

**A SURVEY AND LITERATURE REVIEW THAT REVEALS BEST  
PRACTICES FOR WORKING WITH SEXUALLY EXPLOITED YOUTH**

by

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## **Abstract**

Providing services to support youth in exiting sexual exploitation requires multiple methods. Exploration of best practices through a literature review as well as interviews with service providers running programs specifically with the Boys and Girls Clubs of Calgary identify strengths, promising practices, best practices, and considerations for improving programming. Many programs that work with sexually exploited youth exist in Canada, and this paper aims to synthesize key aspects of the programs including collaborative approaches to strengthen service delivery, resourcing, and best or promising practices.

It was found that a need for collaborative approaches and a strengthened inventory of resources for service providers across the country would benefit the work of Calgary based programs. As well, an approach to service delivery that includes trauma informed care, holistic services, collaboration, and employing staff who have recovered from sexual exploitation could be among the best and or promising practices to working with sexually exploited youth.

## **Acknowledgements**

I wish to thank Dr. Terry Anderson for his continued belief that I would finish. Your enthusiasm, energy, and guidance were always appreciated and instrumental in this work.

## **Dedication**

This work is dedicated to my mom and dad for their continued support and encouragement over the years. The importance of education and hard work has always been something you have instilled from early on.

And to my partner James, thank you for keeping me grounded and entertained. Life would be dull without such dynamic love, support, and fun!

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## **Introduction**

It is estimated that between 10-12 percent of all prostitutes on the streets in Canada are children, and the average age of a child entering prostitution for females is 15 years old and 12 years old for males (John Howard Society, 2001; McIntyre, 2002). It is unknown as to the exact number of prostitutes in Canada due to the locations that prostitution takes place. For example, escort services, massage parlors, street prostitution, trick pads, and Internet prostitution, make a true number difficult to decipher (Benoit & Millar, 2001). What is evident is that somewhere between 48-86% of all adult prostitutes began engaging in these activities before the age of 18 (Benoit & Millar, 2001; Daum, 1996; Keen, 2006; & McIntyre, 2002).

Numerous journal articles, social service providers, websites, and literature outline key practices to working with sexually exploited youth such as family support, addiction support, life skill development, employability skills, mental health analysis, and more. As well, through focused interviews conducted with service providers in Calgary, the need for collaboration among service providers to enhance service delivery to youth is evident.

Through an analysis of existing literature and focused interviews with service providers, the purpose of this paper is to create a synthesis of best practices and an analysis of service delivery models of Calgary based programs working with sexually exploited youth. Best practices will be determined through service provider opinion attained through focused discussion, literature review assessment, and personal opinion. Further, the paper will provide implications for practice and program model service delivery that will assist youth exiting sexual exploitation.

## **THE SIGNIFICANCE OF THIS SURVEY AND REVIEW OF THE LITERATURE**

Much of the literature that exists on child sexual exploitation focuses on the issue of prostitution and the numbers associated with prostitution. While there is some literature available that focuses on agencies that provide services for youth, for example Twill, Green, and Traylor's (2010) Descriptive Study on Sexually Exploited Children in Residential Treatment, very little insight into specific details and strategies of what works and why exists. The following literature review explores the latter issue, as well as key strategies and practices that service providers are utilizing. In addition to a lack of focused best practice, it is evident from the literature that there is a lack of collaboration among service providers and a lack of defined best practices. This work is important, as it is believed that a coordinated effort to define best practices and share knowledge and strategies provides the best chance possible for clients to exit prostitution and gain a more meaningful lifestyle.

Child sexual exploitation victimizes children and youth through various activities including prostitution, sex tourism, and pornography. The rate of child involvement in prostitution has increased in Canada over the past 25 years (CSIS, 2007). With the growing issue of sexual exploitation of children in cities across Canada, programs that work with the prevention, intervention, and advocacy of sexual exploitation are critically important. In 1999, the British Columbia Ministry of Health in consultation with British Columbia Ministry of the Attorney General, Children and Families, and the Health and Ministry Responsible for Senior's completed a jurisdictional scan of prevention, intervention, and exit strategies in British Columbia (British Columbia Ministry of Health, 1999). The report revealed that limited information existed within the literature regarding programs, services available by the programs, and whether the programs were effective (British Columbia Ministry of Health, 1999).

The British Columbia's Ministry of Health's jurisdictional scan revealed recommendations of programming that should occur when working with sexually exploited persons, but continues to lack concrete information regarding specific programs and their services, as well as whether the program has been evaluated for effectiveness. This review will explore recent and past legislative changes that have influenced the direction of programs in Canada that work with sexually exploited persons, risk factors for entering into the sex trade, and best practices for service providers to consider when working with sexually exploited youth.

In 1982, a Federal, Provincial, and Territorial Working Group on Prostitution formed to review all sexual offences against persons under the age of 18. From this review, the Committee on Sexual Offences Against Children and Youth was formed. The Committee addressed the issue that child prostitutes are victims rather than offenders. In addition, and although the age of consent was and currently is 14 years of age, the Committee declared it is sexual abuse to purchase sexual services from a child between the ages of 14 to 17 years old (Lowman, 2001). The definition of youth prostitution as child/sexual abuse is something that separates it from adult prostitution. Therefore, the protection of children from child abuse should be the goal of services and the law, rather than to control prostitution (Busby, Downe, Gorkoff, Nixon, Tutty, & Ursel, 2001).

### **Federal Legislation**

Federal, Provincial, and Territorial Deputy Ministers formed a working group in 1992 to make recommendations on youth sexual exploitation. The group was successful in making changes to existing legislation through Bill C-27, which brought more stringent penalties against those engaged in living off of the avails of a child engaged in prostitution and using violence on the child to carry out prostitution related behaviour (Department of Justice Canada, 1998). Recent legislative amendments to the protection of sexually exploited youth include Bill C-22.

