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The Exploitation or Protection of Communities and Exploited Persons?

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The Exploitation or Protection of Communities and Exploited Persons?

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Senior Capstone

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Abstract

This study was intended to dissect the inner workings of the newly implemented Bill C-36 in Canada, The Protection of Communities and Exploited Peoples Act through a mixed methods approach. This was done through comparing statistical research (demographics, crime data, and overall economic state) within Regina to interviews conducted with those individually involved in prostitution and the community of the city. This study was meant to draw out the differences between what the statistics depict, a growth in the overall safety of Regina, versus the perspectives gained from multiple interviewees. With this mixed method approach I have deduced that Bill C-36 is not achieving what it was set out to do. The conclusion of this paper outlines a variety of alternative measures, aimed at efficiently improving the safety of these women affected by Bill C-36 and the communities of Canada. The solutions proposed are gained from research done pertaining to sex work from this study.

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The Exploitation or Protection of Communities and Exploited Persons?

In 2014, Bill C-36, The Protection of Communities and Exploited Persons Act, was put into Parliament across Canadian government. This Bill was intended to do just as it is titled, improve the safety of the communities and those living within them by reducing the demand of sex and providing means of support for the at-risk populations. Through this Bill, the act of prostitution was legalized, but the act of purchasing was criminalized. Due to this, a lot of questions have risen as to whether this legalization, and criminalization, has done more harm than good.

The purpose of this study is intended to answer the question posed above, whether Bill C-36 has achieved what it was set forth to do, improve the safety and lives of the communities and people throughout Canada, specifically sex workers. To answer this question, a mixed methods approach needed to be taken. This approach was done to ensure a whole and accurate answer that takes both sides in terms of statistical evidence and personal accounts. One of the problems with this research project was the timeline. To ensure an accurate answer, a more refined study had to be conducted. Rather than looking at Canada as a whole and the nations reactions and effects from the Bill, a case study of Regina, Saskatchewan and its surrounding areas was done instead. Regina is the capital city of the province Saskatchewan and it was chosen because of its direct involvement in prostitution as well as its known reputation for heightened crime in past years. Regina was also chosen because access to various interviewees was possible and the city has played a very large part in the ongoing issue of missing and murdered Indigenous women throughout Canada (Final Report, 2019). Due to the high percentage of Regina as well as Saskatchewan's Indigenous population, they are extremely affected by this issue. The upward trend of missing and murdered Indigenous women caught the eye of many different groups and

an underlying factor of these increased crimes may as well be caused by the recent Bill implementation.

This study was conducted through both data collection and analysis and three personal interviews with the Chief of Police, an individual who works directly with current and past sex workers, and a current sex worker in Regina. These subjects were chosen due to their direct involvement with the issue at hand as well as the importance of their responses. Their answers are intended to further answer the research question from a very personal point of view.

Literature Review

The *Protection of Communities and Exploited Persons Act*, Bill C-36 (Refer to Appendix A), was assented into Parliament on November 6, 2014 (Open Parliament). An act where the parliament of Canada recognizes the dangers associated with prostitution and the exploitation of those involved in the acts associated with prostitution. Due to these actions, Parliament chose to enact this law that puts the protection of those involved at the top of the list of their priorities, while posing consequences on those purchasing such services. It is also an attempt to discourage the amount of prostitution going on, to decrease that demand, within the country and encourage the victims of prostitution related crimes to come forward to the police. All in all, Bill C-36's major goal was to improve the safety of the communities of Canada and the people within those communities involved in prostitution.

This Bill has been in practice for almost five years now. In the capital city of Saskatchewan, Regina, the citizens have controversial views of whether the Bill is successful in its attempt at improving the safety of neighborhoods and the protection of sex workers within the city. A city who, in 2007, was voted Canada's "worst neighborhood" in terms of crimes of safety (Maclean's).

A controversial article, that highlights the absurdly high amount of crime and underage prostitution that riddles this small city of Saskatchewan. Regina, a city that desperately needed something such as Bill C-36 to improve its safety. Yet, did the *Protection of Communities and Exploited Persons Act* truly fix these problems?

