



**HOUSE OF COMMONS
CANADA**

**TURNING OUTRAGE INTO ACTION TO ADDRESS
TRAFFICKING FOR THE PURPOSE OF SEXUAL
EXPLOITATION IN CANADA**

**Report of the Standing Committee on
the Status of Women**

**Yasmin Ratansi, MP
Chair**

**FEBRUARY 2007
39th PARLIAMENT, 1st SESSION**



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the Status of Women**

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**FEBRUARY 2007
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THE STANDING COMMITTEE ON STATUS OF WOMEN

has the honour to present its

TWELFTH REPORT

Pursuant to its mandate under Standing Order 108(2) and the motion adopted by the Committee on September 21, 2006, your Committee has undertaken a study of Human Trafficking and has agreed to report the following:

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CHAPTER 1: COMMITTEE MANDATE

Over the past decade, alarm bells have been set off around the globe about a human rights disaster of epic proportions, and that is the wholesale trafficking of women and children into the worldwide sex trade. Yet, for the majority of nations on the planet — and that's from the top echelons of political power all the way down to the cop on the beat — this issue has yet to register as a priority.¹

Between 700,000 and 4 million people a year are affected by trafficking in persons.² The vast majority of people who are trafficked are women and children, and 92% of victims are trafficked for the purpose of sexual exploitation. While the Standing Committee on the Status of Women acknowledges that Canada has taken steps to combat trafficking, both within and outside of its borders, the Committee's attention was drawn to the urgency of the situation, an urgency which requires that Canada do more to prevent the victimization of innocent women and children. As one witness told the Committee, "when a woman or girl is reduced to a commodity to be bought and sold, raped, beaten, and psychologically devastated, her fundamental rights and dignity are repeatedly violated."³ For that reason, the Committee agreed to increase both parliamentary and Canadian attention to the issue by undertaking a study on trafficking in persons.

While the Committee recognizes that trafficking is both a pressing international and domestic issue, we agreed that, in the interests of making progress on the issue within Canada's borders, we would limit our study to trafficking in Canada, but would remain cognizant of the fact that the trafficking of persons across international borders also has significant implications for Canada. In no way does our focus on trafficking within Canada indicate that the international aspects do not warrant the same attention and commitment to action.

The Committee recognizes that trafficking in persons includes people who are trafficked for domestic, agricultural and factory work, but felt that it was necessary to focus on trafficking in persons for the purpose of sexual exploitation since witnesses noted that 92% of victims are trafficked for that purpose.⁴ The Committee also considered that the particularly egregious abuse and degradation involved in trafficking for the purposes of sexual exploitation warranted the Committee's full attention. The Committee agrees that addressing the trafficking of persons for domestic, agricultural and factory work or any other exploitive situation would require another study.

¹ Victor Malarek, *Evidence*, 23 November 2006.

² Richard Poulin, Full Professor, Department of Sociology and Anthropology, University of Ottawa, *Evidence*, 19 October 2006.

³ Barbara Kryszko, Coordinator, Action Alert, Coalition Against Trafficking in Women — International, *Evidence*, 21 November 2006.

⁴ See, for example, the evidence of Richard Poulin, *Evidence*, 19 October 2006.

REPORT STRUCTURE

The Committee's report focuses on "the three Ps": prevention of trafficking, protection of victims, and prosecution of offenders. The representatives of the departments that co-chair the Interdepartmental Working Group on Trafficking in Persons (the departments of Justice and Foreign Affairs) told the Committee that Canada's anti-trafficking approach affirms that prevention, protection, and prosecution are Canada's key priorities.⁵ Yvon Dandurand from the International Centre for Criminal Law Reform & Criminal Justice Policy noted, however, that not all of the "Ps" have been addressed equally, and some may have greater importance than others:

[W]e should never lose sight of the ultimate, paramount importance of protecting victims, because prevention, prosecution, and everything else depends upon how well we protect victims.⁶

The Committee finds the "three Ps" framework useful for discussing the issues, and for that reason has adopted that framework as a structure for its report, which will contain the following chapters, chapter 1 being this introduction:

- **Chapter 2: Background**, which includes an exploration of the definition of trafficking as well as an overview of Canada's efforts to combat trafficking.
- **Chapter 3: Prevention**, which includes a review of the underlying causes of trafficking in persons for the purpose of sexual exploitation, namely poverty, gender inequality, the demand and laws with respect to the age of consent to non-exploitative sexual activity; prevention also includes the coordination of activities and the need for more research and awareness.
- **Chapter 4: Protection**, which includes improved education and training for law enforcement, improved victims' services, and the temporary resident permit.
- **Chapter 5: Prosecution**, which includes increased resources for law enforcement and improved education and training for Crown attorneys and judges.
- **Chapter 6: Conclusion**

⁵ Adèle Dion, Director General, Human Security and Human Rights, Department of Foreign Affairs, and Carole Morency, Senior Counsel, Criminal Law Policy Section, Department of Justice, *Evidence*, 17 October 2006.

