 2006 World Cup in Germany: Concerns, Actions and Implications for Future International Sporting Events." *Northwestern Journal of International Human Rights*, Vol. 6 No. 1 Pp. 196-214
- TheLancet.com (July 2006). [WWW Document] URL: [http://www.thelancet.com/journals/lancet/issue/vol368no9531/PIIS0140-6736\(06\)X6202-5](http://www.thelancet.com/journals/lancet/issue/vol368no9531/PIIS0140-6736(06)X6202-5)
- Wingfield, (ND). "Women in World History: Case Study: Prostitution." [Center for History and New Media](http://chnm.gmu.edu/wwh/essay/essay.php?c=resources&r=case), George Mason University, [WWW Document] URL: <http://chnm.gmu.edu/wwh/essay/essay.php?c=resources&r=case>
- Wojcicki, J, (1999). "Race, class and sex: the politics of the discrimination of sex work." *Agenda* No. 42 Land and housing: women speak out, pp 84-105
- Wonders, R. and Michalowski, R. (2001). "Bodies, borders, and sex tourism in a globalized world: a tale of two cities – Amsterdam and Havana."

Appendix III

Research Background Document

Sex Industry Worker Safety Action Group (SIWSAG) Sex Industry Workers and the 2010 Games

The following information was developed to inform respondents on the nature of the research project.

Background Information

The Sex Industry Worker Safety Action Group (SIWSAG) is located in Vancouver, British Columbia, Canada. SIWSAG was established in 2007. This group was initiated by the Vancouver Police Department and consists of local sex industry worker agencies and stakeholders with goals toward creating informed strategies to reduce violence against sex industry workers thus increasing safety for workers and the community at large. The complete list of SAWSAG members can be found at the conclusion of this document.

Frontline Consulting - Who we are

Raven Bowen and Esther Shannon are the operating partners of Frontline Consulting, a consulting group with specific expertise around sex industry related issues, research, organizational and policy development and communications and public education.

Raven Bowen holds a Degree in Sociology and has an extensive history working on sex industry related health, safety and rights issues. Miss Bowen was the Executive Director of an award-winning sex worker organization in Vancouver, British Columbia and has been the developer and visionary force behind the majority of sex worker-related projects operating in Vancouver. She has served on numerous community and government-based committees and has authored a wide range of research on sex work issues.

Esther Shannon has worked in journalism, community development with the labour movement and in government as a writer, editor, researcher, advocate and administrator. She has broad communications and policy and organizational development experience and, among other issues, has expert-level knowledge on women's issues and the modern Olympic Games. She is the founder of FIRST, a national coalition of feminists advocating for the decriminalization of sex work in Canada.

Purpose of Research Project

Our research project is exploratory in nature with a focus on the following:

1. Examine strategies and best practice in relation to public safety, the sex industry and trafficking implemented where hallmark events took place, in order to best prepare Vancouver stakeholders and communities for Olympic related social conditions.
2. Draw on identified best practices to recommend proactive and coordinated strategies that reduce harms to the public, sex industry workers and victims of trafficking in preparation for Vancouver's upcoming winter Olympic Games.

Benefits and Risks to Participation

Benefits:

Your participation in the interview process will:

- Ensure that your experiences and best practices in relation to hallmark events, the sex industry and trafficking issues inform SIWSAG's strategies in preparation of our upcoming 2010 Olympic winter games.
- Ensure that strategies put in place by SIWSAG are grounded in the insights and contributions from the experience of global stakeholders.
- Counter the knowledge deficit in relation to sex work and trafficking experiences during major global events.
- Allow for the dissemination of information to global stakeholders who are preparing for hallmark events and who want to build on the experiences of other jurisdictions.
- Provide you and your organization with an opportunity to link with other groups who have or will address trafficking and sex industry issues during hallmark events via access to the participant contact list,

Risks:

- Risks are minimal in this research process as it is confidential and all data collected will be used solely for the purposes of our study.
- The names of organizations, departments and individuals contacted will be recorded on a participant list that will amend the research *study*.
- Individuals who are interviewed must be those who are authorized to speak on behalf of their organization or department.
- Local response to organizations and individuals who participate in our study cannot be anticipated, however participants should consider that our *study* will be made public and inquires from local stakeholders may occur.
- In the event that sex industry workers or consumers choose to participate, risks to their social group may occur and may include: social stigma, new legislation, increased regulation, increased media attention or increased enforcement (if applicable).

The Interview Process

Potential participants will be contacted and sent this background document. Upon obtaining consent from participants, telephone interviews will be conducted and documented as part of the data gathering process. Data from all participants will be compiled and shared in the Findings section of the research *study*.

Confidentiality and Anonymity

Frontline Consulting is an 'ethics first' research group, meaning that identifying information from sex industry workers and consumers are immediately made anonymous (or coded) and is not shared with sponsors or any other outside entity. In the event that sex industry workers or sex consumers are interviewed and choose to be identified, written permission is required.

Informed Consent

This background document is aimed to inform you about the purpose of our study, the organizations that have commissioned this study, and to provide you with our interview questions in advance, to best prepare you for participation.

Consent

Your verbal consent will be obtained at the beginning of the interview. If for any reason, you feel that you would not like to continue with the interview, you have the right to withdraw your consent at any time.

Acknowledgement of Contribution

Participants can choose to be formally acknowledged for their contributions in our final *study* or be named as a participant on our contact list. Please advise Frontline of your choice.

Additional Information

If you would like to speak directly to this research projects' sponsor, please contact Karen Mirsky of PIVOT Legal Society, kmirsky@pivotlegal.com

Pivot Legal Society

678 East Hastings Street

Vancouver, B.C. V6A 1R1

Telephone: (604) 255 9700

The following organizations as SIWSAG members;

Boys 'R' Us (Vancouver Coastal Health Authority)

West Coast Cooperative Sex Industry (WCCSI)

Exotic Dancers

Vancouver Aboriginal Child and Family Services (VACFSS)

Vancouver Police Department (VPD)

Pivot Legal Society

PEERS Vancouver (Prostitutes Empowerment Society)

WISH Drop-In Centre Society PACE (Prostitution, Alternatives, Counselling and Education Society)

Frontline Consulting would like to thank you in advance for your participation. It is our role to ensure that your experiences are not only collected, but that real action comes out of your contributions. Your agreement to participate will serve to increase our local capacity to implement proactive strategies and to reduce potential harms to the public, within the sex industry and among victims of trafficking during our upcoming 2010 Winter Olympic Games.

Appendix IV - A and B

Sex Industry Worker Safety Action Group (SIWSAG) NON – VANCOUVER Interview Questions

(Please complete relevant section)

I. Sex Workers

1. Were you actively involved in the sex industry or a victim of forced trafficking during the Olympic Games or a mega event? Please describe.
2. Did you notice any changes during the event in relation to your:
 - a. Client base (types of customers, tourists) or traffickers (expectations)
 - b. Changes in consent experience (you or your clientele) or in behaviors of traffickers
 - c. Enforcement/criminalization levels
 - d. Locations, times or conditions of your work or exploitation
 - e. General public (stigma, treatment, news articles)
3. Did you experience changes in regards to your personal safety or health? Please describe.
4. Did you experience any changes in the availability or your use of support services or law enforcement protection? Please describe.
5. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs and law enforcement) in preparation for our 2010 Olympic Winter Games?
6. Are you aware of any research related to major sporting events, such as the Olympic Games, the World Cup that focuses on sex workers or the sex work industry?