Bill C-22 is an act to amend the current age of consent from 14 years of age to 16 years of age for non-sexually exploitative activity. The act was first read in the House of Commons on June 22, 2006 and was unanimously voted in favour of for the age increase. The age of consent for sexually exploitative activity remained unchanged at 18 years of age. Exceptions to Bill C-22 include an individual who is not more than five years older than a 14-15 year old and engages in sexual activity, individuals married to a youth, or individuals expecting a child with a youth prior to the day before the enactment of the Act. As well, sexual activity is not deemed exploitative if the youth are 12-13 years old and engage in sexual activity with someone that is no more than two years older (MacKay, 2007). The new age of consent legislation considers the safety and protection of children and youth under Canadian child protection laws. What the new legislation does not focus on is how to prevent, educate, and reduce harm to children and youth involved in sexual exploitation.

In addition to the conditions protecting youth defined in Bill C-22, there is additional attention to this issue provided by the Canadian Criminal Code. Section 153 of the Criminal Code defines a young person between the ages of 14-18 years old and prohibits the sexual exploitation of the young person. Section 153 further expands that sexual exploitation occurs when a person is in a position of trust or authority with the youth, the relationship is exploitative of the youth, or the youth is in a position of dependency on the accused. Ten years in prison is the maximum penalty for the offence of sexual exploitation by way of indictment. A conditional sentence cannot be enforced for the offence of sexual exploitation and therefore minimum terms of imprisonment apply (MacKay, 2007). MacKay (2007) outlines several criticisms regarding the new age of consent including:

- The gap is too large for youth ages 14-15 being able to consent to sexual activity with someone up to but no more than five years older. Someone five years older than a 14 year old is an adult creating a considerable age gap.
- The new age of consent will not really deter children from entering into sexual exploitation. The current legal age of consent for prostitution has not reduced the percentage of youth that enter prostitution before the age of 18 (MacKay, 2007). The average age of a youth entering into prostitution is 15 (McIntyre, 2002).
- Current Criminal Code laws have the potential to charge young persons as adults in certain crimes, but a 15 year old is unable to consent to sexual activity with their partner.
- Gay and lesbian groups have concerns that the age of consent for anal intercourse remains 18 years of age and therefore excludes gay and lesbian youth.
- Factors and root causes that focus on why youth enter prostitution need to be the focus rather than raising the age of consent.

### **Provincial Legislation**

On February 1, 1999, the Protection of Children Involved in Prostitution Act (PCHIP) came into effect to protect children involved in prostitution in the province of Alberta. The new Act is built on the premise that prostitution is not a choice for the child, but rather children need protection and services to get off the street. Many community support programs began in order to address this new need of safe houses generated by the legislation. Children involved in prostitution are now able to request services and be placed in safe homes and shelters. Recently renamed in 2007 as the Protection of Sexually Exploited Children Act, PSECA permits the police to detain any child caught prostituting and hold them for a period up to three days. Treatment at various facilities includes emergency care and assessment, as well as a long-term planning to exit the street. Assessments may include drug, alcohol, nutrition, and health status as well as

evaluating the child's risk of returning to prostitution or self-harming (Alberta Government Children's Services, 2000).

PSECA holds stricter penalties for johns and pimps. If a john and/or pimp are found guilty of causing a child to need protection, they can be fined up to \$25,000 and/or put in jail for up to two years less a day. The act also describes four goals that communities and the government are trying to attain when creating services for children. These goals are that children have good care, are safe, have success in learning, and are healthy (Bittle, 2002). Harm reduction is not the focus of the PSECA Act, but alternatively on the safety and risk management of youth (San Patten and Associates, 2007). A multidisciplinary approach is not mentioned within the Act, but it is implied through its statement of goals.

Multiple challenges and controversy concerning PSECA occurred during the Act's first years of implementation. These challenges included the violation of the child's rights, as prescribed in the Canadian Charter of Rights and Freedoms. The Department of Justice's (1982) Section 15 of the Charter of Rights and Freedoms states:

15. (1) Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability (para. 15).

As a result, amendments were made to the Act in 2001 and apprehensions of children for a period of 72-hours were found to be constitutional. It was deemed that any child involved in a life of prostitution was in serious danger (Busby, et al., 2001).

Additional controversy pertaining to PSECA is that the apprehension of girls may do more harm than good. In McIntyre's report (2002), 50 prostitutes were interviewed in Calgary,

Alberta to gain insight into risk factors, length of time on the street, attempts to exit the profession, and service delivery models in regards to prevention, intervention, and reintegration. Some service providers reported that youth were in more danger from their pimps once released from safe custody, due to the loss of earnings while detained. Youth were also noted as being incensed about being apprehended, which contributes to them leaving custody. This leads to further alienation, as youth are reluctant to trust other service providers or access services voluntarily, if needed (McIntyre, 2002).

Common characteristics shared by sexually exploited youth were determined by MacInnes (1998) through an analysis of youth prostitution in Calgary. These characteristics were seen to be fears, real or perceived, self esteem and self worth issues, and a strong desire to belong. Youth were running from something or to something. Street outreach workers in the city identified a noticeable change after youth were on the streets for a few months. This change is seen as higher self esteem while on the streets and sense of belonging. As well, for some of the youth an increased sense of safety on the streets was expressed. The ability for street outreach workers and service providers to understand these characteristics of youth on the streets is seen as a vital component to supporting the process of assisting youth exit sexual exploitation (MacInnes, 1998).

Even with all of the controversy and challenges made to PSECA, multiple provinces across Canada instated their own legislation based on many of the tenets of PSECA. For example, British Columbia enacted the Secure Care Act, and Ontario enacted the Rescuing Children from Sexual Exploitation Act.

Several recommendations came from McIntyre's (2002) report for service providers to consider when working with sexually exploited youth. The need for packaging services for youth, including essential life skills, personal health, and mental health services would be an

asset for a successful transition off of the street. Youth input was also recommended to be an effective way to develop treatment program's that work or work better (McIntyre, 2002).

Reported rates of children involved in street prostitution, however, under represent the actual number of youth involved in prostitution. For example, while street prostitution only accounts for 20% of all prostitution activities, the majority involve clandestine operations such as massage parlours, Internet venues, and escort agencies. According to Benoit and Millar (2001), finding children working in such places is not common. The child sex trade is driven underground and child prostitutes are often found in sexual slavery roles within trick pads (Benoit & Millar, 2001). Some explanations for how children end up in the underground scene include legislation, such as PSECA, has pushed underage girls and boys indoors in order to avoid detection and apprehension (San Patten and Associates, 2007). Another explanation for the lack of visibility of youth on the street includes the use of technology, in particular, the Internet.