⁶ *Evidence*, 3 October 2006.

CHAPTER 2: BACKGROUND TO THE ISSUE

A DEFINITION OF TRAFFICKING

A definition of trafficking in persons was arrived at in the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (hereinafter the Protocol), which supplements the *United Nations Convention Against Transnational Organized Crime*. Article 3 of the Protocol defines trafficking in persons as:

[t]he 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.

The Committee supports the definition contained in the Protocol. However, the Committee considers that definition to be weakened by its lack of clarity with respect to what constitutes sexual exploitation. For that reason, the Committee wishes to clarify that prostitution and pornography are forms of sexual exploitation, wherever they occur — on the street, in massage parlours, modelling agencies, etc., or through escort agencies.

In November 2005, amendments to the *Criminal Code* created specific offences relating to trafficking in persons. These amendments do not define trafficking per se; rather, they establish that the recruitment, transporting, transferring, receipt, holding, concealment or harbouring of a person, or the exercise of control, direction or influence over the movements of a person for the purpose of exploiting them or facilitating their exploitation, is an indictable offence.⁷ Subsection 279.01(2) specifies that one cannot consent to the activities described, which clearly indicates that all persons who have been trafficked are victims, regardless of whether or not they actually consented or thought that they had consented to any of the activities. With respect to what is considered to be exploitation under these provisions, section 279.04 states that a person is considered to be exploiting another person if they

⁷ *Criminal Code*, s. 279.01(1)

(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; or

(b) cause them, by means of deception or the use or threat of force or of any other form of coercion, to have an organ or tissue removed.⁸

The other definition of trafficking found in Canadian legislation is that contained in the *Immigration and Refugee Protection Act* (IRPA). Because the IRPA relates specifically to immigration, it is understandable that the key difference between the IRPA approach to trafficking and the *Criminal Code* articulation is that IRPA applies to persons who have organized the coming into Canada of persons, while the *Criminal Code* can be used to address situations of trafficking within Canada, which is often referred to as domestic trafficking. IRPA defines trafficking in persons as “knowingly organiz[ing] the coming into Canada of one or more persons by means of abduction, fraud, deception or use or threat of force or coercion”. “Organize” includes the recruitment or transportation and, after entry into Canada, the receipt or harbouring of persons.⁹

In order to combat trafficking in persons, one needs to have a clear idea of what trafficking is and what it is not. Therein lies part of the problem in addressing the trafficking phenomenon: despite the articulation of a United Nations definition of trafficking, there continues to be disagreement as to the elements that must be present in order for a particular situation to be considered as trafficking in persons. This was confirmed by a number of witnesses, including Professor Leslie Jeffrey who noted that, while trafficking in persons is generally seen as the use of force or deceit to transport and/or recruit people for exploitative work or service, it is hard to agree on what constitutes force and what constitutes exploitation.

The lack of consensus as to what constitutes force and exploitation was clearly conveyed through witness testimony. The vast majority of witnesses who testified before our committee saw prostitution as a form of violence in and of itself, and noted that prostitution cannot be distinguished from trafficking in persons. A few witnesses noted that, while there were links between prostitution and trafficking, not all instances of prostitution could be classified as trafficking. Carole Morency, Senior Counsel in the Criminal Law Policy Section at the Department of Justice, stated:

⁸ Ibid., s. 279.04.

⁹ S.C. 2001, c. 27, s. 118.

[T]he difference between prostitution and trafficking is that [with trafficking] it's not a question of consent; it's irrelevant. The person is being forced to provide their services, whether it's sexual or other labour, for an exploitative purpose, and they fear for their own safety or that of someone in their family if they don't provide those services. That's the distinction from prostitution. Prostitution is not illegal in Canada currently...¹⁰

Like the majority of witnesses appearing before us, we came to the conclusion that prostitution is closely linked to trafficking in persons. We believe that prostitution is a form of violence and a violation of human rights. The Committee feels that the prostitute's consent is irrelevant, because you can never consent to sexual exploitation.