II. Community Support Organizations Questionnaire

1. Were there any major legal, political, social or economic factors that preceded your hallmark event? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Did you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance?
3. Do your governments provide training related to your laws on sex work and/or regarding the sex work industry or violence against sex workers?
4. Was your organization provided with any new or additional funding related to sex worker rights, safety or health in the lead up to or during the Games?

5. Does your government actively liaise with your organization regarding the support needs of sex workers?
6. Describe how well you feel government strategies (or lack there of) worked in addressing issues of safety for:
 - a) sex industry workers
 - b) trafficking activities and victims
 - c) the public
7. Are you aware of any formal evaluation of actions and activities related to sex workers following the Games?
8. Are you aware of any research related to major sporting events, such as the Olympic Games, the World Cup that focuses on sex workers or the sex work industry?
9. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs and law enforcement) in preparation for our 2010 Olympic winter games?

IV. Municipalities Questionnaire

1. Were there any major legal, political, social or economic factors that preceded your Olympic Games? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Did you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance related to sex workers or the sex work industry? Please describe.
3. If no, was there a reason for not changing the way you operated in anticipation of the event? Please explain.
4. Did you amend or create any laws, regulations or policies regarding sex work or trafficking specific to your event? Please describe.
5. If no, was there a reason for not changing the way you operated in anticipation of the event? Please explain.
6. Did you discuss providing new or additional funding to groups working on sex worker and/or public safety issues? Please describe.
7. Did you provide any new or additional funding to groups working on public safety issues? Please describe.
8. If no, was there a reason for not changing the way you operated in anticipation of the event? Please explain.
9. Do you work directly with sex workers, victims of trafficking or a comparable community? Please describe.

Appendix IV - A and B: Interview Questions

10. Does your government provide training related to your laws on sex work and/or regarding the sex work industry or violence against sex workers?
11. Does your government actively liaise with local sex worker support organizations? Does your department/agency have a sex worker liaison position? Please describe.
12. If you could return to the pre-event stage, would you do anything differently?
13. Describe how well you feel your strategies (or lack there of) worked in addressing issues of safety for:
 - a. the public
 - b. sex industry workers
 - c. trafficking activities and victims
14. Was there a formal evaluation of your actions and activities following the event? Are you able to provide this information to us?
15. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs and law enforcement) in preparation for Vancouver's 2010 Olympic Winter Games?
16. Are you aware of any research specific to these issues?

I. Security Organizations and Law Enforcement Agencies Questionnaire

1. Were there any major legal, political, social or economic factors that preceded your hallmark event? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Do you work directly with sex workers, victims of trafficking or a comparable community? Please describe.
3. Does your department/agency provide training related to your laws on sex work and/or regarding the sex work industry or violence against sex workers?
4. Does your department/agency actively liaise with local sex worker support organizations? Does your department/agency have a sex worker liaison position?
5. Did your department/agency offer training or information sessions specifically related to any aspect of the hallmark event in your community?
6. Did your organization change or implement new policies or practices (including laws, regulations, by-laws) in anticipation of your hallmark event? Please describe.
7. Did your organization change or implement new policies or practices specific to the sex industry or trafficking? Please describe
8. If no, was there a reason for not changing the way you operated in anticipation of the

Appendix IV - A and B: Interview Questions

event? Please explain.

9. If you could return to the pre-event stage, would you do anything differently? Please describe.
10. Describe how well you feel your strategies (or lack there of) worked in addressing issues of safety for:
 - a. a) the public
 - b. b) sex industry workers
 - c. c) trafficking activities and victims
11. Was there a formal evaluation of your actions and activities following the event?
12. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs and law enforcement) in preparation for our 2010 Olympic winter games?
13. Are you aware of any research specific to these issues?

Appendix IV – B

Vancouver 2010 Questionnaires

Sex Industry Worker Safety Action Group (SIWSAG)
Sex Industry, Trafficking and the 2010 Games
Interview Questions

I. Security Organizations and Law Enforcement Agencies Questionnaire

1. Are you aware of any major legal, political, social or economic factors that will precede the 2010 Olympic Winter Games that might have an impact upon the Games or the community? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Do you work directly with sex workers, victims of trafficking or a comparable community? Please describe.
3. Does your department/agency provide training related to your laws on sex work and/or trafficking and/or regarding the sex work industry or violence against sex workers?
4. Does your department/agency actively liaise with local sex worker and/or trafficking support organizations? Does your department/agency have a sex worker and/or trafficking liaison position?
5. Has your department/agency offered members or do you know if they intend to offer members training or information sessions specifically related to any aspect of the 2010 Olympic Winter Games?
6. Has your department changed or do you know if they intend to change and/or implement new policies or practices (including policies and regulations) in anticipation of the 2010 Olympic Winter Games? Please describe.
7. Has your department changed or do you know if they intend to change and/or implement new policies or practices specific to the sex industry or trafficking? Please describe.
8. If no, was there a reason for not changing the way you operated in anticipation of the 2010 Olympic Winter Games? Please explain.
9. Describe how well you feel your strategies work in addressing issues of safety for:
 - a) the public
 - b) sex industry workers
 - c) trafficking activities and victims

Appendix IV - A and B: Interview Questions

10. Will there be a formal evaluation of your department's actions and activities following the 2010 Olympic Winter Games?
11. Do you have any advice or recommendations you would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking organizations and law enforcement, governments, VANOC) in preparation for the 2010 Olympic Winter Games?
12. Are you aware of any research specific to these issues (Mega sport events, sex work, trafficking)?

II. Vancouver Service and Advocacy Organizations Questionnaire

2. Has your organization ever operated during a hallmark event?
 3. Are you aware of any major legal, political, social or economic factors that will precede the 2010 Olympic Winter Games that might have an impact upon the Games or the community? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
 4. Do you plan to provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and/or provide information or guidance related to the 2010 Olympic Winter Games?
 - a. If no, is there a reason for not providing information in anticipation of the event? Please explain.
 5. Do you work directly with sex workers, victims of trafficking or a comparable community? Please describe.
 6. Does your governments provide training related to your laws on sex work, trafficking and/or regarding the sex work industry or violence against sex workers?
 7. Has your organization obtained any new or additional funding related to sex worker and/or victims of trafficking rights , safety or health in the lead up to the Games? If such funding was available, would you apply for it and, if so, for what purpose?
 8. Do your governments or law enforcement agencies actively liaise with your organization regarding the support needs of sex workers and/or victims of trafficking?
 9. Does your agency provide training related to the laws on sex work and/or trafficking and/or regarding the sex work industry or violence against sex workers?
 10. Does your organization intend to change or implement new policies or practices in anticipation of your hallmark event? Please describe.
 11. Does your organization intend to change or implement new policies or practices specific to the sex industry or trafficking? Please describe
 12. If no, is there a reason for not changing the way you will operate in anticipation of the
- Appendix IV - A and B: Interview Questions

2010 Olympic Winter Games? Please explain.

13. Describe how well you feel your strategies work in addressing issues of safety for:
 - a) the public
 - b) sex industry workers
 - c) trafficking victims
14. Does your organization intend any form of evaluation of your actions and activities during and/or following 2010 Olympic Winter Games?
15. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking organizations, law enforcement, governments, VANOC) in preparation for the 2010 Olympic Winter Games?
16. Are you aware of any research specific to these issues (mega sport events, sex work, trafficking)?