When you look over the crime statistics of Regina and compare years preceding the enactment of Bill C-36 to recent years, the amount of crimes related to prostitution have changed. For instance, in 2007 there were 2063 assaults reported versus 1530 in 2017 (Regina Police). These are statistics that show quantitative evidence in the increased safety and reduced crime related to prostitution. Statistics Canada provides the 2016 Census report, which outlines different economic characteristics that are indicators of the city as a whole and its success as a city. There are also statistics on HIV and AIDS contraction rates within the Province and city of Regina (Publications center) included in this report which shows that there has been a slight decrease, but not a substantial one since the Bill enactment. These reports are used to show that, numbers wise, the city of Regina has somewhat improved since the enactment of the Bill. However, the feelings and reactions of the citizens of Regina are what stand to combat these minor improvements within the Province and city itself.

When looking at the most recent news stories related to the legalization of the selling of prostitution, most of the stories show a positive reaction to them. They demonstrate the public's somewhat acceptance of the Bill, showing that the safety of Regina has improved (the overall goal of the Bill). In an article published in 2017, it focused on the success of the Regina Police department in targeting the 'johns' engaging in purchasing sex from underaged women and girls within the city, as well as the amount of crime being reduced within the city (Related Crime Down, Pasiuk). This article reinstates the views from another piece that was also published in 2017,

discussing the increased amount of success for officers running sting operations in hopes of finding ‘johns’ as well (Vice Cops, Harder). Both articles highlight the success of the Regina police in finding and identifying both underage workers as well as those purchasing sex. Yet, neither discusses the improved safety of these workers personally.

Many reports have been published stating that Bill C-36 is unsuccessful in its attempt to improve the safety of Regina. Arguing that the statistics are biased and skewed. Alex Soloducha wrote an article discussing the increased number of slaves within the world and Regina specifically. Soloducha discusses the issue of massage parlours within the city and the stand that women are taking in hopes of abolishing the slavery and massage parlour issues in the city. The articles suggest that something must be done to reduce the number of exploited women and children in Regina because Bill C-36 is not improving this issue. To expand this discussion, the issue of Murder and Missing Indigenous Women is also relevant. The “Final Report” which was published in June of 2019, goes to define the problem that Indigenous women across Canada are facing and the long-term racism and prejudice that the Indigenous population has faced. Being that Indigenous women are the one of the major populations represented in the sex work industry, the words and issues surrounding MMIW needs to be included in this analysis. If there is already systemic violence in place against a specific group of women, then the goals of Bill C-36 cannot be reached.

These allegations of inefficiency have also been confirmed in an article published in April 2020 titled, “The impact of end-demand legislation on sex workers’ access to health and sex worker-led services: A community-based prospective cohort study in Canada”. This research article was designed to understand the repercussions Bill C-36 has had on the health and well-being of sex workers within Canada. It found that, “after implementation of the new laws, sex

workers had reduced access to health and sex worker/community-led support” (Argento et al., 2020). An additional report published in August of 2017 discussed the police’s attempt at reducing exploited sex workers, specifically underage workers, in the city and the problems that are still arising even after the implementation of Bill C-36 (More Support For Exploited Workers, Harder). However, these attempts are more so aimed at catching and prosecuting the Johns rather than ensuring the safety and support for the workers. These articles demonstrate the major disconnect within the country of Canada, leading to the inefficiency of Bill C-36. To further that discourse, public officials and advocates within the country have come out with statements questioning the thought behind the Bill. An archived piece published in a collection of periodicals shows that Francoise Boivin, NDP justice critic, believes this could have possibly sparked further issues for these workers (Ling, 2014). The fact that many people have come out, research has been done, and the facts have been proven that determine this Bill as inefficient and dangerous for sex workers across the country, it is a question of why the government has recognized this.