OVERVIEW OF CANADA'S EFFORTS TO COMBAT TRAFFICKING

One of Canada's first initiatives in the area of trafficking was the establishment of the federal Interdepartmental Working Group on Trafficking in Persons (IWG) in 1999. This working group was established to coordinate Canada's negotiating position on the text of the United Nations protocols relating to trafficking and smuggling.¹¹ In May 2002, Canada ratified these two protocols (the Protocol; and the *Protocol against the Smuggling of Migrants by Land, Sea and Air*) along with their parent convention, the *United Nations Convention against Transnational Organized Crime*. These protocols established new legal and judicial means to prevent and counter illegal migration and trafficking in persons by fostering the sharing of information and cooperation between states. The Protocol on trafficking in persons in particular provides greater protection and support to the victims of trafficking. One of its primary objectives is to maintain a good balance between law enforcement and the protection of victims.

In addition to ratifying these international instruments, Canada has created legislative provisions that specifically address trafficking in persons. These provisions were in addition to the more general provisions of the *Criminal Code* and the former *Immigration Act*, which indirectly addressed trafficking in persons through provisions relating to organizing illegal entry, disembarking persons at sea, abduction, extortion, confinement, conspiracy, forgery or use of false documentation and offences relating to prostitution and organized crime.

The first legislative measures were part of the *Immigration and Refugee Protection Act* (IRPA), which was enacted in 2002.¹² This Act introduced a new section that specifically criminalized trafficking in persons. Section 118 prohibits deliberately

¹⁰ Evidence, 17 October 2006.

¹¹ Adèle Dion, Director General, Human Security and Human Rights, Department of Foreign Affairs, Evidence, 17 October 2006.

¹² Sections 1 and 4 of the Act came into force on 6 December 2001; the majority of the other sections came into force on 28 June 2002.

organizing the entry into Canada of one or more persons through the use of force, threats, fraud, deception or any other form of coercion. Any person found guilty under this section is subject to life imprisonment and/or a fine of up to one million dollars.

In February 2004, the IWG received a new mandate to coordinate and improve the federal government's efforts to counter trafficking in persons and to develop a federal strategy. The IWG studies federal legislation, policies and programs that impact trafficking in persons with a view to identifying best practices and areas for further improvement. The IWG is co-chaired by the departments of Justice and Foreign Affairs. The partners in the IWG are:

- Canada Border Services Agency (CBSA);
- Canadian Heritage (PCH);
- Canadian International Development Agency (CIDA);
- Canadian Security Intelligence Service (CSIS); and
- Citizenship and Immigration Canada (CIC);
- Foreign Affairs Canada (FAC);
- Health Canada (HC);
- Human Resources and Social Development Canada (HRSDC);
- Indian and Northern Affairs Canada (INAC);
- Justice Canada;
- Passport Office;
- Privy Council Office (PCO);
- Public Safety and Emergency Preparedness Canada (PSEPC);
- Royal Canadian Mounted Police (RCMP);

Detective Sergeant Michel Hamel confirmed that in Toronto, the process of implementing the permit was not very clearly explained.¹¹¹ Ms. Tie also raised a number of questions with respect to the permit:

We need to know specifically how is the department defining real victims of trafficking. What does that mean? Does it include women who are in forced bondage, even if they may have thought they were consenting in the first place?

[W]e need to ask clearly how widely-known the availability of the visa is. We need to know whether women are specifically counselled when they are rounded up by the police. Have the police received adequate training on the availability? What strings are attached to the visa?...we need to know what other supports are being provided with the visa to assist the women... [and we also need to know] what the provisions for long-term protection are for those women .¹¹²

Ms. Tie also refuted the idea that victims would be able to successfully apply either for refugee status or for permanent status under humanitarian and compassionate grounds as had been suggested by Mr. Grant. With respect to refugee status, she pointed out that claims might not be available to trafficked women because, once a removal order has been made, you can no longer access the refugee division. With respect to humanitarian and compassionate grounds, Ms. Tie noted that the applications can take three years to be processed. She also noted that

[T]here are fees adhering to H and C applications that are beyond the resources of these women in many cases. The women would rarely qualify under the H and C criteria, sometimes for reasons related directly to their being trafficked, such as involvement in criminal activities, willingly or unwillingly, or inability to establish oneself within Canada if one has low skills. There is no access to legal advice for many of these types of applications.¹¹³

[Y]ou have no protection. So your three-month visa runs out and you still don't have your H and C application processed. What happens? Are you removed? There's no stay available. The Federal Court will not issue stays in most cases, and you can't get to the Federal Court without legal access to counsel.¹¹⁴

With respect to the need for the TRP to include a work permit, Sue Wilson from the Office of Systemic Justice provided the Committee with a stark example of why victims need to be permitted to work:

¹¹¹ *Evidence*, 31 October 2006.