III. Vancouver Governments, Municipalities Questionnaire

1. Are you aware of any major legal, political, social or economic factors that will precede the 2010 Olympic Winter Games that might have an affect upon the Games or the community? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Will you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance to the public prior to the 2010 Olympic Winter Games?? Please describe.
 - a. If no, is there a reason for not providing information in anticipation of the event? Please explain.
3. Will you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance **related to sex workers and or sex worker and/or trafficking organizations or the sex work industry or violence against sex workers?** Please describe.
 - a. If no, was there a reason for not providing information in anticipation of the event? Please explain
4. Will you amend or create any laws, policies, by-laws or regulations specific to the 2010 Olympic Winter Games? Please describe.
5. Have you or do you plan to amend or create any laws, policies regulations **regarding sex work or trafficking** specific to the 2010 Olympic Winter Games? Please describe.
6. Have you discussed providing new or additional funding to groups working on public safety issues in the lead-up or during the 2010 Olympic Winter Games? Please

Appendix IV - A and B: Interview Questions

describe.

7. Have you provided any new or additional funding to groups working on public safety issues? Please describe.
 - a. If no, is there a reason for not providing funding? Please explain.
8. Does your government actively liaise with local sex worker and trafficking support organizations? Does you have a sex worker/trafficking liaison position?
9. Does your government provide training related to the laws on sex work and/or trafficking and/or regarding the sex work industry or violence against sex workers?
10. Describe how well you believe your strategies work in addressing issues of safety for:
 - a. the public
 - b. sex industry workers
 - c. trafficking victims
11. Do you plan to undertake a formal evaluation of your actions and activities following the 2010 Olympic Winter Games? If you are planning an evaluation, will the results be made available publicly?
12. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs, government, law enforcement VANOC) in preparation for the 2010 Olympic winter Games?
13. Are you aware of any research specific to these issues (mega sport events, sex work, trafficking)?

IV. VANOC Questionnaire

1. Are you aware of any major legal, political, social or economic factors that will precede the 2010 Games and that might have an impact upon the Games or the community? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc
2. Will you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance to the public prior to the 2010 Olympic Winter Games?? Please describe.
 - a. If no, is there a reason for not providing information in anticipation of the event? Please explain.
3. Will you provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance **related to sex workers and or sex worker and/or trafficking organizations or the sex work industry?** Please describe.

- a. If no, was there a reason for not providing information in anticipation of the event? Please explain
4. Have you or do you plan to amend or create any policies or regulations **regarding sex work or trafficking** specific to the 2010 Olympic Winter Games? Please describe.
5. Have you discussed providing new or additional funding to groups working on public safety issues? Please describe.
6. Have you provided any new or additional funding to groups working on public safety issues? Please describe.
 - a. If no, is there a reason for not providing funding? Please explain.
7. Does your organization actively liaise with the community?
8. Does your organization actively liaise with local sex worker and trafficking support organizations? Does your agency have a sex worker/trafficking liaison position?
9. Does your organization provide training related to the laws on sex work and/or trafficking and/or regarding the sex work industry or violence against sex workers?
10. Has your organization developed community safety and security strategies in anticipation of the 2010 Olympic Games? Describe how well you believe your strategies will work in addressing issues of safety for:
 - a. the public
 - b. sex industry workers
 - c. trafficking victims
11. Do you plan to undertake a formal evaluation of your actions and activities following the 2010 Olympic Winter Games? If you are planning an evaluation, will it be publicly available?
12. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs, government, law enforcement) in preparation for the 2010 Olympic winter Games?
13. Are you aware of any research related to these issues (mega sport events, trafficking and sex work)

7. **IV. Sex Industry Workers Questionnaire**

1. Have you ever actively involved in the sex industry or trafficking during a hallmark event? Please describe.
2. Did you notice any changes during the event in relation to your:
 - a. Client base (types of customers, tourists) or traffickers (expectations)
 - b. Changes in consent experience (you or your clientele) or in behaviors of

Appendix IV - A and B: Interview Questions

- traffickers
 - c. Enforcement/criminalization levels
 - d. Locations, times or conditions of your work or exploitation
 - e. General public (stigma, treatment, news articles)
3. Did you experience changes in regards to your personal safety or health? Please describe.
 4. Did you experience any changes in the availability or your use of support services or law enforcement protections? Please describe.
 5. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking organizations, governments, law enforcement, VANOC) in preparation for the 2010 Olympic winter Games?

V Sex Worker Organizations Questionnaire

1. Are you aware of any major legal, political, social or economic factors that may precede the 2010 Olympic Winter Games and that may have an impact upon the Games or the community?? For example, legislation on sex work or trafficking, an election, a major change to the economy, a public education campaign on sex work/trafficking, etc.
2. Do you plan to provide information or sponsor information sessions, public forums, referenda or any other event to assess public opinion and or provide information or guidance to your members in anticipation of the 2010 Olympic Winter Games?
3. Do your governments provide training related to your laws on sex work/trafficking and/or regarding the sex work industry or violence against sex workers?
4. Has your organization obtained any new or additional funding related to sex worker and/or victims of trafficking rights , safety or health in the lead up to the Games? If such funding was available, would you apply for it and, if so, for what purpose?
5. Have you observed any changes in regards to your members/clients ability to access personal safety and health services in the lead up to the Games? Please describe.
6. Have you observed any changes in regards to your members/clients ability to access support services or law enforcement protections in the lead up to the Games?
7. Do your governments actively liaise with local sex worker support organizations?
8. Describe how well you feel government strategies (or lack there of) work in addressing issues of safety for:
 - a. sex industry workers
 - b. trafficking activities and victims
 - c. the public
9. Do you anticipate undertaking any evaluation of actions and activities related to sex workers/trafficking following the Games?

Appendix IV - A and B: Interview Questions

10. Are you aware of any research related to major sporting events, such as the Olympic Games, the World Cup that focuses on sex workers, trafficking or the sex work industry?
11. What advice or recommendations would you make to Vancouver stakeholders (sex worker and anti-trafficking organizations, governments, law enforcement, VANOC) in preparation for the 2010 Olympic winter Games?

VI. Sex Buyers Questionnaire

1. Define Sex industry workers (dancers, escorts, on and off-street, peep shows etc)

1. What is your age? What is your socio economic status?
2. How often do you use sex industry services?
3. What kinds of services do you usually use?
4. Have you purchased sex during a Hallmark event? Please describe,
 - a. If no, why not?
2. Did you notice any changes:
 1. In the selection of sex industry workers before, during and after the event?
 2. In the pricing for services?
 3. In the locations or differences in levels of accessibility to sex industry workers?
 4. Did you experience any changes in enforcement practices or regulation around sex buying
3. What advice or recommendations would you make to Vancouver stakeholders (sex worker organizations, anti-trafficking orgs, governments, law enforcement, VANOC) in preparation for the 2010 Olympic winter Games?