The Protection of Communities and Exploited Person’s Act was set forth into parliament to do just as it is titled, improve the safety of communities and people within Canada. The Bill is specific in who and what is considered wrong when it comes to purchasing and selling sex. These laws are put forth to control the issue of legal prostitution and reduce the demand for it. However, due to the controversy between whether the statistics are the most accurate way of measuring the effectiveness of Bill C-36 or the public’s views and reports written throughout the years, the best way to understand the Bill’s success is to get the personal feelings of those directly involved. This research paper will take into consideration both the statistics and recent reports of the people of Regina’s opinions and actions, as well as conduct interviews with past and current sex workers of Regina and head officers and officials of the city who are affected directly by Bill C-36. These

interviews are compared with the other research already done on this topic to determine the question of whether Bill C-36 is accomplishing its goal of improving the safety of Canada's people and their communities. To further prove the research that has already been done in hopes of reconstructing this bill.

Methodology

To obtain personal accounts and feelings towards the bills, interviews were conducted during the month of December 2018. These interviews were done to show how individuals closely affected by this bill truly feel. The need for these interviews was to try and shed light upon the inner workings of the justice system in Regina and a more accurate response to the Bill implementation itself.

Refer to Appendix B for the full interviews and question set that was used. There were two different sets of questions, one for the individuals involved in the law and relevant organizations, and the current sex workers in Regina. This was done to gain a more fitting and relevant answer from each set of interviewees. The questions given to the sex workers were done so based on a local scale, more so focused on Regina. Whereas, the other interviewees were asked to elaborate on the overall affect in Saskatchewan as well as Canada.

After careful collection of the data given both through the interviews and the statistical approach, a hopeful answer will be given to the posed questions: whether Bill C-36 is achieving what it was first created for. The mixed methods approach was used to ensure a very complete and whole answer to the reactions of the bill. These interview subjects were chosen in hopes of drawing out personal experiences with this new bill and the reactions and feelings they had

towards those interactions. Comparing those answers given and the data collected and analyzed, we should reach a conclusion.

The answer we all hope for is that this bill has improved the safety of the communities and people of said communities. However, where this project is leaned towards is that it is not. Which is why such careful consideration is going into every various aspect of uncovering the effectiveness of Bill C-36 for Regina's communities.

Data Analysis

Quantitative

Regina is the second largest city in the province of Saskatchewan with a population of 236,481. Of this population, approximately 10% consists of Aboriginal identity and majority of the minority population is Southern Asian (Refer to Appendix C.1). In the province, the Aboriginal population makes up approximately 16%, with majority of the minority population is either Southern Asian or Filipino (2.8% and 3.0%, respectively). Education wise, the city's attainment level is, on average, only high school level. This means that majority of the population did not attend University or any second-level education institute, however the second highest level was College, which means that it is almost a 50-50 split between a High School education and a College education (Refer to Appendix C.2). These are important statistics to note because it defines the overall education level of the city and this can be attributed to things like the unemployment rate, the income per capita, and the amount of the population living under the poverty level.

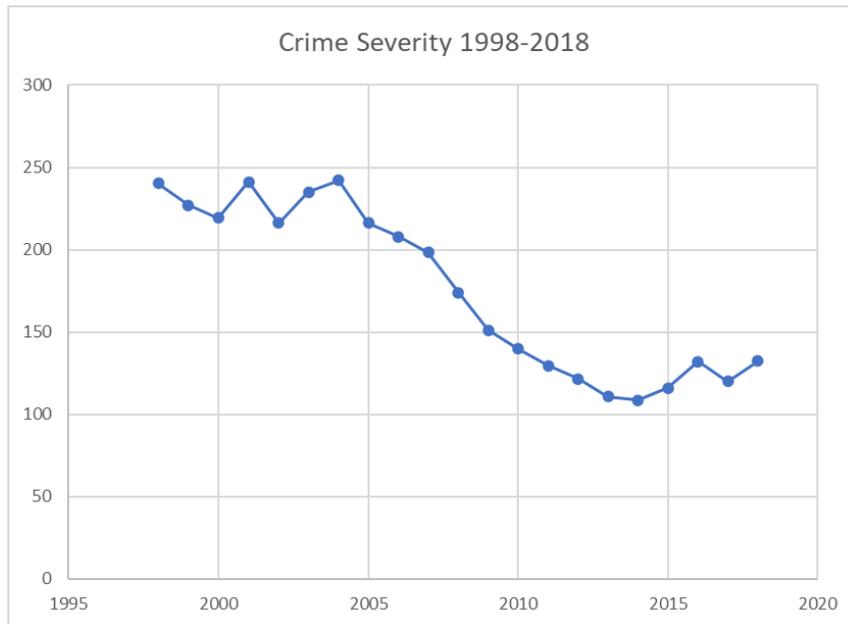
If there are low levels of unemployment in an economy, it does not push already vulnerable populations to resort to prostitution for a means of income. However, due to the fact

that the education level barely exceeds High School attainment, it can be assumed that a lot of the workforce is working minimum-wage paying jobs, which aren't enough for a lot of individuals to make a living off of. The unemployment rate of the city of Regina has hovered between 5%-6% throughout the last ten years or so, which is not very high at all in retrospect (Stat Can, 2019). Since the rate is hovering at such a low level for so many years, it does indicate a stable labor force. To be considered unemployed, an individual must be actively looking for work; in many cases those who have a low education level are not always actively looking for work. It also should be noted that often sex workers do not label themselves as unemployed because they are receiving an income, but they also do not declare themselves employed, either. This means that statistically speaking, the percentage of the population without work could be a lot higher than what is depicted. Furthermore, when you consider the Indigenous community itself, the numbers deplete in a noticeable amount. On average, an Indigenous citizen makes \$32,661 a year, the unemployment rate is 20.7% and the participation rate is only 58.4%. Furthermore, 9% of the Indigenous population received a University degree, and 35.1% have received less than a high school education (Indigenous Saskatchewan). These statistics are important to note due to the heavy representation of Indigenous individuals within the city of Regina.

The Regina economy is not struggling in the literal sense, it is quite a prosperous city with most of its citizens making a reasonable income, especially with an average cost of living in the city (Refer to Appendix C.3). However, the disparities lie within the data that is unrecorded and unaccounted for. Similarly, to the issue of unemployment, there are a lot of individuals who are obtaining income of some sorts but are not reporting it or filing it. This means that behind the numbers, there is a vast majority of money and jobs unaccounted for; it also means that there a

lot of people living below the poverty line that are going unnoticed. This fact can be attributed to the large numbers of citizens resorting to prostitution and sex work for a means of survival. With such a large upper class, the city's middle- and lower-class citizens are getting exploited in many ways that are not visible to the public. Which is why, statistically on paper, yes Regina is a prosperous city. It has maintained its level of unemployment for quite some time and the projected levels are shown to remain around those numbers, there is a large number of people receiving high levels education, and the average income in the city is quite average. However, Bill C-36 was implemented in hopes of bettering the economy, it was created in hopes of improving the safety of it is individuals. The economy is what is pushing its citizens to resort to these types of jobs, and Bill C-36 is what is causing the lack of safety improvements for these marginalized citizens.

Improved safety means that crime rates decrease, and health of the overall city improves; that is not the case since the enactment of this bill. Table 1 shows severe crime rates dating from 1998 until 2018; there is a mild decrease in 2017, following that there is another increase, meaning that the decrease was not sustainable (Stats Can, 2019).

Table 1

The crime rates of the city have been on a steady decline since 2004 but have begun to rise slightly after 2016. Around the time Bill C-36 was put into practice, severe crime rates began to rise within the city. This is most likely attributed to an increase in violence inflicted upon these workers who are now vulnerable. The vulnerability comes from the desperation of the Johns and their fear of being persecuted for purchasing sex from these workers. Meaning they are pushed to make their purchases in more discreet ways so as not to get caught. The only good thing that arises from this is that the workers can now report these incidents of violence to the police without fear of being persecuted themselves. In the 2019 crime report published by the Regina Police Force, it showed 21 counts of commodification of sexual activity, 239 counts of sexual assault, 6 counts of prostitution, and 1870 counts of assault (RPS, 2019). These crimes are all related to sex work and the purchasing and selling of sex, with the added possibility of crimes still going unreported, the numbers would increase substantially. It is important to note that in the year of 2019, five years after Bill C-36 was put in place, Regina was still reporting cases of

prostitution and sexual assault. If crime severity rates are remaining somewhat constant after this implementation, then the hope would be at least the health of the community is improving, and in some cases it is.

One of the largest issues surrounding sex work is the contraction of sexually transmitted diseases and the spreading of these diseases. If there were improvements made to protect these women, then efforts would be made to ensure the safety and health of these women. However, within the city of Regina the number of cases from 2016 to 2017 has neither decreased nor increased (Publications Center, 2019). Meaning that not a lot is being done in terms of health improvements regarding sex work within the city. The report also outlines that of the data collected, males have a greater number of new cases than females. At first, this can seem like a positive thing in terms of the sex workers health, however, female sex workers are limited, but the number of Johns is not. Meaning, a lot of the time females are contracting HIV or Aids and then passing it onto another one of their clients. This process is repeated for every new client this specific sex worker has unprotected sex with. So, even though men seem to show higher levels of newly contracted HIV cases, this is because once these women get it, they are counted once in the report and they are the ones spreading it throughout their client base. It is also reported that 15 out of the 17 who came forward as sex workers who had HIV were Indigenous. This is important to note because the Indigenous community of Regina is extremely exploited, they make up most of the unemployed within the city and due to their race, they are often times stereotyped or discriminated against, making it even harder for them to find sources of income or jobs. As was stated above, people who are exploited and desperate are more likely to resort to sex work as a form of employment. With that, Indigenous women are extremely exploited

throughout the city and the country, meaning they are more susceptible to forms of violence and mistreatment.

The issue of Missing and Murdered Indigenous Women throughout Canada has been going on since the early 2000's and has led to the creation of a multiple number of groups, organizations, and policies all aimed towards the improved investigation and safety of all Indigenous women throughout the country. With over 50% of the sex workers that came forward in the HIV report, it is more than obvious that the improved safety of these workers is not being realized. As more cases of missing, murdered, and abused Indigenous women come to light, the claim that this bill is doing larger amounts of good than harm to these communities is hard to accept. Regina's population consists of Southern Asian, Filipino and Indigenous citizens, all minorities that are extremely likely to fall victim to exploitation and violence. Especially Indigenous women who are already facing issues of discrimination and violence from not only other citizens but the country of Canada as a whole. A study conducted in 2014 showed that Indigenous women have "little to no confidence in the criminal courts" (Final Report, 2019. Pg. 693). If these communities cannot trust the justice system as it is, what will change the minds of these Indigenous sex workers who are already extremely vulnerable and at risk.

Qualitative¹

Following the collection and analysis of the qualitative data, it was concluded that the issue was more so subjective than objective. Numbers can depict a different reality than what is being perceived by those directly involved. This led me to seek personal views of the bill and its

¹ Refer to Appendix B for full interview transcripts.

efficiency. Of course, those interviewed needed to be relevant to the issue at hand; meaning they needed to be involved prior to the bill and after the bill was put into place. Three interviews were conducted, the first was with Constable Emmanuel (Manny) Otitoju. Manny is a police officer who has and continues to work for the Regina Police Services, he has been involved in child protection services and investigation. Throughout his interview he was very well-versed in terms of the bill itself and what it was set out to achieve. Constable Otitoju was also able to draw on his own personal experiences with sex workers to try and formulate a conclusive perception of the bill. Based on his interview, it is believed that Bill C-36 opened the dialogue between the workers and the police officers and provided them with a safer means of communication. It was also noted that with this implementation more investigations were done in efforts to discover Johns and persecute those purchasing the sexual favors. However, as can be shown throughout the other two interviews, the perception of one is not always the reality of the other.

When conducting the interview with Lorne Gill, an employee at John Howard society, he went into detail on exactly how Bill C-36 was pushing these women into more vulnerable situations. Lorne was able to draw on his experiences both through his years in Vancouver, BC and the work he did there as well the work he currently does in Regina. He also discussed that by making the by-laws around the purchase of sex, living off the avails, operating a bawdy house, and so on, these were putting more restraints on these women. There was demonstrated to be a larger lack of support and desire for these victims to want to come to the authorities. For some women it is a choice, they are choosing to sell their bodies to make a living. It may be for means of survival, it may be due to inability to gain income in other ways, and it also may not be their choice. But women, no matter their situation, whether it be by choice or not, are not benefitting from the stricter rules around how they are able to make a living.

The last, and arguably most important interview, was with a current sex worker, who shall remain nameless. They discussed their own experiences in their line of work and how these new laws surrounding sex work did not make them feel more comfortable. In some respects, they increased the exploitation faced by workers. Their answers were extremely informative to this study and provided an inside look into the life of a Canadian sex-worker. It was especially important to note that this worker had been working prior to the implementation as well as during the implementation of Bill C-36. Meaning, they were able to provide perspective on the changes within their work and if these changes allowed for some improvement. They stated that even though it may seem as though Bill C-36 would protect women; it is just simply pushing them to go underground. This is due to the lack of trust they have within the authoritative forces and the way they have gone about in the past. With no attempt to improve that relationship, to provide these women with a voice, that trust cannot be gained.

These interviews did a very important job of outlining the major disconnect between the police personally and sex workers and those individuals who were with women living under these conditions. If the police feel as though their relationships with these women are improved, then they will not seek to improve it further. Meaning, that lack of trust will not be gained by these women and it will push them further away from the help they need. Instead they will be pulled into more dangerous and coercive situations due to the purchaser's fear of being caught themselves.

Conclusion

This study set out to understand the intricate realities of Canadian sex workers, to dissect Bill C-36, and understand whether it was accomplishing its reason for implementation. The Bill was put into the Canadian legal system to provide improved amounts of safety for exploited individuals. The government of Canada believed that by legalizing the sale of sex for money and illegalizing the purchase of sex, they would be giving women a means of protection and trust. Hoping to increase reporting rates, sexual safety of the cities across the country, and decreasing crimes related to prostitution. Statistically speaking, Regina looked good. But numbers do not always depict the most accurate picture. This was evident after listening to three different individuals who provided their take on Bill C-36 and its effectiveness. In the end, it was shown that the numbers were in fact showing an inaccurate representation of Bill C-36. Current sex workers did not feel an increased amount of support from the police. They did not experience larger levels of safety and they did not agree with the Bill as a whole. Due to this, there needs to be an improved analysis on Canada as a whole and what they need to do in hopes of improving the safety for these at-risk victims and their surrounding communities.

In conclusion, Bill C-36 is ineffective in providing improved safety for the at-risk communities of Regina. This analysis can be projected onto the country of Canada as a whole, because if one city is not seeing an improvement, then the country is not either.

Alternative Approaches

With the collection of research and interviews gained from this study, I have developed a three-part plan that should aid in improving Bill C-36 and giving the women and communities of Canada the support and protection that they deserve. The plan involves a broad overview of what the government needs to refocus on and investigate to fully understand the task at hand, which is to improve the lives of all Canadians.

The first and most important, is the switch their focus. They need to start looking at the victims themselves rather than focusing on the Johns. By developing a law that specifically targets the clients of these women, it pushes those clients to either refrain from purchasing sex, or to do so in a way that allows them to refrain from being caught or facing any legal repercussions. This means that they may go underground, or forcibly interact with these women. The laws also do not allow for a method of safety for these women. By penalizing the operation of a 'bawdy house', they are unable to work amongst peers or fellow women, which eliminates the idea of safety with numbers. This also can be viewed by the penalization of living off the avails of a sex worker, this was directly targeted at pimps, but it also affects escort services and eliminates the ability to screen Johns and ensure the safety of the workers. All of these situations must be considered by the Canadian government when assessing the safety of sex workers and women alike because these are realities for them and by tightening the laws around the clients, it puts the women at further risk of exploitation.

The second part of my proposed plan is to understand the root of this issue. It is not the demand for sex so much as the supply of these sex workers. There should be more research and resources surrounding low-income Canadians and understanding why women turn to sex-work as a means of survival. A lot of the times women choose this life, they choose to make a living

from selling their body. Why is that? Are there so little job opportunities for these women that this is their only way to attain any financial resources? There also is the issue of race and most sex workers being of Aboriginal descent means that there are bigger issues at hand than simply eliminating the demand for sex. To understand how to provide these women with the right resources and safety, their realities and reasonings must also be understood.

The final piece that must be considered is Bill C-36 in its entirety. As mentioned above, there are a lot of areas that need to be reconsidered. By punishing the Johns, it is showing larger repercussions for the workers. This is because of the reasons mentioned above, it pushes the women into more dangerous situations, it makes them more vulnerable and a lot more likely to fall victim to exploitation. That is not to say that the Bill is entirely ineffective, as was shown in the statistics, Regina is slowly improving in terms of its safety and protection. If Canada as a country wants to see an improvement across all its populations of citizens, there needs to be a refocus in terms of who the Bill targets and protects.

With these three areas of reconsideration, I feel as though the proper laws can be put in place that allow for these women to survive within this industry. They need to be able to trust the authorities; they need to be able to feel safe within their own community, and they need to be able to feel heard. To do so, the laws need to provide that sense of security. Without that aspect of trust, as mentioned in the interview with the sex worker, there is nothing.

Appendix A

Bill C-36 states that:

(1) Everyone who

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

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

(c) knowingly conceals a person in a common bawdyhouse,

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

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

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

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

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

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

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

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

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

(2.1) Notwithstanding paragraph (1)(j) and subsection (2), every person who lives wholly or in part on the avails of prostitution of another person under the age of eighteen years, and who

(a) for the purposes of profit, aids, abets, counsels or compels the person under that age to engage in or carry on prostitution with any person or generally, and

(b) uses, threatens to use or attempts to use violence, intimidation or coercion in relation to the person under that age,

is guilty of an indictable offence and liable to imprisonment for a term not exceeding fourteen years but not less than five years.

(3) Evidence that a person lives with or is habitually in the company of a prostitute or lives in a common bawdy-house is, in the absence of evidence to the contrary, proof that the person lives on the avails of prostitution, for the purposes of paragraph (1)(j) and subsections (2) and (2.1).

(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.

(Open Parliament)

Appendix B

Chief of Police Questions

Please take time to read over the letter of consent and let me know if you have any questions for me about the interview. Please inform me when you are done reading the document.

****Give time to read letter of consent****

Do you understand everything that you just read?

Do you have any questions for me at this time?

Do you agree to participate in this study?

Just as a reminder, if at any time you feel uncomfortable or do not wish to answer the question posed you may skip it. Please provide honest and accurate responses to the questions posed.

If we could start with you introducing yourself and what your job is for the Regina Police.

1. Are you aware of the recent implementation of Bill C-36 within the parliament of Canada?

If yes:

- a. Can you explain to me in your own words what you feel Canada's goal was behind implementing this bill?

If no:

Bill C-36, The Protection of Communities and Exploited Persons Act was implemented in 2014. The Bill states that it is against the law for any person to live or keep a 'bawdy house', to communicate in public in regards to purchasing or providing sexual favors for money, as well as live on the avails of prostitution. These laws were put in place to protect the communities as well as the lives of the sex workers.

2. Has this new bill changed the way you go about your job? If so, in what way? If not, why not?
3. Have you personally had any experiences dealing with sex work related crimes before the bill was put in place? After? Was there a difference in how you handled each situation?
4. Do you feel Regina as a whole has changed its views on sex workers? (View it as okay or are opposed to it)
5. Has the safety of the city improved, stayed the same, or worsened since 2014, in your eyes?
6. Has the safety of the country improved, stayed the same, or worsened since 2014, in your eyes?
7. