

Excerpts from:

Human Trafficking, Sex Work Safety and the 2010 Games:

Assessments and Recommendations

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Sex Industry Worker Safety Action Group



Working Together on the Right to be Safe

Authored by

Bowen & Shannon
F FRONTLINE
C CONSULTING

The full report, including footnotes, is available at;

<http://www.pivotlegal.org/pdfs/humantraffickingsexworksafetyandthe2010games.pdf>

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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 and worked in conjunction with 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.

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 and 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 sexual exploitation.

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.

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.

(The full report as outlined above is available on line at;
<http://www.pivotlegal.org/pdfs/humantraffickingsexworksafetyandthe2010games.pdf>)

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.

The SIWSAG, with a grant from the Government 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 including 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.

2.14 Europe: Mega Sport and Trafficking Concerns and Realities

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. As the United Kingdom prepares to host the 2012 Summer Olympic Games, it also plans to address concerns related to trafficking.

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. 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.

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”.

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]. 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” 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.

2.20 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”. 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.

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 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.

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.

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).

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.

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.

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. 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.

2.34 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 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.

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. 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. 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."

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." 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*." 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.

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

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.”

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
- 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.

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 reputable sources that confirm that there is no evidence for such claims. 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." As Hennig notes, however, there is no evidence of such a link.

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 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.

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.

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%.

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 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.

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.