*All respondents were asked to provide their location, contact name and contact information. Interviewer and date of interview information was also collected.

Appendix V

Summary of Sisters in Spirit Research: Missing Aboriginal Women In Canada

The Sisters in Spirit database, developed by the Native Women's Association of Canada (NWAC) currently contains the names of 509 missing and murdered Aboriginal women and girls. One quarter of the women and girls are missing and three quarters have been murdered, or are believed to have been murdered.

Of the 509 missing or murdered Aboriginal women in Canada:

- 67% were murdered
- 24% are missing
- 9% believed to have been murdered

Of the women whose ages are known:

- 66% (two-thirds) are under 30 years of age
- 18% are less than 19 years old
- 48% are between the ages of 19-30
- 32% are between the ages of 31-65

Of the women whose Aboriginal identity is known:

- 74% are Aboriginal (unknown whether she is First Nations, Inuit or Métis)
- 21% are First Nations
- 3% are Métis
- 2% are Inuit

Of the murder cases where NWAC knows whether or not charges were laid:

- 42% have had charges laid
- 56% have not had charges laid
- 2% have been cleared by murder-suicide

Of the women whose province of residence at the time of their disappearance or murder is known:

- 78% resided in the four western provinces
- 31% lived in British Columbia
- 19% lived in Alberta
- 15% lived in Manitoba
- 13% lived in Saskatchewan
- 13% lived in Ontario

From: Native Women's Association of Canada
<http://www.nwac-hq.org/en/sisresearch.html>

Appendix V1

VANOC 2010 Sustainability Performance Objectives

Accountability

- To behave ethically, set measurable performance targets and communicate openly about our progress and challenges
- To consult with external groups affected by our activities

Environmental Stewardship and Impact Reduction

- To conserve natural environments and manage, mitigate and offset negative impacts

Social Inclusion and Responsibility

- *To convene accessible Games that have a positive impact on socially and economically disadvantaged groups that otherwise would not benefit
- To care for our workforce, protect human rights, and ensure health and safety

Aboriginal Participation and Collaboration

- To work with our partners to achieve our goal of unprecedented Aboriginal participation in the planning and hosting of the Games, and in the creation of Games legacies.

Economic Benefits

- To demonstrate that sustainable innovation and practice makes good business sense

Sport for Sustainable Living

- To use sport, and growing athlete and public interest in living more sustainably, to inspire action on local and global sustainability challenges
- Of these commitments, those most relevant to the experience and needs of Vancouver's sex worker community are those identified under the Inner-City Inclusive Commitment Statement (ICI) (See Appendix C for full text)

Appendix V11

2010 Winter Games Inner-City Inclusive Commitment Statement

Appendix V11: 2010 Winter Games Inner-City Inclusive Commitment Statement

“The Bid Corporation and its Member Partners are pleased to present the 2010 Winter Games Inner-City Inclusive Commitment Statement. This Commitment Statement builds from the attached Inclusive Intent Statement, endorsed by the Bid Corporation and its Member Partners, which speaks to participation and equity for all British Columbians, including low and moderate-income people. The Inner-City Inclusive Commitment Statement outlines the goals and objectives in the planning for and hosting of an inclusive Winter Olympics Games and Paralympics Winter Games. The intent is to maximize the opportunities and mitigate potential impacts in Vancouver’s inner-city neighborhoods from hosting the 2010 Winter Games.

The inclusive approach to planning and implementing the Winter Games is being undertaken in two phases. During the current bidding phase, the emphasis is to ensure that inclusive goals and objectives are set for Vancouver’s inner-city neighborhoods. Should Vancouver be awarded the right to host the 2010 Winter Games, planning will move to the organizing phase which will be led by the Organizing Committee and its Member Partners. The Member Partners are committed to ensuring that the Inner-City Inclusive Commitment Statement is adopted by the Organizing Committee. During the organizing and implementing phase, there will also be opportunities to use this Commitment Statement as a model for applying the concepts in other communities.

In addition, during the organizing phase, programs and policies will be developed that support the goals and objectives in the Commitment Statement to create a strong foundation for sustainable socio-economic development in Vancouver’s inner-city neighborhoods, particularly in Downtown Eastside, Downtown South and Mount Pleasant. The programs will be a shared responsibility of the Member Partners and the Organizing Committee. They will be developed in the context of existing government activities and take into account fiscal limits. Also during the implementation phase, steps will be taken to ensure incorporation of the interests of different groups, such as aboriginal people, women, youth, and people with disabilities, people of color, immigrants and other groups.

As an indication of the intent to implement the goals and objectives contained in this Commitment Statement, a program “Opportunities Starting Now” is being initiated through the Vancouver Agreement. Its purpose is to identify, develop and build positive legacies now for the inner-city neighborhoods.

The Vancouver 2010 Bid Corporation and its Member Partners have adopted the following goals and objectives to ensure that the interests of those living in Vancouver’s inner-city neighborhoods are addressed:

Appendix V11: 2010 Winter Games Inner-City Inclusive Commitment Statement

Accessible Games

- a) Develop barrier free venues for people with disabilities
- b) Ensure reasonable accessibility for people with disabilities

Affordable Games Events

- a) Make affordable tickets available for Vancouver's low-income inner-city residents, including at risk youth and children

Affordable Recreation and Community Sport

- a) Maximize inner-city residents' access to the new and public upgraded facilities after the Winter Games
- b) Ensure inner-city community centres have equitable access to surplus sporting equipment
- c) Maximize access by inner-city residents, at-risk youth and children to sport and recreational initiatives by building from the current sport delivery infrastructure

Business Development

- a) Develop opportunities for existing and emerging local inner-city businesses and artisans to promote their goods and services
- b) Develop potential procurement opportunities for businesses that employ local residents

Civil Liberties and Public Safety

- a) Provide for lawful, democratic protest that is protected by the Canadian Charter of Rights and Freedoms
- b) Ensure all inner-city residents' continued access to public spaces before, during and after the Games and provide adequate notice of any restrictions of the use of public space/facilities and prominently display alternate routes and facilities
- c) Maintain the current level of public safety and security in inner-city neighborhoods during the Winter Games
- d) Commit to a timely public consultation that is accessible to inner-city neighborhoods, before any security legislation or regulations are finalized, subject to lawful and legitimate confidentiality requirements
- e) Ensure RCMP is the lead agency for security
- f) Reflect the aesthetic design standards of Vancouver in all security related measures

Cultural Activities

- a) Showcase the diverse cultural, multicultural and aboriginal activities of inner-city residents

Employment and Training

- a) Create training and a continuum of short and long-term employment opportunities for inner-city residents to encourage a net increase in employment
- b) Provide reasonable wages and decent working conditions for any local worker producing Games related goods and services before and during the Winter Games

Environment

- a) Ensure environmental "best practices" in inner-city neighborhoods

Financial Guarantees

- a) Provide adequate funds to maintain and operate the new or upgraded public recreational facilities after the Games to maximize the number of facilities available to inner-city residents
- b) Provide adequate programming funds for the new or upgraded public recreational facilities to encourage a maintenance or increase in recreation programs
- c) Provide disclosure of all financial aspects of the Games, including expenditures and revenues, in the bidding and organizing phase of the Games
- d) Commit to a comprehensive annual financial audit

