



STAFF REPORT ACTION REQUIRED

Human Trafficking

Date:	January 22, 2013
To:	Executive Committee
From:	Executive Director, Social Development, Finance & Administration
Wards:	All
Reference Number:	AFS# 16144

SUMMARY

This report responds to the Executive Committee request for information pertaining to the problem of human trafficking in Toronto, including recommendations to strengthen protection of vulnerable women and children, improve services available to victims of human trafficking and to reduce human trafficking. It also responds to the request to report on the formulation of a policy that would prohibit City advertising in publications that allow advertising that could contribute to human trafficking.

Human trafficking is defined as recruiting vulnerable persons for the purpose of transporting, transfer, harbouring, and/or controlling them to be engaged in forced labour, especially sex work, organ removal, or other forms of coercion for the purpose of exploitation. Research demonstrates human trafficking is both a domestic issue, as well as an international problem, and it's a crime that occurs primarily in urban areas.

There is an opportunity for the City of Toronto to work with other orders of government, community-based organizations, Toronto Police Service and several City divisions to identify the impact of human trafficking in Toronto. Staff will determine possible solutions within the City's mandate to decrease the risk of trafficked persons in Toronto. City divisions will collaborate each other to bring public awareness to the issue, and develop indicators to better measure human trafficking in Toronto.

RECOMMENDATIONS

The Executive Director, Social Development, Finance & Administration recommends that:

1. City Council direct the Executive Director, Social Development, Finance and Administration to pursue opportunities to reduce the impact of human trafficking in Toronto by doing the following:
 - a. Collaborate with existing human trafficking committees coordinated by different organizations: Public Safety Canada's National Action Plan to Combat Human Trafficking, the Ontario government's Human Trafficking Advisory Committee supported by the Ministry of the Attorney General, and four working groups comprised of organizations that serve trafficked persons: the Toronto Counter Human Trafficking Network coordinated by FCJ Refugee Centre, the Ontario Coalition Against Human Trafficking coordinated by the Alliance Against Modern Slavery, the Rotary Club of Toronto Women's Initiative Domestic Human Trafficking Project, and the National Task Force of Human Trafficking of Women and Girls in Canada led by Canadian Women's Foundation.
 - b. Work with other orders of government, community-based organizations, Toronto Police Service, and City divisions to design a training program to inform, educate and train City staff regarding human trafficking.
 - c. Collect data about trafficked persons, success stories, and charged and convicted traffickers to benchmark and monitor the trends in Toronto.

Financial Impact

The adoption of this report's recommendation will have no financial impact.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on May 14, 2012, the Executive Committee requested the City Manager to investigate the problem of human trafficking in Toronto and provide a report, including recommendations to: strengthen protection of vulnerable women and children from human traffickers; improve services available to rehabilitate victims of human trafficking; reduce human trafficking in the city of Toronto; and to report to the Executive Committee on the formulation of a policy that would prohibit the City advertising in publications that allow advertising that could contribute to human trafficking.

Throughout 2012, a number of key Committee directives emerged and may contribute to addressing the issue of human trafficking in Toronto:

- Undocumented Workers in Toronto – Community Development and Recreation Committee was provided information on how the City can better understand and support undocumented persons in Toronto. This item was deferred to the January 2013 meeting. Additional information may be found:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.CD17.8>
- Immigrant Children Suffering Abuse – Community Development and Recreation Committee requested recommendations for improvements to the coordination of service delivery and supports for newcomer children. A report will be brought forward early 2013. Additional information may be found:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.CD13.6>
- Adult Entertainment Parlours – This report was adopted with amendments by the Licensing and Standards Committee and further by Council. Three outstanding issues remain under review and will be reported to the Licensing and Standards Committee in early 2013. Additional information may be found:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.LS16.1>
- Holistic and Body Rub Regulations – Municipal Licensing and Standards are reviewing the regulations by consulting with the public and stakeholders. The report is expected to be an agenda item at the Licensing and Standards Committee in spring 2013.

ISSUE BACKGROUND

Canada's Criminal Code, Canada's National Action Plan to Combat Human Trafficking, and the United Nations Educational, Scientific and Cultural Organization (Touzenis, 2010) use similar terms to define human trafficking: "recruitment, transportation, transfer, harbouring or receipt of persons, and the exercising of control of those persons by means of threat, use of force or other forms of coercion for the purpose of exploitation." Human trafficking is often referred to as a "modern form of slavery," (Public Safety Canada, 2012) and includes, but is not limited to, sexual activities and other types of forced labour, as well as the removal of organs.