Canada's prostitution law targets the act of solicitation. In other words, the law is designed to prosecute both prostitutes and their customers. Similar laws targeting both prostitutes and their clients exist in other countries such as France and the United States. However, under such legislation, prostitutes continue to be charged at a higher rate than their clients. For example, in Canada under the current prostitution law, since 1985 approximately 10 percent of solicitation charges per year are against the consumers of prostitutes, while the rest are against prostitutes for communicating with the intent to sell sexual services. Similar figures have been revealed in studies in the United States (Alexander 1987; Miller, Romenesko, & Wondolkowski 1993). This practice in charging prostitutes instead of the consumer is evident among sexually exploited youth as well. In 1998, Sudbury, Ontario had 25 known street prostitutes. Half of these known street prostitutes were under the age of 15 years old. Some of the prostitutes were as young as 11 years old (Chamberlain, 1998). In comparison, other areas of

Canada experienced dramatically higher rates of child prostitution. Vancouver, British Columbia had 200 to 300 youth in 1996 that were “known” to police and were regularly arrested for prostitution related charges (Daum, 1996).

Clayton (1997) states that of these female youth on the streets in Vancouver, sexually exploited children are 59 times more likely to be charged for a prostitution related offence compared to their male clients. The provincial anti-prostitution task force found a fundamental problem in reducing the number of sexually exploited youth was the lack of trust for the police on the part of the youth. Over a period of six years in the 1990’s, only six men in Vancouver, British Columbia were charged for purchasing children in sexual exploitation. Of the six men who were charged, only two were convicted under section 212(4) of the Criminal Code. However, 354 children had charges laid against them for prostitution related offences (Daum, 1996). One of the explanations for this low number of convictions is that with few youth trusting the police, convincing them to testify against the customer is difficult (Clayton, 1997).

Section 212 has twelve subsections regarding the purpose of communication for prostitution, living off the avails of prostitution, and matters regarding the sexual exploitation of minors (Criminal Code of Canada, 2007; Lowman, 1997). In particular, Section 212 (4) (p.414) of the Criminal Code of Canada is explained below:

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

## **Program Implications**

During the mid 1990's, Vancouver, British Columbia employed new tactics to rescue the number of sexually exploited youth on the streets. Instead of arresting the youth for prostitution related charges police began arresting the men that were customers of the youth (some as young as 11 years of age). Police acted on the recommendation from the provincial anti-prostitution task force that the customers of the youth be arrested while the youth are taken to agency and community aid programs (Clayton, 1997).

In 1998, the City of Victoria, British Columbia hosted an international summit for sexually exploited youth. Recommendations, such as education, experiential involvement, resources and support, gender issues, legislative action, and accountability were all within the report from the summit. These recommendations have helped lead to the development of prevention programs, advocacy, and harm reduction programs for sexually exploited young people (International Summit of Sexually Exploited Youth, 1998).

The forum uncovered that youth involved in prostitution valued the help from other youth who were successful in leaving the profession (International Summit of Sexually Exploited Youth, 1998). This finding encourages agencies that work directly with sexually exploited youth to utilize youth whom have successfully exited prostitution to help with the development of an exit strategy. Having youth who successfully exited prostitution assist in the development of treatment programs was also mentioned as an important aspect in designing programs that be more successful (International Summit of Sexually Exploited Youth, 1998).

Further recommendations include prevention programs that educate children to recognize sexual exploitation and how to avoid situations that may promote it. As well, the need for communities to educate themselves on which children and youth are at-risk and who may be most likely to target them was noted by the Summit. Harm reduction approaches informing

youth involved in prostitution to be aware of health and safety concerns as well as their rights is equally important, as is providing them with sensitive support and life skills. The Summit recommended that it is important for the media to inform the public about child exploitation to discourage stereotyping of children and youth that may be involved (International Summit of Sexually Exploited Youth, 1998).

Ensuring that youth have adequate and safe housing with supportive workers, as well as the ability to be supported by government was also determined by those at the forum to be important (International Summit of Sexually Exploited Youth, 1998). Barrett (1998) states that those agencies willing to incorporate a multi-disciplinary approach utilizing a combination of social services, youth workers, health services, and other service providers are more likely to be successful.

Reducing youth vulnerability and situations of disadvantage needs to be accomplished to reduce the numbers of youth in prostitution. Bittle (2002) suggests the reduction of disadvantaged situations should be a priority and critiques legislation such as PCHIP/PSECA and the Secure Care Act as not being responsive to social conditions that are primary causal factors. A continued multidisciplinary approach will be essential to furthering services for children. One element that has yet to be included within many of the programs is youth that have successfully exited sexual exploitation, as they may have a stronger voice in the development of programs. Youth listen to other youth. Peer influence can be a very strong motivator and should be considered by all agencies as a potential program enhancement (Bittle, 2002). Although some of the programs reviewed mentioned youth having input into their treatment schedule, there were no specific programs that mentioned youth that have exited prostitution as having aided in the design or program ideas of the secure treatment programs.

## **DESCRIPTION OF EXISTING PROGRAMS**

In 2007, an inventory of resources across Canada was compiled for the Provincial Working Group on Sexual Exploitation of Women and Children in Canada. This Inventory lists over 300 service providers and agencies that exist across Canada in response to prostitution and child sexual exploitation. A majority of programs and services (over 250) working with the sex-trade operate in British Columbia and Alberta (Cale & Trottier, 2007). Programs listed in the Inventory of Resources, fall in to one or more of the following categories.

### **Advocacy Programs**

A majority of agencies are involved in advocacy in some form or another that work with the sex trade and sexual exploitation. For example Boys and Girls Clubs of Calgary, Child Find, PACE, PEERS, Woods Homes, YMCA, and many others. However, organizations such as End Child Prostitution, Child Pornography and the Trafficking of Children (ECPAT) is an organization that solely focuses on advocating against the sexual exploitation of children and youth. The organization works globally with legislative issues in regards to sexual exploitation and pornography of children. (ECPAT, 2007; & Stop Sex With Kids, 2007)

Advocacy programs focus on changing the language that the media use to describe sexually exploited youth. Instead of the youth being described in a negative context as a ‘wrongdoer’ or a ‘prostitute’, advocacy programs aim to change the language to reflect the youth as victims that are not consenting participants in the sex trade. (ECAPT, 2007; Stop Sex With Kids, 2007; & YAP, 2004).