Health and Social Services

- a) Maintain delivery of health and social services to inner-city residents during the Winter Games
- b) Showcase a commitment to public health issues, including a comprehensive alcohol and drug strategy

Housing

Protect rental housing stock

Provide as many alternative forms of temporary accommodation for Winter Games visitors and workers

Ensure people are not made homeless as a result of the Winter Games

Ensure residents are not involuntarily displaced, evicted or face unreasonable increases in rent due to the Winter Games

Provide an affordable housing legacy and start planning now

Input to Decision-Making

- a) Provide inclusive representation on the Bid Corporation's and Organizing Committee's
- b) Board structures and all relevant Bid Corporation and Organizing Committee's work groups

Appendix V11: 2010 Winter Games Inner-City Inclusive Commitment Statement

- c) Ensure inner-city inclusive work continues to operate under the Organizing Committee and its Member Partners
- d) Work with and be accessible to an independent watchdog group that includes inner-city residents
- e) Develop full and accountable public consultation processes that include inner-city residents
- f) Document opportunities and impacts experienced in inner-city neighborhoods in a comprehensive post-Games evaluation with full participation by inner-city residents

Neighborliness

- a) Stage events that respect adjacent neighbors

Transportation

- a) Ensure all Vancouver Games events and venues can be reached by public transit at an affordable cost
- b) Minimize any potential adverse transportation impacts on inner-city residents.

Appendix VIII

Profiles of Recent Olympic and Mega Sport Event Locations

Cities: Beijing, Athens, Sydney, Salt Lake City, Atlanta, Barcelona, Turin, Montreal, Calgary and Calgary Stampede.

Olympic Host Cities-International:

1. Beijing, China

About Location: Capital city of China. Beijing means 'capital in the north'; the city has a 3000 year history.

Political Regime: Beijing and other municipalities in China are governed under the Chinese Communist Party. Beijing's Communist Party Secretary is Liu Qi.

Population: 17.4 million people (2007)

Date of Games/Hallmark Event: Summer Olympic Games, 2008

Cost of Games: 44 billion (estimate, 2008)

Mandate/Slogan of Event: "One World One Dream"

Tier on U.S. State Department Anti-Trafficking Ranking: Tier Two

Trafficking (Reputation): Described by the US State Department as a source, transit and destination country, where trafficking occurs within borders and internationally. Forced and child labour is pervasive in China. China has been Tier Two for four consecutive years, as this country does not comply with minimum standards to eliminated trafficking as victims are punished for traffic-related activities. The US State department recommends that China fund local governments to address all forms of labour trafficking and prosecute offenders in addition to revising anti-trafficking legislation. In 2007, China reports investigating 2,375 cases of trafficking, although US State Department report notes that this is difficult to verify. Further, that China has prosecuted traffickers during 2007, but has not provided any information on convictions and sentences.

Prostitution Law: China criminalizes third-party involvement in prostitution (organizers). Prostitution exists in seven tiers according to Chinese Police, ranging from 'second wives' to women working in salons and those who sell sex in the country to migrant male labourers.

Social Conditions: Highlights of history etc.

- China had a list of 10 USA athletes obtained by the US Olympic Committee' email that were on a 'watch' list because of their sympathizing with Team Darfur and have to potential to demonstrate during the event.
- Guangdong Factory which held the contract to create 2008 Olympic products employed children as young as 12 years old.
- In 2007, China held a conference for Children and developed outreach programs to villages to educate children on 'how to avoid being trafficked' and also provided emergency hotlines and training of law enforcement.

Sources: <http://www.icsst07.buct.edu.cn/html/about%20beijing.html#a2>,
http://english.pravda.ru/sports/Games/06-08-2008/106003-beijing_olympics-0),
http://www.usatoday.com/sports/olympics/2008-11-21-3926825273_x.htm,

The Straits Times, October 31, 2008:

http://www.straitstimes.com/Breaking%2BNews/Sport/Story/STIStory_296833.html
http://en.wikipedia.org/wiki/Prostitution_in_the_People%27s_Republic_of_China

2. Athens, Greece:

About location: Capital city of Greece. Host city for the first modern day Olympics in 1896 later hosted the summer Olympics in 1906 and again in 2004.

Political Regime: Democratic-Birthplace of Democracy

Population: Metro 3.7 million

Date of Games/Hallmark Event: Summer Olympic Games, 2004

Cost of Games: 7 billion

Mandate/Slogan of Event: *Welcome Home*

Tier on U.S. State Department Anti-Trafficking Ranking: Tier Two

Trafficking (Reputation): Noted as destination and transit country for women trafficked from Eastern Block and Africa. According to US State Department, Greece does not comply fully with anti-trafficking minimum standards and child as well as forced labour trafficking continues to exist. US State department recommends that Greece continue work with NGO's to identify and protect children, protect witnesses and fully prosecute offenders. Greece has reported 48 trafficking prosecutions during 2007 and 121 arrests.

Prostitution Law: Prostitution is legal in Greece

Social Conditions: Highlights of history etc.

- Athens was the site of the very first recorded Olympic Games in 776 BC.
- Greek law prohibits trafficking in men and women for the purposes of commercial sex and forced labour.

Sources : <http://beijingolympic2008.wordpress.com/2007/05/29/beijing-olympics-what-is-the-cost/>

<http://www.state.gov/g/tip/rls/tiprpt/2008/105387.htm>

<http://www.in2greece.com/english/places/summer/mainland/athens.htm>

<http://en.wikipedia.org/wiki/Athens>

<http://www.aviewoncities.com/athens/athensfacts.htm>

<http://www.china.org.cn/english/2005/Jun/133208.htm> (Retrieved all Olympic Slogans)

3. Sydney, Australia:

About Sydney: Main port and largest city in Australia. Sydney is becoming increasingly diverse with growing immigration from Southeast Asia and Vietnam. Sydney has been a host city for the Rugby World Cup, APEC, World Youth Day etc.

Political Regime: Democracy

Population: 4.28 Million

Date of Games/Hallmark Event: Summer Olympic Games, 2000

Cost of Games: 2.3 Billion British Pounds

Mandate/Slogan of Event: *Share the Spirit*

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One

Trafficking (Reputation): Noted as a destination country for trafficking from Southeast Asia, Taiwan, China and South Korea. This country actively identifies those trafficked including migrant workers and sufficiently prosecutes perpetrators. Also provides direct support to victims, including visas and refugee status. Those who qualify for visas also receive support packages that include housing, reintegration, counselling, health care, food and living allowances.

Australia also has awareness campaigns directed at victims. Australia encourages victims to give evidence, but victims have a 30-day reflection period wherein they receive immediate supports while contemplating if they will engage with law enforcement. Those who agree receive temporary residency permits. During 2007, Australian officials investigated 27 cases of trafficking.

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

Prostitution Law: legal within brothels. City has an estimated 2800 legal and illegal brothels

Social Conditions: Highlights of history etc.