¹¹² *Evidence*, 7 November 2006.

¹¹³ *Evidence*, 7 November 2006.

¹¹⁴ *Evidence*, 7 November 2006.

Without [an] open work permit it's impossible to remove oneself from exploitation...[w]hen [the one woman who has received the TRP] told the CIC officer that she needed to work, he told her that his only option was to renew her exotic dancing visa, an option that left her extremely vulnerable to continued exploitation.¹¹⁵

RECOMMENDATION 30

The Committee recommends that the federal government review the TRP process for victims of trafficking in persons and establish a mechanism other than through humanitarian and compassionate grounds or seeking refugee status through which confirmed victims of trafficking can seek more permanent status in Canada. In its review of the TRP for victims of trafficking, the federal government should:

- **increase the length of the initial TRP to 180 days;**
- **amend the TRP to provide victims with the ability to work; and**
- **ensure that the TRP provides that a victim's basic needs will be met during the 180 day period. These needs include, but are not limited to, housing, and access to health and social services.**

Finally, Mr. Dandurand cautioned that, while it may be desirable to establish a means through which victims of trafficking can access permanent resident status in Canada, authorities would need to be vigilant in its application:

A mechanism has to be found to enable us to know whether such people are actually victims or not. If we open the doors wide and say that anyone who declares herself a victim is welcome in Canada, there will be a flood of people wanting to immigrate illegally to Canada who will declare themselves victims. We have to be careful because it could actually work against victims.¹¹⁶

DETENTION OF TRAFFICKING VICTIMS

The Committee emphasizes that prosecution must focus solely on prosecuting the traffickers, not criminalizing the victims. Throughout all stages of prosecution, the victims involved must be treated as victims, regardless of whether or not they feel sufficiently secure and supported to participate in the prosecution of individuals responsible for their victimization.

¹¹⁵ *Evidence*, 5 December 2006.

¹¹⁶ *Evidence*, 3 October 2006.

During her appearance before the Committee, Shauna Paull from the Global Alliance Against Traffic in Women Canada noted:

To date, laws to address human trafficking in Canada remain largely unresponsive to the protection of the human rights of trafficked persons. The *Immigration and Refugee Protection Act* contains within it measures for more vigilant border surveillance, penalties for punishing smugglers and traffickers, and enhanced powers of detention and deportation. Within the [Regulation], in paragraph 245(f), for example, immigration officers are directed to detain those who may be involved with traffickers. This implicit contradiction between values of protection and what appears to be a direction toward protective detention reveals the privileging of prosecution over protection of trafficked persons.¹¹⁷

As noted in the introduction to the report, the Committee recognizes that the prevention of human trafficking and the prosecution of traffickers require better protection for trafficking victims.

RECOMMENDATION 31

The Committee recommends that the federal government review and amend section 245(f) of the *Immigration and Refugee Protection Regulations* to eliminate a victim having been under the control or influence of traffickers as a factor indicating that the victim is more likely to require detention.

Law enforcement and prosecution must also be aware that criminal prosecutions may increase the vulnerability of trafficking victims. As Ms. Tie told the Committee,

[I]n many of the instances [victims] are working in sex trade industries, and the criminal nature of the organizations that control the industries themselves put the...[victims] at greater risk...the traffickers themselves use the threat of exposure, either criminal or immigration exposure, as a means to enforce the control over their victims...ironically, the greater control and enforcement mechanisms, the greater the prosecutions, the harder it is going to be to protect the victims themselves.¹¹⁸

¹¹⁷ *Evidence*, 9 November 2006.

¹¹⁸ *Evidence*, 7 November 2006.

CHAPTER 5: PROSECUTION

The Committee supports the third “P” of prosecution, but recognizes that prosecution is dependant on the protection of victims and the respect of their human rights.