Other advocacy functions for organizations, government, community, parents, schools, and non-governmental agencies include funding requests, presentations, workshops and training, program development, policy editing, and information dissemination. Advocacy was believed to be starting points for educational and information awareness. As well, the function of advocacy

while increasing awareness, in some cases resulted in the mobilization of committees (Hunt, 2006; & YAP, 2004). Resources, information, and education were all seen as key factors to reducing the stigma and increasing the likelihood that youth would be able to successfully exit sexual exploitation.

### **Harm Reduction: Outreach/Referral/Resource Programs**

Outreach programs work directly on the front line with children, youth, and adults of sexual exploitation and the sex trade. Outreach involves multiple aspects such as referral information to services and agencies for shelter, food, health, and other necessities, giving out condoms and safe sex information, food, and support. As well, outreach programs focus on staying safe whether with customers or on the streets and the risks of homelessness (Boys and Girls Clubs of Calgary, 2006a; & Stop Sex With Kids, 2007). Outreach takes place in a variety of locations to best target the clientele. For example, bus stops and transit locations, malls, shelters, and areas identified in places deemed high-risk locations due to homelessness, crime, and widespread drug use (Boys and Girls Clubs of Calgary, 2006a; & Stop Sex With Kids, 2007).

Resource and referral programs incorporate youth programs for youth at risk of being involved in the sex trade. Youth programs engage youth with arts, recreation, computers, workshops, tutoring, and employment assistance. Programs assist with food, shelter, and clothing, as well as referrals to other agencies if required (Stop Sex With Kids, 2007). While a harm reduction approach is beneficial to establishing contact with sexually exploited youth, it is used as a basic needs approach to supporting youth.

### **Education and Prevention Programs**

Education and prevention programs are cited as a key recommendation in much of the literature in deterring children and youth from entering the sex trade industry.

Education for children, parents, schools, and youth serving agencies occurs in the structure of workshops and presentations and focus on a variety of themes for instance Internet safety, the risks of sexual exploitation, homelessness, and awareness of recruitment (Boys and Girls Clubs of Calgary, 2006a; Hunt, 2006; & Resolve, 2002).

Many prevention and education based program's concentrate on educating individuals on the myths and the facts regarding child prostitution (Resolve, 2002). Youth led presentations to peers, as well as information and awareness campaigns addressed to teachers, parents, and the community, are other methods used to educate stakeholders regarding sexual exploitation (Assistant Deputy Minister, 2000).

### **Shelter and Safe House Protective Programs**

Shelter and Safe House programs work with individuals to prevent becoming entrenched in a sexually exploited lifestyle. Shelter programs and Safe House programs work toward various goals such as reintegration of the individual back into the community, meeting basic needs of the client, life skill development, trauma informed care, and stabilization in a safe environment (Boys and Girls Clubs of Calgary, 2006a; & Boys and Girls Clubs of Calgary, 2006b).

### **Secure Treatment/Life Skills Programs**

A transition placement for youth involved in sexual exploitation or are at risk of sexual exploitation occurs within secure treatment. Holistic approaches that incorporate education, employment preparation, life skills development, civic engagement, community integration, counseling, addictions counseling, sexual health groups, cultural opportunities, and decision-making are common in this type of program (Boys and Girls Clubs of Calgary, 2006c; & Stop Sex With Kids, 2007).

Secure treatment works with the individual for a longer period of time than other immediate programs such as shelters and safe houses. The recommended time in secure treatment to gain full benefit of its programs ranges from 3-12 months (Boys and Girls Clubs of Calgary, 2006c; & Stop Sex With Kids, 2007).

New directions on the prevention side of sexual exploitation programs include programs in schools that teach children and parents about the dangers and signs of recruitment, pimps, and prostitution. One concern with many of the school programs is that they are targeted at high school aged youth. This issue with the high school age group is that the research demonstrates the majority of youth that enter the sex trade do so before or around the age of 15; therefore, earlier intervention at the junior high school level may have better results in preventing youth from entering the sex trade as awareness is introduced at a younger age (Downe, Gorkoff, Nixon, Tutty, & Ursel, 2002).

Other programs, such as Eleanor's House, Woods Homes, Servants Anonymous Society, and the Edmonton City Centre Church Corporation are designed to house the child in a safe house shelter for up to three days. It is noted in the literature that three days is not a sufficient time to influence a youth in leaving the street, however it is enough time for the youth to be free from abuse and have a chance to sleep, eat, and clean up. During the short time frame of 72 hours, workers have the opportunity to encourage the youth to seek support and resources to potentially exit the street, but the period is too short to enact real change (Assistant Deputy Minister, 2000; Boys and Girls Clubs of Calgary, 2006b; & Edmonton City Centre Church Corporation, 2000).

Residential programs also exist, for example Grimmon House, Youth Safe Home (Winnipeg), Marymount Treatment Program, Mountain Plains Community Outreach, Eleanor's House, and TRAC (To Reach and Connect) Youth Outreach Program where the youth may live

for a length of time ranging anywhere from one month to a year. These programs have more success than the short-term, 72-hour programs, however most youth make multiple attempts before successfully exiting sexual exploitation (Boys and Girls Clubs of Calgary, 2006a; & McIntyre, 2002). It is evaluated that the long-term treatment program (Grimmon House) where youth stay from three to eight months is more successful in helping youth exit prostitution than the short-term 72-hour program Eleanor's House (K. Main, personal communication, March 4, 2011)

Youth deemed in high-risk situations, such as those that are living in group homes, shelters, or foster care would also benefit from prevention-based programming. According to Downe et al., (2002) youth in these situations need prevention programs more than high school students need preventative education programs. A third group identified as needing the prevention-based programming, were those youth that are victims of sexual abuse. Youth that have been victims of sexual abuse require treatment to prevent traumatic symptoms from developing and therefore entering the streets to escape (Downe, et al., 2002).