Sources : <http://encyclopedia.farlex.com/Sydney,+Australia>

<http://www.liebreich.com/LDC/HTML/Olympics/London/Sydney.html>

<http://www.state.gov/g/tip/rls/tiprpt/2008/105387.htm>

4. Salt Lake City, United States

About Salt Lake: Salt Lake is the capital city of Utah and was founded in 1847 by Mormon communities. Pioneer practices of polygamy were abandoned in 1890. Salt Lake City has a number of sister cities which include Turin, Italy, another Olympic host city.

Political Regime: Democratic

Population: 180,651 (2007). Caucasians make up almost 80% of the city's population.

Date of Games/Hallmark Event: Winter Olympic Games, 2002

Cost of Games: 2 Billion

Mandate/Slogan of Event: *Light the Fire Within*

Tier on U.S. State Department Anti-Trafficking Ranking: Unable to obtain any data on the United States Tier level as this information is not included in the "Country Narratives" section of the "Trafficking in Persons Report 2008." However, the "Attorney General's Annual Report to Congress on U.S. Government Activities to combat Trafficking in Persons Fiscal year 2006" notes that the US had 167 investigations and 111 prosecutions of traffickers in 2006 (Pg. 16,17)

<http://www.usdoj.gov/ag/annualreports/tr2006/agreporhumantrafficking2006.pdf>

Trafficking (Reputation)

Prostitution Law: Engaging in sexual activity with another person for a fee is illegal under Utah State Law, a Class B misdemeanor. Patronizing a prostitute: described as the offer or agreement to pay for services are also prohibited. Aiding and exploiting prostitutes are class B and class A misdemeanours, respectively.

Social Conditions: Highlights of history etc.

- IOC members were forced to resign before the Olympic Games for accepting bribes in order to secure Salt Lakes' success in the bid.
- These Games were the first to take place after 9/11, subsequently security and surveillance was heightened. The Olympic Games were designated as a National Special Security Event (NSSE) due to concerns related to terrorism.

Sources:

<http://www.usdoj.gov/ag/annualreports/tr2006/agreporhumantrafficking2006.pdf>

<http://quickfacts.census.gov/qfd/states/49000.html>

http://en.wikipedia.org/wiki/2002_Winter_Olympics

http://findarticles.com/p/articles/mi_m1571/is_8_18/ai_83699620

5. Atlanta, United States

About Atlanta: Capital City of Atlanta, known as the *peach* state; Georgia's largest city.

Political Regime: Democracy

Population: 9.5 million (est. 2007)

Date of Games/Hallmark Event: Summer Olympic Games, 1996

Cost of Games: 1.8 Billion with a \$10 million profit

Mandate/Slogan of Event: *The Celebration of the Century*

Tier on U.S. State Department Anti-Trafficking Ranking: Unable to obtain any data on the United States Tier level as this information is not included in the "Country Narratives" section of Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

the “Trafficking in Persons Report 2008”.

Trafficking (Reputation):

Prostitution Law: It is illegal for a person to perform or offer the act of “sexual intercourse for money.” Georgia also has laws against “keeping a place of prostitution” as well as “pimping and pandering” and “Masturbation for Hire.” Additionally, there are laws against “fornication” (voluntary sex by unmarried people). All of the above are misdemeanours and are punishable by a fine of up to \$1000 and/or up to 12 months incarceration.

Social Conditions: Highlights of history etc.

- England and Spain fought over control of Georgia in 1670;
- Joined the confederacy in 1861;
- Atlanta followed the Los Angeles Games lead in 1984 in relation to funding, by using no public dollars. Sponsorships and ticket sales resulted in a 10 million dollar profit. The reliance on sponsorships yielded criticisms of these Games being ‘over-commercialized.’ Crowding and the quality of food were also criticized.

Sources :

<http://www.usdoj.gov/ag/annualreports/tr2006/agreporhumantrafficking2006.pdf>

<http://www.geocities.com/CapitolHill/2269/georgia.html?200829>

<http://www.infoplease.com/ipa/A0108201.html>

6. Barcelona, Spain:

About Barcelona: Barcelona is the second largest city in Spain.

Political Regime: Democracy

Population: 1.6 Million (2006)

Date of Games/Hallmark Event: Summer Olympic Games, 1992

Cost of Games: 1.6 Million Euros, with a 3 million Euro surplus

Mandate/Slogan of Event: *Friends Forever*

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One

Trafficking (Reputation): Transit and destination country for those trafficked from Latin America, Eastern Europe and Africa. Spain complies with US created trafficking standards. Officials arrested 530 individuals for sex related trafficking and convicted 142 offenders in 2007 with sentences averaging 4.6 years. Officials identified 1,035 sex trafficking victims. Prostitution Law: Indoor and outdoor prostitution in Spain has been regulated and is not allowed within 200 meters of educational centres. Brothels exist in various locations including the famous “El Barro Chino” and are regulated by municipal governments who dictate hours of operation and hours of work for sex workers. Municipalities including Barcelona and Madrid are implementing legislation that prohibits the purchase and receipt of sexual services in a public place. Sex workers are not charged, but instead offered social supports. Residents worry about the displacement of the sex industry to unregulated suburban areas.

Social Conditions: Highlights of history etc.

- The “Barcelona Olympic Impact Model” denotes an Olympic legacy of ongoing infrastructural development and permanent growth as a result of investments.
- Barcelona invested 10.6 Euro in infrastructural development
- Currently, the visible sex industry has become more diverse due to global economic issues. Women from Eastern Europe, Africa and Latin America account for 60-90% of the visible sex trade. Most of the sex industry in Spain occurs in off street venues.

Source:

<http://www.state.gov/g/tip/rls/tiprpt/2008/105389.htm>

<http://en.wikipedia.org/wiki/Barcelona><http://en.wikipedia.org/wiki/Barcelona>

http://olympicstudies.uab.es/pdf/wp084_eng.pdf

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

<http://www.docstoc.com/docs/2394280/An-economic-analysis-of-the-Barcelona%E2%82%AC-Olympic-Games-resources>
<http://www.barcelonametropolis.cat/en/page.asp?id=23&ui=91>

7. Turin, Italy:

About Turin: An Italian city located in the Piedmont region and is the birthplace of solid chocolate-invented at the end of the 18th century.

Political Regime: Democracy

Population: 908,617 (2008)

Date of Games/Hallmark Event: Winter Olympic Games, 2006

Cost of Games: 1.58 Billion, with a 32.4 million deficit

Mandate/Slogan of Event: *Passion Lives Here*

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One

Trafficking (Reputation): Italy is described as a destination country for men, women and children trafficking for commercial sex and forced labour. Source countries include the Eastern block and Africa. Government supports and complies with TVPA minimums and pursues anti-trafficking activities. As of 2007, 1,202 investigations were opened and Italian courts convicted 163 people of trafficking with an average sentence of four years. Government allocated almost fourteen million to emergency and support project and awareness campaigns.

Prostitution Law: Originally, the Merlin law of 1958 condones independent prostitution and prohibits brothels, pimping and procuring. Currently, laws to prohibit the buying and selling of sex services in public are all under development. Critics note that forcing prostitution behind closed doors increases the potential for violence. The new legislation will have fines and jail time associated with commercial sex activities.

Social Conditions: Highlights of history etc.

- This city is seeing a rise in its population due to migration from Eastern Europe.
- These Games were on the verge of bankruptcy due to a \$64 million Euro shortfall because the government did not include allocations to Olympic organizers in their budget.
- Nigerian teenage girls, prized for their 'exotic' looks and skin colour make up the majority of street level worker and are trafficking.
- As self-employed prostitution is legal, foreign women are deported from Italy when they approach law enforcement for support not because they are sex workers, but because they do not hold valid residency permits.

Sources:

<http://www.usembassy.it/policy/topics/Trafficking/>

http://en.wikipedia.org/wiki/2006_Winter_Olympics

<http://articles.latimes.com/2007/feb/09/sports/spw-hersh9>

<http://www.womensenews.org/article.cfm/dyn/aid/790/context/archive>

http://en.wikipedia.org/wiki/Prostitution_in_Italy

European Race Audit Bulletin No. 25, The Institute of Race Relations, London UK, 25 November 1997

<http://www.uri.edu/artsci/wms/hughes/italy.htm>

<http://www.dailymail.co.uk/news/worldnews/article-1054756/Italy-cracks-prostitution-tough-new-laws-aimed-clearing-streets-punishing-pimps.html>

Part Two: Canada Olympic and Event Host Cities:

1. Montreal, Canada

About Montreal: is the largest city in Quebec and the second-largest city in Canada. Originally called *Ville-Marie* ('City of Mary'), some historians think the city takes its present name from Mount Royal, the three-headed hill at the heart of the city, whose name was also initially given to the island on which the city is located. The official language of Montreal is French as defined by the City's charter. Montreal is the second-largest primarily French-speaking city in the world, after Paris. It also has a large English-speaking population. In 2008, Montreal was ranked 16th in a list of the world's 25 most livable cities. Contributing factors included a strong arts community, sophisticated urbanites, fashion, historic architecture, booming aerospace industry and a vast network of free wireless internet.

Population: 2006 Census, 1,620,693 Montreal proper, Metropolitan Area: 3,635,571

Political Regime: City of Montreal: Union des citoyens et des citoyennes de l'Île de Montréal (English: *Montreal Island Citizens Union*). The Communauté Métropolitaine de Montréal (English: Montreal Metropolitan Community) is in charge of planning, coordinating and financing economic development, public transportation, garbage collection etc., across the metropolitan area of Montreal. The president of the CMM is the mayor of Montreal. **Province:** Liberal Party of Quebec, centre right **Federal2008:** Majority Bloc Québécois- left, pro sovereignty, Conservative Party of Canada, Liberal Party of Canada

Date of Games/Hallmark Event: Montreal Summer Olympic Games, 1976.

The Games were marred by an African boycott protesting the fact that New Zealand's was permitted to compete in the Games despite the fact that its national rugby team had toured apartheid South Africa. The financial and political problems faced by the Games -- *The Olympic Games can no more have a deficit than a man can have a baby*. Montreal Mayor Jean Drapeau -- were initially overshadowed by Nadia Comaneci's performance in the gymnastics competition, where she was awarded the first perfect 10 in Olympic history. The East German women's swimming team won 11 events, but these victories were later tarnished when it was revealed that they had used performance-enhancing drugs. The Olympic Stadium, a multi-purpose stadium used for the Opening and Closing ceremonies created an immediate \$600 million deficit. Since the Montreal Expos relocated to Washington, D.C. in 2004, the stadium has had no main tenant, and with its history of financial and structural problems, it is largely seen as a white elephant.

Cost of Games: Over \$1.5 billion: cost overruns included the cost for increased security after the Munich Games which saw 11 Israeli athletes assassinated by Palestinian terrorists in the tragedy known as the Munich massacre, and the cost of the Montreal Olympic Stadium (known as the 'Big Owe'). Its original budget was \$134 million but it ended up costing \$770 million to construct. By 2006, the final cost had risen to \$1.47 billion when calculating in repairs, modifications and interest. It took Montreal taxpayers 30 years to finally pay off the debt associated with the Games.

Mandate/Slogan of Event: unavailable

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One --see Canada for details Trafficking (Reputation) Eastern European and Latin American victims are trafficked more often to Toronto and Eastern Canada, which would likely include Montreal.

Prostitution Law: Criminalized, federal offence

Social Conditions: Highlights of history Quebec is Canada's second most economically influential province, second only to Ontario and followed by Alberta. Most inhabitants live in urban areas, concentrated in Montreal and Quebec City, the capital of Quebec. Quebec is the only Canadian province whose population is mainly francophone, constituting 79% of the

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

population according to the 2006 Census. English-speaking populations and institutions are concentrated in Montreal. The northern half of the province, is sparsely populated and inhabited primarily by Aboriginal people. Nationalism plays a large role in the politics of Quebec, and all three major provincial political parties have sought greater autonomy for Quebec and recognition of its unique status. Sovereignist governments have held referendums on independence in 1980 and 1995. In 2006, the Canadian House of Commons passed a symbolic motion recognizing the "Québécois as a nation within a united Canada." The three fundamental values of Quebec society are identified as equality between men and women, the primacy of the French language and separation of state and religion. Quebec society is considered to be highly tolerant. Social and legal policies related to human, labour and economic rights are perhaps the most progressive in Canada.

Sources:

http://en.wikipedia.org/wiki/1976_Summer_Olympic

2. Calgary, Canada

About Calgary: Calgary is generally considered a conservative city, dominated by traditional small-c social conservatives and fiscal conservatives. During the 1990s the city's mainstream political culture was dominated by the right-wing Reform Party of Canada federally, and the Progressive Conservatives provincially. The economic slump of the early 1980s was significant, but by the end of the decade the economy was in recovery. Calgary shifted its economy from an over-emphasis on oil and gas to become much more diverse, both economically and culturally. The recession period marked Calgary's transition from a mid-sized and relatively nondescript prairie city into a major cosmopolitan and diverse centre. This transition culminated in February 1988, when the city hosted the XV Olympic Winter Games.

Political Regime: Municipal: Dave Bronconnier, three-time Mayor of Calgary **Provincial** Calgary dominated by the Progressive Conservative Party who have governed Alberta since 1971. **Federal:** All eight of Calgary's federal MPs are members of the Conservative Party of Canada including Prime Minister Stephen Harper.

Population: (2006) 1,162,310 Metro: 1,162,100

Date of Games/Hallmark Event: February 13 – 28, 1988

Cost of Games: 1 billion

Mandate/Slogan of Event: Come Together in Calgary

Tier on U.S. State Department Anti-Trafficking Ranking: Canada Tier One, see Canada

Trafficking (Reputation) Asian victims tend to be trafficked more frequently to Vancouver and Western Canada

Prostitution Law: Criminalized, federal offence

Social Conditions: Highlights of history: The success of the Calgary Games put the city on the world stage. While the cost of the Games was more than twice what was initially estimated, the Games were the first Winter Games to make a profit. The revenue generated by the Games has helped maintain Calgary's top-of-the-line winter sports facilities and help train future Olympians. Today, the economy of Calgary and the surrounding area represents the fastest growing economy in the country, one no longer as dominated by the oil and gas industry although that sector is still the single largest contributor to the city's GDP. A high percentage of the workforce is employed in white-collar jobs. Calgary had the lowest unemployment rate among major cities in Canada and as a result, there is an extreme shortage of workers, both skilled and unskilled. Despite the oil industry's dominance in Alberta's economy, Calgary ranked as the world's cleanest city by in 2007 and the 10th best city to live in the world in 2008. According to Statistics Canada, a person is more likely to experience a racially motivated crime in Calgary than in any other major city in Canada.

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

Sources:

<http://www.calgary.ca/portal/server.pt?>
http://en.wikipedia.org/wiki/1988_Winter_Olympics
<http://www.discovercalgary.com/>
<http://www.calgarysun.com/>

3. Calgary Stampede, Canada

Date of Games/Hallmark Event: The Stampede is a large festival, exhibition, and rodeo held annually in Calgary, Alberta for ten days in early July. It is one of Canada's largest annual events, and the world's largest outdoor rodeo. In 2006, record-breaking attendance at the 10-day rodeo and exhibition totalled 1.2 million. The Stampede employs 300 year-round full-time staff and 1,300 part-time employees work with the team to conduct the day-to-day operations of the Calgary Stampede that brings \$125 million in direct economic benefits to the city.

Cost of Games: unavailable

Mandate/Slogan of Event: The Greatest Outdoor Show on Earth,

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One – Canada ranking Trafficking (Reputation) Asian victims tend to be trafficked more frequently to Vancouver and Western Canada.

Prostitution Law: Criminalized, federal offence

Social Conditions: Highlights of history: Originally known as "frontier days and Cowboy Championship Contest. Started in 1912; became an annual event in 1923. In February of 2008, city announced it 65 million dollar plan to build a stampede park with construction to begin in 2009. See Calgary Olympic Games for further context information.

Sources:

<http://calgarystampede.com/>
<http://www.calgary.ca/portal/server.pt?>
<http://www.tpr.alberta.ca/about/media/VANOCACcord.pdf>
<http://www.no2010.com/node/208>

Part Three: Soccer World Cup Venues:**1. Germany:**

About Germany: Capital city is Berlin. Germany is active in the European Union and NATO

Political Regime: Democratic Republic

Population: 82 Million (2007)

Date of Games/Hallmark Event: Summer 2006

Cost of Games: The renovation of German stadiums equalled 1.4 Billion Euros

Mandate/Slogan of Event: "*Die Welt zu Gast bei Freunden,*" means "A time to make friends."

Tier on U.S. State Department Anti-Trafficking Ranking: Tier One

Trafficking (Reputation): Germany is a transit and destination country for those from central Europe and the Eastern Block. In 2007, this country arrested 121 traffickers, but has not provided information on sentence. Further, media reports indicate that German consular officials abroad and law enforcement officers participate in trafficking activities and accept bribes and sexual services from traffickers. 100 victims were identified in 2007 and 35 of those received supports and victim status.

Prostitution Law: Prostitution is legal in Germany. Sex workers work under contract as regular employees and pay income tax in addition to charging tax on their services. These taxes are also levied on dancing and pornography. As of 2006, advertising sex industry services is not

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

illegal.

Social Conditions: Highlights of history etc.

- Reports of women being forced to prostitute or lose unemployment benefits that surfaced through English media in 2005 remain unfounded.
- German politician Michel Friedman was involved in an investigation of trafficking and has been a client of many sex workers and is also well known for his use of cocaine.
- HYDRA, a German sex workers' organization estimates the number of prostitutes at 400,000.
- Sensis, a sex work agency links sex workers with disabled customers.
- During Nazi reign, sex workers were sent to the Ravensbuck concentration camp.
- Ten concentration camps contained brothels to reward cooperative inmates.
- Anonymous STI testing for everyone, including illegal migrants is available.
- Foreign Minister Joschka Fischer of the Green Party was accused of contributing to forced prostitution by the issuance of visas.
- In spite of the speculation of 40,000 illegal prostitutes due to enter Germany for the World Cup in 2006, only 5 cases of trafficking were found associated with this event.
- Women are trafficked to Germany to become prostitutes, waitresses and au pairs.
-

Sources:

<http://www.state.gov/g/tip/rls/tiprpt/2008/105387.htm>

<http://en.wikipedia.org/wiki/Germany>

http://en.wikipedia.org/wiki/Prostitution_in_Germany

<http://www.spiegel.de/international/0,1518,412932,00.html>

2. South Africa (preparations 2010)

About South Africa: This country is located at the southernmost tip of Africa. European immigrants known as the Boers (Germans, Dutch and French) took up residence in the 1820's. South Africa has three capital cities.

Population: 43 Million (Est. 2008), with 80% of the population being Black and 9% Caucasians

Date of Games/Hallmark Event: 2010

Cost of Games: Country estimates almost half a million visitors and will invest 1.6 billion in infrastructure. Critics suggest an investment in people and not roads to ensure a lasting legacy. Mandate/Slogan of Event: *Ke Nako. Celebrate Africa's Humanity and It's Time*

Tier on U.S. State Department Anti-Trafficking Ranking: Tier Two

Trafficking (Reputation): South Africa is a transit, source and destination country for those trafficked to: Ireland, United States and the Middle East. Also, women from other African countries are trafficking into South Africa.

The US State Department finds that South Africa does not fully comply with their minimum standards. Small numbers of Thai and Chinese women were identified as victims and as traffickers. Officials arrested 27 Chinese "prostituted women" and seven men. The US further finds that supports for victims is inadequate, however, new Sexual Offences legislation is underway and efforts are being made to coordinate victim procedures nationally.

Prostitution Law: Sex work, living off the income and keeping a brothel are illegal in South Africa

Social Conditions: Highlights of history etc.

- Modern Homo sapiens have inhabited this region for 100,000 years.
- Contains some of the oldest archaeological sites, including those of Homo Habilis and Homo Erectus
- The Portuguese were the first Europeans to arrive in South Africa in 1487.

Appendix VIII: Profiles of Recent Olympic and Mega Sport Event Locations

- The discovery of diamonds and gold led to the Anglo-Boer war that resulted in British victory and control over South African mineral wealth.
- Political Regime: South Africa was a Republic that promoted apartheid (racial segregation) beginning in 1948. South Africa held its first democratic multi-racial election in 1994 under the African National Congress. This National Party Government released Nelson Mandela and implemented legislation to end apartheid.
- Estimates suggest that there are 1.2 million AIDS orphans in south Africa, Country is confronting high levels of urban violence, economic slowdown and displacement from rural to urban environments

Sources:

<http://www.state.gov/g/tip/rls/tiprpt/2008/105387.htm>

http://en.wikipedia.org/wiki/South_Africa

<http://www.voanews.com/english/Africa/Africa-looks-to-2010-Soccer-World-Cup-to-Bolster-Tourism.cfm>

<http://guyanaprovidencestadium.blogspot.com/2007/05/south-africa-cost-of-hosting-2010-world.html>

<http://arapaho.nsuok.edu/~dreveskr/prolinks.html-ssj>

http://www.sweat.org.za/index.php?option=com_content&task=view&id=31&Itemid=99999999