RESOURCES FOR POLICE

The Committee heard from law enforcement officials that both increased human resources (for RCMP and non-RCMP jurisdictions) as well as financial resources to police departments were needed to facilitate proactive policing and investigations into trafficking in persons cases. With respect to human resources, Sergeant Lowe of the RCMP noted that more officers were needed to conduct investigations, to actively seek out victims, and to provide protection to the victims that are discovered.¹¹⁹

Law enforcement officials who appeared before the Committee pointed out that, due to the complexity of trafficking cases, significant resources are needed to conduct thorough investigations. Failure to provide funding to police agencies could mean that effective investigations are threatened.¹²⁰ Investigations might require travel to a victim’s country of origin, as was needed in one case that was investigated by the Vancouver Police Department, to verify the details of an alleged victim’s story.¹²¹ In that particular instance, the investigation revealed that the alleged victim was actually a party to the offence, but only by travelling to the alleged victim’s country was this confirmed.

The first case that resulted in the laying of charges under the trafficking in persons provisions of the *Immigration and Refugee Protection Act* provides a concrete example of the financial cost and human resources involved in investigating a trafficking in persons offence. Sergeant Matt Kelly, of the Vancouver Police Department, informed the Committee that in the case against Michael Ng, the vice unit focused exclusively on that case for six months:

That was one sergeant and eight detective constables for two victims of human trafficking — a quarter of a million dollars and all of our time, going 24/7, for two people. That’s how much has to be invested in these types of files.¹²²

¹¹⁹ Evidence, 3 October 2006.

¹²⁰ Sergeant Matt Kelly, Vice Unit, Vancouver Police Department, Evidence, 31 October 2006.

¹²¹ Detective Constable Michelle Holm, Vice Unit, Vancouver Police Department, Evidence, 31 October 2006.

¹²² Evidence, 31 October 2006.

The effect of the decisions made by police departments in allocating resources was highlighted by Sergeant Detective Monchamp of the Montreal Police, who told the Committee that while Ontario at one time had a child exploitation unit, the unit was restructured to focus exclusively on child pornography, and the parts of the unit that related to child prostitution were dismantled. Because of these sorts of decisions, units relating to child prostitution continually have to justify and explain why their investigations are so demanding.

As a comparison, he noted that while there were only eight investigators in the Commercial Sexual Exploitation of Children unit for the Island of Montreal, there were 60 officers assigned to investigate drug related activities. As a result, a significant amount of expertise relating to investigating drug offences had been acquired. Unfortunately, police experts in child sexual exploitation are so few that they are unable to take the time to train others, so their expertise is not easily shared.

The availability of resources at the provincial level is critical, as many components involved in the investigation into and support of trafficked victims are provincial responsibilities. The provincial nature of responsibility also suggests that strong federal-provincial coordination “and a clear road map on how they’re going to work together to address this problem”¹²³ needs to be a priority of all levels of government. Cooperation between provinces and territories is also essential, considering the movement across provincial borders that is often inherent to the offence. With that in mind,

RECOMMENDATION 32

The Committee recommends that the federal government increase resources for dedicated, multi-jurisdictional units to investigate potential trafficking offences.

EDUCATION AND TRAINING FOR PROSECUTORS AND JUDGES

While some witnesses stressed that existing legislation in Canada needed to be strengthened and amended, other witnesses suggested that the barriers to combating trafficking in persons in Canada resulted from the failure to enforce the laws that Canada does have. For example, Jamie McIntosh from the International Justice Mission Canada told us that

¹²³ Yvon Dandurand, Senior Associate, International Centre for Criminal Law Reform & Criminal Justice Policy, *Evidence*, 3 October 2006.

[T]he greatest single gap in Canadian and international efforts in combating trafficking is in the enforcement of existing laws. Our anti-trafficking laws need to be vigorously enforced to provide any real protection for the victims...Unless [traffickers] feel the weight of the law, unless traffickers are arrested, prosecuted, convicted, and sentenced, they will not be deterred.¹²⁴

As mentioned earlier, it is very difficult for the trafficking in persons provisions in the *Criminal Code* to be enforced if police are not aware of how to use them. But the need for education goes beyond the level of police. Just as we heard from witnesses that police needed access to more education and training relating to trafficking in persons in general as well as specific training on the trafficking in persons provisions in the *Criminal Code*, we also heard that this education needs to be done at the level of prosecutors and judges.¹²⁵ Sergeant Matt Kelly indicated that they were currently working on a trafficking file, but that they were having difficulty with the prosecutor. Gunilla Ekberg for the Canadian Feminist Alliance for International Action noted that it was important that police, judges and prosecutors be educated not only with respect to the legislation, but that they also need to be given an understanding of the victims and their circumstances.¹²⁶

Problems may also be encountered if a case does proceed to trial but is presided over by a judge who has little understanding of either the *Immigration and Refugee Protection Act* (IRPA) trafficking in persons provisions or the *Criminal Code* provisions, or of trafficking in persons in general. As there has not yet been a decision in the Michael Ng case in Vancouver, which is the first case involving charges under the IRPA trafficking in persons provisions, there is little means of determining whether judges in Canada have comprehensive knowledge relating to trafficking in persons.

RECOMMENDATION 33:

The Committee recommends that the federal government consult with national and provincial bar associations and the National Judicial Institute to establish a strategy to increase the legal community's awareness of victims of trafficking and to improve and encourage continuing legal education relating to trafficking in persons.

¹²⁴ Director, *Evidence*, 5 December 2006.

¹²⁵ *Evidence*, 31 October 2006.

¹²⁶ Researcher on Trafficking in Human Beings, *Evidence*, 5 December 2006.

CHAPTER 6: CONCLUSION

The Committee fully supports Mr. Malarek's assertion that Canada is placed to take the lead role on this issue. As Mr. Malarek said,

Canada has always had a stellar role on human rights around the world...We stand up for the dignity of women. We stand up for the dignity of children. We stand up for the dignity of senior citizens. We stand up for these issues. It's important that we continue to stand.¹²⁷

The Standing Committee on the Status of Women invites all parliamentarians, and all Canadians, to stand up for victims who are trafficked for the purpose of sexual exploitation by supporting our recommendations and urging the federal government to take whatever steps are necessary to implement them.

¹²⁷ *Evidence*, 23 November 2006.

APPENDIX A : LIST OF WITNESSES

Organizations and Individuals	Date	Meeting
<p>Royal Canadian Mounted Police</p> <p>Lori Lowe, National Coordinator for Human Trafficking, Immigration and Passport Branch, Border Integrity, Federal and International Operations</p>	2006/10/03	14
<p>University College of the Fraser Valley</p> <p>Yvon Dandurand, Senior Associate, International Centre for Criminal Law Reform & Criminal Justice Policy</p>		
<p>Department of Foreign Affairs</p> <p>Adèle Dion, Director General, Human Security and Human Rights</p>	2006/10/17	16
<p>Department of Justice</p> <p>Carole Morency, Senior Counsel, Criminal Law Policy Section</p>		
<p>University of New Brunswick</p> <p>Leslie Ann Jeffrey, Associate Professor, Department of History and Politics</p>	2006/10/19	17
<p>University of Ottawa</p> <p>Richard Poulin, Full Professor, Department of Sociology and Anthropology</p>		
<p>National Organization of Immigrant and Visible Minority Women of Canada</p> <p>Mirjana Pobric, Project Coordinator Shandip Saha, Researcher</p>	2006/10/24	18
<p>Salvation Army</p> <p>Danielle Strickland, Captain</p>		
<p>Comité d'action contre le trafic humain interne et international</p> <p>Jean Bellefeuille, Member Aurélie Lebrun, Member and Researcher</p>	2006/10/26	19
<p>International Labor Organization</p> <p>Armand Pereira, Director, Washington Office</p>		

Organizations and Individuals	Date	Meeting
International Organization for Migration Njurka Piñeiro, Regional Coordinator, Media and External Relations Vivita Rozenbergs, Head, Counter Trafficking Unit	2006/10/26	19
Canada Border Services Agency Kimber Johnston, Director General, Policy and Program Development Directorate	2006/10/31	20
Department of Citizenship and Immigration Brian Grant, Director General, International and Intergovernmental Relations		
Toronto Police Service Michel Hamel, Manager, Risk Management and Special Victims Unit, Sex Crimes Unit Kim Scanlan, Detective Sergeant, Child Exploitation Section, Sex Crimes Unit		
Vancouver Police Department Michelle Holm, Detective Constable, Vice Unit Matt Kelly, Sergeant, Vice Unit		
Concertation des luttes contre l'exploitation sexuelle Rhéa Jean, Doctorand in Philosophy, University of Sherbrooke Diane Matte, Ex-Coordinator, International Secretariat	2006/11/02	21
Help Us Help The Children Irena Soltys, Coordinator		
Native Women's Association of Canada Erin Wolski, Research Coordinator		
Panache Model and Talent Management Liz Crawford		
National Association of Women and the Law Chantal Tie, Lawyer	2006/11/07	22
Global Alliance Against Traffic in Women Canada Shauna Paull, Member	2006/11/09	23

Organizations and Individuals	Date	Meeting
Montreal City Police Service Dominic Monchamp, Sergeant Detective, Supervisor of Investigations Module (E.S.E.C.), Commercial Sexual Exploitation of Children, Vice and Alcohol West	2006/11/09	23
Coalition Against Trafficking in Women - International Barbara Kryszko, Coordinator, Action Alert	2006/11/21	24
Separated Children Intervention and Orientation Network Deborah Isaacs, Project Coordinator, Sisters of Our Lady of Charity of the Good Shepherd		
The Future Group Benjamin Perrin, Advisor to the Board		
Ukrainian Canadian Congress Irene Sushko, National President		
As an Individual Victor Malarek	2006/11/23	25
Canadian Feminist Alliance for International Action Gunilla Ekberg, Researcher on Trafficking in Human Beings	2006/12/05	27
Federation of Sisters of St. Joseph of Canada Joan Atkinson, Co-director, Office for Systemic Justice Sue Wilson, Co-director, Office of Systemic Justice		
International Justice Mission Canada Jamie McIntosh, Executive Director Hiroko Sawai, Research Associate		
As an Individual Gunilla Ekberg, Expert on trafficking in human beings	2007/02/06	34
Swedish National Police Kajsa Wahlberg, Rapporteur, National Criminal Intelligence Service		
The Future Group Benjamin Perrin, Advisor to the Board		
University College of the Fraser Valley Yvon Dandurand, Senior Associate, International Centre for Criminal Law Reform & Criminal Justice Policy		

APPENDIX B : LIST OF BRIEFS

Organizations and Individuals

BC's Human Trafficking Response Initiative

Coalition Against Trafficking in Women - International

Ekberg, Gunilla

Federation of Sisters of St. Joseph of Canada

Help Us Help The Children

Home Horizon

International Justice Mission Canada

International Labor Organization

International Organization for Migration

National Organization of Immigrant and Visible Minority Women of Canada

Salvation Army

Separated Children Intervention and Orientation Network

The Future Group

UNICEF Canada

University College of the Fraser Valley

REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to this report.

A copy of the relevant Minutes of Proceedings of the Standing Committee on the Status of Women ([Meetings Nos. 14, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 27, 29, 30, 34 and 37](#)) is tabled.

Respectfully submitted,

Yasmin Ratansi, MP
Chair

Difficult issue of sexual exploitation

The Committee also considered the issue of sexual exploitation at length. While the cause-effect relationship between sexual exploitation and trafficking is undeniable, and although the Bloc Québécois is opposed to all forms of sexual exploitation, we consider the recommendations on this matter to be hasty and insufficiently documented.

The Sub-Committee on Solicitation spent over three years on the issue of solicitation alone and was unable to reach a consensus on the difficult issue of prostitution. We consider it hasty to arrive at a final decision after hearing less than three months of evidence on the issue.

“The divergence between members’ views on prostitution is often philosophical. This is certainly one of the major impediments for the Subcommittee to finding consensus on how to address adult prostitution.”¹

The report makes value judgments on prostitution and is condescending at times, especially in Recommendation 6. The Bloc Québécois opposes sexual exploitation and regards prostitution as a form of it. In our opinion however criminalizing the purchasing of sexual services would not solve the problem; on the contrary, this could increase the risk of assault relating to these practices, which are already dangerous enough.

Conclusion

By trying to do too much too quickly, the Committee has overlooked some aspects of the issue and we are unable to support the report in its current form.

The Bloc Québécois considers these matters to be extremely important for the safety of women, gender equality and the type of society in which we would like to live.

This is why the scope of the Committee’s study should either have been limited or the time allotted for this study increased. This was unfortunately not the case.

¹ The Challenge of Change: A Study of Canada’s Criminal Prostitution Laws, December 2006. Report of the Sub-Committee on Prostitution Laws of the Standing Committee on Justice and Human Rights.