## **CALGARY PROGRAM REVIEW: Grimmon House, Eleanor's House, & Hera**

### **Grimmon House:**

Grimmon House opened in 2001 in Alberta 40 kilometres north of Calgary. The program provides holistic residential services to girl's age 13 to 17 years old with substance addictions and involvement or high risk of involvement with sexual exploitation. The program targets a three to eight month stay (with the average stay being between three to five months) to address the long-term needs of recovery and empowerment needed for young girls involved in prostitution. Through cognitive and behavioural techniques, the program has many levels of treatment for the girls to work through during their healing process. The treatment includes

individual, group, and family therapy, as well as cultural programming, wilderness education, equine therapy, educational support, mentoring, and peer support. Cultural programming encompasses Aboriginal traditions, which addresses specific needs while providing opportunities and resource for cultural and spiritual connections. Sexual health groups and life skill development are also a focus of the program. Addictions counselling and psychological assessments are included during the comprehensive treatment process (Boys and Girls Clubs of Calgary, 2006c).

Grimmon House can accommodate six girls at a time and has had over 50 youth in its care since opening. The youth at Grimmon House are there because they have chosen to be and may leave the program if they choose. Of the 50 youth who have been through the program over the past five years, 56% were prevented from re-entering or engaging in prostitution, 85% showed improved behaviour, 62% accessed community resources while at Grimmon House, and 82% of the girls established an increase in skills to take care of basic life needs including housing, food, and clothing (Boys and Girls Clubs of Calgary, 2006c).

Grimmon House works with a Phase System. The Phases range from Level 1 to 4. The system is a guideline to aid with structure and consistency with the treatment of the youth. If youth follow through with the Phase criteria, for example, are back on time from walks, are following through with daily routine, and/or does not AWOL (Absent, Without Leave), they will advance to the next Phase. Phase increases are the responsibility of the youth and reflective of their maturity, initiative, and motivation. With the support of the staff they are assisted to move through the phases to complete the program (Boys and Girls Clubs of Calgary, 2006c).

### **Eleanor's House:**

In an undisclosed location in a Calgary neighbourhood, Eleanor's House exists for youth to live free from pimps and others involved in sexual exploitation. The safe house is for youth

who are committed to leaving the sex trade and those on the verge of entering into it. The house opened in February 1999 in response to the January 1999 provincial PCHIP legislation now known as PSECA. Building relationships, routine, and normalcy in the lives of the youth are the cornerstones of the program. As well, the program provides resources, support, and advocacy while youth are in care to enable them to overcome obstacles they may face once out of the house (Boys and Girls Clubs of Calgary, 2006b).

The house is available to youth age 12 to 18 years old. The majority of youth are female, although the program does provide service to male youth. All youth must voluntarily enter the program and are usually referred by an outreach worker or child welfare worker through PSECA. Youth may also self-refer themselves to the program (Boys and Girls Clubs of Calgary, 2006b). Youth are able to leave the house as they please, but are encouraged to stay to gain full benefit of the supportive, safe, and secure environment. Youth are also able and encouraged to help in deciding their programming needs. This decision making is considered to be a positive step in the youth learning how to make positive choices that will help them transition out of the sex trade (Boys and Girls Clubs of Calgary, 2006b).

There are five stages of change that Eleanor's House employs in their program delivery model. Each stage is a step to more independence, safety and responsibility. Each youth begins at stage 1 when coming into the program and must spend a minimum of two weeks on each stage. The youth practices each skill in each stage before moving to the next. Many youth need to leave the program prior to completing all the stages if they are challenged by a level of readiness or are not willing to do what is expected in order to continue moving forward within the program. Not completing is not seen as failure of the program. Rather, change is challenging and may and often takes multiple attempts. The five stages are Orientation, Developing Safety, Relationships and Connections, Self-Management and Transition (Boys and Girls Clubs of Calgary, 2006b).

Stage 1 – Orientation: the goal is for youth to feel safe, secure, and begin to understand what it means to be safe, respected, and healthy.

Stage 2 – Developing Safety: the goal is for youth to develop healthy living habits, recognize risk, and understand the difference between unhealthy and healthy relationships.

Stage 3 – Relationships and Connections: the program aims to create consistency in the daily lives of the youth based on safe and healthy living.

Stage 4 – Self-Management: the goal of stage four is to help the youth demonstrate independence with personal responsibilities, communication, and healthy living.

Stage 5 – Transition: The final stage and ultimate outcome of the program is for youth to transition from Eleanor’s House in a safe and healthy manner.

## **Hera**

Hera provides specialized educational support and therapeutic support for female youth ages 13 to 17 who are at risk of sexual exploitation. Hera uses a Trauma Informed Approach to service delivery and focuses on relationships, skill development, commitment to education, and a healthy transition to a positive lifestyle. The program also provides mentorship, resources, community and civic engagement, family reunification, in-home support, and experiential learning. Hera works in partnership with the Calgary Board of Education to assist with educational goals and classroom placement. Youth must be willing to engage in all aspects of the program to be eligible to participate (Boys and Girls Clubs of Calgary, 2011).

## **FOCUSED INTERVIEWS**

Focused interviews were completed with the Manager and Director of 4 of Calgary’s programs that work with sexually exploited youth. These programs include Eleanor’s House,

Grimmon House, and Hera. One of the interviewees also formerly managed Excel, which is a treatment program for female young offenders and who have frequently been involved in sexual exploitation. These interviews were open-ended and were used to assess current program practice and service delivery. Four specific questions were asked in the interviews. The questions were:

1. What are the gaps in service(s) for sexually exploited youth?
2. What are the unique service delivery elements of the program?
3. Does the program model utilize best practices? If the program does utilize best practices, what are the practices?
4. What are the outcomes of the program?
5. How is the program evaluated?

From these interviews, recommendations for future service delivery in various programs will be made in the Conclusions and Recommendations section of this paper to strengthen the approaches and outcomes of the programs.