The United Nations, and many other organizations, claim that human trafficking is one of the largest organized crime activities world-wide, with an attributed value between \$9 billion and \$31 billion a year. It is a crime, facilitated by many factors, including: easy access to the vulnerable, lack of awareness on the part of civil society, and the demand for sex trade (Status of Women Canada). Appendix A provides a list of resources related to human trafficking. The International Labour Organization estimates that between 1995 and 2004, there were at least 2.45 million people around the world being trafficked, primarily due to sexual exploitation (Bressler et al, 2005). Women and children account for 79% of all reported cases of human trafficking worldwide, women 66% and girls 13% (United Nations Office of Drugs and Crime).

COMMENTS

Human trafficking is a crime that has a social impact across Canada. Governments recognize the importance of creating strategies to deal with the situation, such as: developing policies, enforcing the law by charging and convicting traffickers, and establishing supports for trafficked persons.

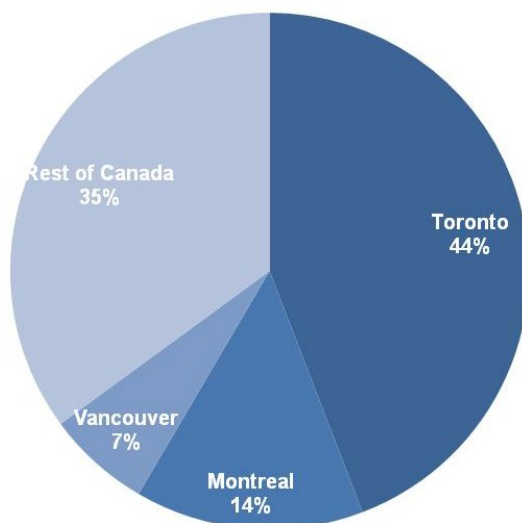
Human Trafficking in Canada and Toronto

Trafficking is commonly perceived as an international problem, e.g., people (the majority girls and women) trafficked into Canada from abroad usually for sex trade. It is important to recognize that human trafficking is not only an international crime, but also a domestic and local issue: people are trafficked within Canada; and also within cities and towns.

In Canada, data on human trafficking is collected through police reported incidents, convictions, and the issuance of temporary resident permits for suspected trafficked persons. Data collected in 2010 shows that over 90% of cases involved domestic human trafficking, and less than 10% involved people being brought into Canada from another country (Status of Women Canada). As of April 2012, of the 56 human trafficking cases currently before the courts in Canada, 90% are related to domestic trafficking (Public Safety Canada, 2012).

Although the number of individuals being trafficked domestically is unclear due to the nature of the crime, there is some empirical evidence that seems to confirm what law enforcement agencies have assumed. Statistics Canada Uniform Crime Reporting Survey reports that between 2006 and 2011, human trafficking was concentrated in the major urban centres in Canada. The following chart shows that law enforcement agencies across the country charged 77 people for trafficking in persons. Of those, 34 people (44%) were in the Toronto Census Metropolitan Area. Montreal was second at 14%, while 7% of the charges were in Vancouver.

Total Persons Charged with Trafficking in Persons
(2006-2011)



Statistics Canada Uniform Crime Reporting Survey

Recent convictions of human trafficking for the purpose of sexual exploitation have mostly been made against Canadian citizens and/or permanent residents (Royal Canadian Mounted Police). So far, 75% of all human trafficked cases in Canadian courts were found in Southern Ontario, while 62.5% came directly from the Greater Toronto Area.

There is some data for persons who have been trafficked internationally. Since May 2006, immigration officers have been allowed to issue Temporary Resident Permits (TRP) to trafficked foreign nationals for a period of time to determine their options. In 2011, TRPs were offered to 48 trafficked persons, a figure that includes subsequent permits issued to the same trafficked person to maintain legal status in Canada (Citizenship and Immigration Canada, 2012).

Policies on Human Trafficking

All orders of government and several community-based organizations are implementing strategies to address human trafficking. Their initiatives may be linked directly to deal with the issue of human trafficking or they may provide programs and services, within the federal, provincial and municipal mandates, that would benefit trafficked persons.

Canada

In June 2012, the Government of Canada launched the National Action Plan to Combat Human Trafficking (National Action Plan). The National Action Plan builds on Canada's current responses and commitment to work together with partners to prevent and combat this crime. It leverages and builds on Canada's international and domestic experience to date and provides aggressive new initiatives in order to address human trafficking in all its forms. In line with internationally accepted best practices outlined in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, the National Action Plan focuses on four core areas, known as the 4-Pillars (4-Ps): prevention, protection, prosecution and partnerships (both domestically and internationally).

A Human Trafficking Taskforce, comprised of key federal departments and agencies, and led by Public Safety Canada, is responsible for overseeing the implementation of the National Action Plan commitments under the 4-Ps and for coordinating the federal anti-human trafficking response, as well as reporting annually on progress to the public.

Ontario

In Feb 2011, the Ontario government launched an approach to handle human trafficking including sexual exploitation. The objective was to prevent victimization, enforce human trafficking laws, prosecute alleged offenders, and ensure trafficked persons have the supports and services they need to begin the healing process. The Ontario government also established a Human Trafficking Advisory Committee to offer advice and support for future programs and initiatives, including training for service providers who deal with trafficked persons and support their specialized needs. The Committee is made up of representatives of police services, service providers for trafficked persons, and experts on human trafficking. In 2012, the Ministry of the Attorney General requested applications to fund an agency to design and implement an Online Training Initiative to Address Human Trafficking.

Toronto Police Service

The Toronto Police Service's Special Victims Section, of the Sex Crime Unit, investigates sexual offences and exploitation against sex trade workers, including young persons. In 2006, TPS designated the Special Victims Section to oversee all investigations of Human Trafficking in the city. Due to the hidden nature of these crimes, offenders are likely to operate unnoticed. Trafficked persons are not likely to report their situation, which makes it extremely difficult to identify the crime because it requires considerable resources to detect human trafficking violations.

In order to provide a systematic response, the Sex Crimes Unit has successfully collaborated with many community agencies and representatives. These community partners have been involved in the development of training modules for investigators and the drafting of new procedures for these investigations. In 2008, many of the community partners came together to form the Sexual Assault Advisory Committee. The Committee consists of representatives from TPS, Sexual Assault Care Centres, Ministry of Attorney General, and community agencies. They collaborate to share expertise, improve police response, and support trafficked persons.

Most recently, the Sexual Assault Advisory Committee has been invaluable in the creation of a guidebook that helps survivors navigate through the justice process, police investigation, trial and sentencing. The Sexual Assault Advisory Committee has broad goals including:

- educating the public about safety measures;
- providing clear information to survivors about the police and court processes through the “*Guide For Sexual Assault Survivors*”;
- improving the ways in which cases are handled by the police, courts and community agencies; and
- ensuring that survivors receive adequate levels of support.

The Special Victims Section has been developing a Human Trafficking Response Protocol. They are leveraging the Crime Analysis Section to collect and analyze victims' data each year in order to better assess the problem. Although data is available in relation to designated human trafficking charges that are laid thus far, there is insufficient data to describe the full extent of human trafficking in the city of Toronto.

City of Toronto

The City of Toronto does not have a specific policy on human trafficking. Several City divisions deliver a number of key initiatives that help to reduce human exploitation. They are:

1. Municipal Licensing and Standards (MLS) addresses the problem of human trafficking in the city of Toronto through certain sections of the licensing bylaw and its enforcement. For example, the recent review of Adult Entertainment Parlour regulations resulted in retaining a licensing regime for entertainers, as opposed to a suggestion from the industry to implement a registration system maintained solely by the AEP owners. Research indicated that the lack of a licensing requirement for the

entertainers may facilitate human trafficking and certainly the recruitment of under-age women and men. The licensing regime ensures the proper screening of documentation and provides a protection specifically related to the risk of young men and women who may be under age, or other vulnerable persons being coerced into the business and the risks associated to human trafficking. MLS also proposed a set of amended and new provisions aimed at improving health and safety of the entertainers in the clubs, such as new construction standards for private performance area with the objective to make their interior more visible, more accessible, and less secluded. In cases where an inspection of a business gives rise to concerns related to human trafficking, MLS licensing enforcement officers, report their observations to Toronto Police Service.

Currently, MLS is reviewing regulations concerning Body Rub Parlours and Holistic Centres. During the course of this review, MLS will be taking the issue of human trafficking into consideration and will be addressing it by way of licensing bylaw provisions, if and where appropriate. This report is expected to be completed in the Spring of 2013.

2. Shelter, Support & Housing Administration's Hostel Services oversees the delivery of shelter services that are accessible to anyone who is unable to meet their basic needs and shelter. Toronto Shelter Standards are grounded in principles that value accessibility, the right to shelter, sensitivity, dignity, and respect. Shelter services provide support to many individuals and families who are seeking refuge from difficult situations, e.g., including those who have been trafficked. As soon as the request is made for a trafficked person, there are no waiting lists to access services. Shelters collaborate with the larger network of homeless services and agencies to support clients to integrate in the community and obtain the support and services needed.
3. Social Development, Finance and Administration (SDFA) oversees the Community Crisis Response Program (CCRP) which provides support and resources to communities impacted by violent and traumatic incident, which at times arise due to sex trade activities. The program mobilizes local resources to address individual and group needs, coordinates community debriefings and information sharing, provides training and education sessions, facilitates community safety audits, and fosters the development of innovative, community safety projects. During the process, CCRP staff may encounter trafficked persons and directs them to the appropriate support they need, they include: City programs and services, Toronto Police Service, and community-based organizations.
4. SDFA manages the Community Service Partnerships (CSP) program, which provides ongoing support to community-based services that interact directly with vulnerable, marginalized and high-risk communities. These services provide general resources to help protect vulnerable people from many types of exploitation, including trafficking. SDFA's short term funding streams (Community Safety and Access Equity and Human Rights) are also available for communities for work to develop prevention strategies focused on people and places most at risk of human trafficking.

Stakeholders' Consultations

In order to further understand the complex social issue of human trafficking, City staff conducted interviews with stakeholders who assist trafficked persons. They stated that there is currently a need for services specifically for people who have been trafficked domestically or internationally into the city of Toronto. Trafficked persons' needs may be similar to vulnerable and marginalized community members, e.g., legal assistance, crisis intervention, affordable housing, medical services, skills development and/or employment, need for after-school services. However, due to the stigmatization and other ramifications as a "trafficked person," they require specialized counselling and mental health services.

Some of the stakeholders proposed strategies the City should consider to address the concern of human trafficking in Toronto (Appendices B through F). Their comments reflect the following three areas:

1. **Communication:** Inform, educate and train Toronto's residents, business owners, visitors, and City staff on ways to prevent human trafficking, to recognize the signs of a trafficked person, and know the process to report it.
2. **Research:** Collect data about trafficked persons, success stories, and charged and convicted traffickers to benchmark and monitor the trends; and conduct an evaluation of the effects of human trafficking programs and policies.
3. **Partnerships:** Collaborate with service providers, other Canadian municipalities, and the federal and provincial governments to develop best practices.

The stakeholders also suggested the creation of a City coordinated human trafficking task force. Given the range of initiatives currently underway, it is not clear that initiating another task force/workgroup is the most effective contribution the City can make at this time. City resources may be better directed to participate on existing human trafficking committees, which include: Public Safety Canada's National Action Plan to Combat Human Trafficking; the Ontario government's Human Trafficking Advisory Committee; and four working groups comprised of several community-based organizations. These committees are located in Toronto and serve trafficked persons, they are: the Toronto Counter Human Trafficking Network coordinated by FCJ Refugee Centre, the Ontario Coalition Against Human Trafficking coordinated by the Alliance Against Modern Slavery, the Rotary Club of Toronto Women's Initiative Domestic Human Trafficking Project, and the National Task Force of Human Trafficking of Women and Girls in Canada led by the Canadian Women's Foundation.

The strategy to have staff participate on existing human trafficking committees at the national, provincial and local levels will be an opportunity for the City of Toronto to address the concerns identified in the stakeholders' submissions. It will also permit staff to dedicate realistic time to learn more about the impact of human trafficking in Toronto; provide immediate solutions to the problem by identifying current programs and services that would help to minimize the number of trafficked persons in Toronto; bring public awareness to the issue; identify future strategies that will help vulnerable people who are targets to be

trafficked, especially children and women; and identify viable ways the City could support trafficked persons.

Advertising in Publications

The City of Toronto currently advertises in a number of online and print publications that may contribute to human trafficking – based solely on the numerous advertisements for "escorts" of both sexes included in these publications. Although the City cannot confirm this, it is generally acknowledged by police, community organizations, and other stakeholders working with trafficked persons in the sex trade, that these advertisements may be used to market trafficked persons to prospective customers.

The formulation of any policy prohibiting the City of Toronto from advertising in publications which could be perceived as contributing to human trafficking would require a thorough review to confirm whether these publications do indeed contribute to human trafficking. Such a policy would also have an impact on the City of Toronto Advertising Policy, adopted by Council in July 2001.

CONTACT

Fenicia Lewis-Dowlin
Policy Development Officer, Social Policy, Analysis and Research
Phone: 416-392-3144
E-mail: flewisd@toronto.ca

SIGNATURE

Chris Brillinger
Executive Director
Social Development, Finance & Administration

ATTACHMENTS

Appendix A: References
Appendix B: Angus Grant, Independent Research and Development Consultant
Appendix C: Free-Them -- Grey Cup 2012 Grassroots Traffic Report
Appendix D: PROS at All Saints Church-Community Centre
(Providing Resources, Offering Support)
Appendix E: Streetlight Support Services
Appendix F: Toronto Counter Human Trafficking Network