Youth who are most vulnerable to sexual exploitation typically present with mental health disorders, low IQ scores, Fetal Alcohol Syndrome and other challenges. All of these challenges are things that make them more susceptible to sexual exploitation. Mental Health counselling and treatment is seen as one of the largest areas of focus for programs. The employment of a full-time therapist in HERA has been an asset to ensuring adequate levels of mental health support can be maintained for the youth. Therapy in the traditional sense of counselling is not the sole focus. Different forms of therapy including art therapy, equine therapy, music therapy, and movement therapy are all utilised. For many of the youth in treatment, they have had so many professionals intervene in their lives that they may many times be cynical about engaging further with them (K. Main, personal communication, March 4, 2011).

Non-traditional forms of therapy have been very successful in engaging the youth and increasing participation. The arts provide avenues of self-expression, are non-threatening, and

assist with building self identity among the youth. As well, the equine therapy program has been found to have significant strengths and has been found to be a successful approach used by the program staff to engage with the youth. The program, named EEL, standing for Equine Experiential Learning, uses animal empathy as a method of connection for the youth. Youth living in the residential treatment program are provided the opportunity to engage with a horse on a weekly basis. The purpose is to assist the youth with understanding the horse's feelings and therefore their own feelings. Methods such as leading the horse while under different states of emotion such as sadness, happiness, calmness, and anger are used to draw attention to the reaction of the horse. Strong behavioural cues can be seen during this activity that illicit awareness among the youth. An example of this behaviour includes the horse walking further away from the youth when sensing anger and walking closer to the youth during calm and happiness. Bridging trust throughout the program is a goal and for some of the participants it is the first instance of understanding trust in the sense of health and well-being for themselves (K. Main, personal communication, March 4, 2011).

Social skills are a significant area of focus. One challenge for the majority of the youth is the lack of social skills, social awareness, and peer relationships. Many youth are unaware of how to interact and form reciprocal, healthy relationships. Often their peer relationships take on the abusive pattern that has been done to them. All three programs that work with sexually exploited youth have a significant focus on managing interpersonal conflict within the program. Introduction and routine to this introduction are considered important aspects to the services. The routine is seen as key to increasing positive interactions between the youth and to welcoming new youth to the program (K. Main, personal communication, March 4, 2011).

Hera is a partnership with the CBE and approximately 80% of the youth who attend this alternative school still have ties to home or are living at home. This is in contrast to Grimmon

House and Eleanor's House, where the youth are living in residential group homes. The family unit is of particular importance for all programs and with Hera significant attention to this issue is given. Dual therapy is an aspect of the program model that ensures both families and youth are receiving support. Not unlike the alternative therapy approach rationale for youth at Grimmon House, many of the families are resistant to professionals. New terminology is used to combat this resistance such as instead of calling a meeting with a family a "risk assessment" staff call the meetings a "welcome visit". These approaches are all meant to ease the stress and stigma of family support. The family and youth relationship is seen as an essential element to helping the youth. Not unlike the youth challenges with mental health disorders, many of the parents present with mental health issues, further exacerbating the issue of a healthy transition back to the family setting (K. Main, personal communication, March 4, 2011).

Low IQ scores have been identified as a presenting risk factor with many youth involved in sexual exploitation. This is also seen within the programs discussed. Specialized school support is required for the majority of the youth (K. Main, personal communication, March 4, 2011).

A Trauma Informed Approach is used by all three programs as an aspect of the program model. One of the first things to deal with is attachment issues. The second focus of the model is regulation affect and the third aspect is competency and executive functioning. This approach is a not a new approach to service delivery, but recently ARC (Attachment, Regulation, and Competency framework) have been summarized into a concise program delivery model that has made it easier for stakeholders to utilize these techniques for working with sexually exploited youth. A significant focus of the ARC model is on the actual caregiver or staff person. The caregiver's self awareness of how they are contributing to a situation and their own self-

regulation ensures better support for the youth (K. Main, personal communication, March 4, 2011).

All three programs are evaluated and use different forms of standardized testing to assess program effectiveness and outcomes. Programs are built around measurable outcomes, for example, improved grade scores, fulfilling a probation order (many of the youth are on probation), and decreased risk taking measured through the number of AWOL's and or by decreased drug use (K. Main, personal communication, March 4, 2011). It was noted in the interview that a desire to use a more strengths based tool was desired, however funders often mandate or deem what is measured and how. A strengths based evaluation was thought to have a more positive result with the youth and could increase engagement and feelings of success.

Experiential Learning is another aspect of the program model. Experiential learning is used to teach youth about healthy risk taking. Challenging recreation activities are provided in hopes of deterring youth from the allure of street life. The "new" adrenaline rush of healthy risk taking through activities such as wall climbing, rock climbing, skiing, snowboarding, caving, etc. is provided to build skills and confidence. The goal is that these new skills and confidence will assist with decreasing the youth's vulnerability enabling them with better decision making skills and the ability to say no (K. Main, personal communication, March 4, 2011).

Program models that are holistic in focus are considered to be a current gap in service. Having a program model that includes a holistic approach to working with youth who have been sexually exploited is seen to be an asset in assisting youth to overcome the trauma of sexual exploitation. This holistic approach includes services in one location that include, for example, areas such as mental health supports, addiction supports, and educational supports. This model contributes to stronger communication for the staff to work from a centralized approach of trauma informed care. The ability to consult with other service providers assists in the youth's

recovery. This holistic model, while seen to be an asset to service delivery, was also seen to be a challenge. The challenges resulted from the various agencies coming together with their own agendas and policies that drive their work. Coming to an agreement on a model of service delivery is required for a strong collaborative approach. The lack of agreement between service providers can result in stalling the progress and programmatic impact for youth (M. Briegel, personal communication, March 7, 2011).

A holistic approach has been effective for example Bristol, UK used a holistic approach to tackling prostitution deeming treating the whole person was essential to helping someone exit successfully. Holistic in the context of service provision for sexually exploited youth includes ensuring support for drug addiction, shelter, basic needs, counselling, and whatever services may be required of the client at the time that it is identified (Hester and Westmarland, 2004).

For some agencies, the competitive funding environment has resulted in a concern in sharing best practice and all aspects of program delivery in respect to maintaining a niche funding market. Other challenges have included agencies such as health care workers, addiction services, education boards, and service providers being unable to adequately communicate about specific youth or approaches due to individual Freedom of Information and Protection of Privacy (FOIP) practices and agency specific policy (M. Briegel, personal communication, March 7, 2011).

Regardless of the challenges that were discussed regarding collaborative approaches, a collaborative approach was seen by both stakeholders interviewed as vital component to service delivery. One solution posited was the potential for funders to use collaborative contracts, thereby ensuring the strengths of each agency are brought together and reducing the potential for policies and agendas to interfere with program delivery (M. Briegel, personal communication, March 7, 2011).

A strengths based approach and promotion of resilience includes several aspects of service provision. These aspects include identifying and recognizing a child's strengths, promoting resilience in children, finding common strengths in maltreated youth, identifying family strengths, and making useful assumptions. The presumption that the youth is doing the best he or she can, is the guiding principle to a strengths based approach. It is the helper's role to understand the youth's needs and strengths/competencies and when understood the youth can be supported by drawing on these strengths to effectively address limitations (Hoda, 2006).

Similar to a strengths based approach are Developmental Assets. Developmental Assets were developed by the Search Institute of Minneapolis in 1958. They have been integrated into many service delivery models by service providers such as Big Brother's Big Sister's and Boys and Girls Clubs. In total, 40 Developmental Assets have been identified that are considered positive, concrete experiences and qualities that potentially influence a young person's life. The tenets of Developmental Assets believe that the more "assets" that a young person possesses, the more likely they are to lead healthy productive lives. Assets are divided in to two categories, internal and external. An example of an external asset would be constructive use of time such as creative activities. An example of an internal asset would be positive values such as caring (a young person places high value on helping others. It was found through a survey of 148,149 students across the United States in 2003 that the more assets a young person had the less likely they were to engage in high risk behaviours such as alcohol use, violence, or school challenges such as skipping class (Search Institute, 2011).

Long term studies that followed children into adulthood found that nearly 60% eventually made positive adjustments to their lives regardless of the risks and trauma experienced. Resiliency is gaining credibility in the scientific world as the norm and is no longer seen as a rare trait seen only in a few rare cases (Brendtro & Larson, 2006). Resilience is used to describe a

youth's ability to withstand hardship and adversity, including possibly exposure to trauma. Resilience is understood to be a protective factor that prevents some children and youth from being affected by traumatic experiences. It is thought that under the right conditions, resiliency can be promoted in all children and youth (Hodas, 2006). Through the understanding of a youth's risk and protective factors, including a youth's strengths, professionals can work to increase protective factors and reduce risk (Hodas, 2006).

Family reunification is recognizing the strength of the family and is another area of support believed to be required for adequate service delivery. Learning how families have overcome past challenges and inquiring about past successes inform the service and treatment plan. Working with the family from an understanding that families are caring and competent in many respects and that they may be currently caught in a challenging circumstance and are therefore unable to help their child is the premise of the family strength component of the resiliency model (Hodas, 2006).

In Calgary, two programs work from this holistic model of service delivery; EXCEL and Grimmon House. EXCEL provides service delivery to sexually exploited youth and provides all services under one roof using a collaborative approach. EXCEL accesses outside stakeholders to provide some of these services such as addiction support through Alberta Health Services (formerly known as AADAC), and educational support through the Calgary Board of Education (CBE) (M. Briegel, personal communication, March 7, 2011). Grimmon House operates in a similar manner to the EXCEL program however it is less collaborative in its external partnership. Grimmon provides a holistic treatment program including therapist, equine program, and education support by hiring the staff under the umbrella of the Boys and Girls Clubs of Calgary. Instead of contracting services with other agencies, the agency hires the positions required to support the program and manages them internally. This process increases internal collaboration

among program staff. In addition, the internal collaborative approach reduces the potential for FOIP, agenda, and policy barriers (M. Briegel, personal communication, March 7, 2011).

A Strengths Based model and a Resiliency model are used by the programs and are considered a best practice for the programs. Service delivery incorporates the Circle of Courage, which relates to the Aboriginal Medicine Wheel in its design. The Circle of Courage is based on four quadrants of a circle with each quadrant representing one of the following: belonging, mastery, independence, and generosity. The assumption behind the Circle of Courage is that youth come with their circle broken and that working on these four areas of self will assist the youth in their transition out of sexual exploitation. It is considered that a well adjusted, self-sufficient person has achieved all four quadrants of the circle (M. Briegel, personal communication, March 7, 2011). Belonging is the first of the ideals and refers to a sense of attachment to place and people and builds on the youth's sense of belonging within the program or for some youth, anywhere at all. Mastery is the second ideal and relates to the youth being able to achieve success and feel successful in the accomplishment of basic tasks. Independence is the third ideal that focuses on self-sufficiency and the ability to set personal goals and follow through with the pursuit and achievement of these goals. Finally, Generosity is the fourth ideal. Generosity focuses on the fulfilled individual that has achieved altruism and gives back to others (Brendtro, Brokenleg, & VanBokern, 2011). These ideals are considered to build on the youth's trust, control, sense of safety, attachment, self-advocacy, self-worth, and self-esteem. Staff felt that the ideals were also easy to adapt into the program model and all aspects of service delivery fit within one or more areas (M. Briegel, personal communication, March 7, 2011). The Circle of Courage's framework is starting to spread in its utilisation in the community. For example, the Calgary Board of Education (public school system) has implemented the model in many of its schools across the city of Calgary (Circle of Courage, 2011). These ideals can be seen in the

phases and levels of the program models. For example, attachment can be related to stage one at Eleanor's House where trust, safety, and belonging are the main focus.

Finally, the length of treatment was considered to be an important consideration in the treatment of sexually exploited youth. A minimum of three months was deemed appropriate for a treatment time frame, with one year being seen as an ideal time frame. For many of the youth in the programs, this amount of time was seen as necessary as the traumatic aspect of prostitution is not overcome in short time frames. There are obvious challenges with this approach, as the majority of youth do not stay in treatment for one year due to factors, such as attachment and engagement to the process (M. Briegel, personal communication, March 7, 2011).

## CONCLUSIONS AND RECOMMENDATIONS

Through the review of the literature and focused interviews, specific best or promising practice areas emerged in response to working with sexually exploited youth. These areas include a collaborative approach, a trauma informed perspective, and utilising recovered youth as voices to program delivery and as employees. The research implies that agencies need to work together in a non-competitive manner to provide holistic services to sexually exploited youth.

### *Collaborative Approach*

In 2007, multiple agencies that serve sexually exploited youth and adults in the sex trade such as Woods Homes, Servants Anonymous, YWCA, Boys and Girls Clubs of Calgary, Safe Works, academics from Mount Royal University, Government of Alberta Child Services Workers, and Experiential women collaborated with the United Way of Calgary. The goal of this collaboration was to analyze the services provided and the attitudes that existed within the service provider agencies. A survey of the service providers was conducted to determine how agencies were collaborating. The results demonstrated that agencies are connected and collaborating at the level of service provision including cross referrals however, partnerships were identified as needing strengthening even with the collaborations that were taking place, and an integration of services was deemed necessary to enhance the continuum of services within the city of Calgary (San Patten et al., 2007).

A standing committee was suggested from the recommendations of service providers to advocate, lead, coordinate, and take part in fund and resource development. The formation of a standing committee was seen as one of the most important recommendations in order to enact change within the sex trade and sexual exploitation of children (San Patten et al., 2007).

Further recommendations from the multi-service provider United Way report included the need for responsive intervention services that range from prevention to harm reduction and

exiting. An advocacy campaign to open the general public's perception to sex trade workers and sexually exploited youth was also identified in order to change public attitudes from thinking that the sex trade is a criminal and or moral issue, but rather a health and social issue (San Patten et al., 2007).

New approaches currently being discussed in the social service environment include a Collective Impact approach to service delivery. The Collective Impact approach, or Strive Model, was developed in Cincinnati, Ohio as a response to bringing stakeholders and leaders together to address the education achievement crisis. Collective Impact is different from collaborations and partnerships in that it is a long-term commitment by a group of key stakeholders from multiple sectors i.e. government, agencies, the community, business, etc. Competing agendas are not for Collective Impact Initiatives and a common agenda for solving a specific issue is the sole focus. Other attributes that are different from collaboration or partnership include a shared measurement system for all involved, ongoing discussion, mutually reinforcing activities, and staffing through an independent backbone organization (Kania & Kramer, 2011). The model is considered to be an early promising approach and is being seen as a solution to reducing agencies working in isolation thereby preventing large scale change to issues. Agencies funded by the United Way of Calgary and Area are just starting to hear of this approach and are currently exploring what it could mean for services and community impact.

#### *Trauma Informed Care/Holistic Approach*

A trauma informed approach to care is a relatively new concept within the social services. This model works well within a holistic approach (Thom, K. Personal communication, March 8, 2011). This approach looks at treating trauma related conditions in a non-clinical setting. Individuals in a position to help a child heal and trauma informed living environments are thought necessary for a youth before entering into formal therapy. Two types of trauma, acute

and complex, are distinguished within a trauma informed approach. Acute trauma is trauma experienced from one overwhelming event, while complex trauma is trauma resulting from repeated and extended exposure to traumatic situations. Traumatic stress creates a breakdown in the ability to regulate internal states such as sexual impulses, fear, and anger (Bath, 2008).

Three areas of intervention are deemed essential to a trauma informed care approach. These areas include safety, connection, and emotion and impulse management. The ARC framework (Attachment, Regulation, and Competency) can be seen within these areas of intervention. Consistent and nurturing care-giving provides a safe setting for the youth to cope with their trauma. Working with the youth to increase self-regulation skills pertaining to affect knowledge, affect expression, and affect modulation is an aspect of the ARC framework. These regulation areas assist the youth with identifying feelings, communicating emotions, and adjusting comfortably to shifts in emotional experiences (Kinniburgh, 2005).

#### *Recovered Sexually Exploited Youth Voice and Employment*

It was discussed in the focus interviews that areas of greatest focus for agencies working with sexually exploited youth were hiring, training, and staff support. Concerns around “you can’t do this job if you are looking to heal yourself” were of particular focus (M. Briegel, personal communication, March 7, 2011).

The National Youth Campaign on Sexual Exploitation has explored and consulted with agencies and youth to assess the need for effective strategies to combat the sexual exploitation of youth. One of these strategies involves including youth in the strategy and policy making activities. Findings of including sexually exploited youth in these processes have resulted in a positive response from the youth, increased successful strategies to address sexual exploitation, new skill development for the youth, enhanced self-esteem, and overall impact on their recovery from sexual exploitation and entry into employment. Further, it is posited that including youth in

the decision making processes pertaining to strategy and policy could enhance preventative tactics and program models (Brown, 2006).

In Manitoba, the Manitoba Strategy employs adults, who have broken free of sexual exploitation, as youth workers and outreach workers. These adults are educated in child and youth care work and it is believed that these workers have an increased understanding of the addictions to drugs and income, the flexibility and sometimes perceived safety of the streets, privacy, and anonymity, and mask of a traumatic history (Goodwin, 2007).

Through the literature review and focused interviews, with over 150 service providers, as defined in the Canadian Inventory of Resources to Assist Sexually Exploited Women and Children in Canada (Cale & Trottier, 2007), across Canada working with sexually exploited adults and youth it is nearly impossible to share all of the information regarding programming outcomes, successes, best practices, and collaborative successes. Further, there is no specific place where service providers can access this information. A compilation of this information would be beneficial for service providers to access to ensure that all children and youth involved in sexual exploitation are provided the best possible opportunity to successfully exit prostitution and abuse, and lead a healthy life. This information could also serve to connect service providers to one another in a collaborative collective impact approach to service delivery, ensuring the best aspects of programming are attained for youth.

In addition to a strengthened inventory of resources, significant areas of practice have been identified for programs to consider implementing based on the literature review, program reviews, and focused conversations from service providers. These areas of best or promising practice include a collaborative approach, holistic services, trauma informed care approach, and employing staff who have recovered from sexual exploitation. It would be interesting to further

explore and evaluate the efficacy of these individual or combined approaches to service delivery through quantitative analysis of youth successfully exiting sexual exploitation.

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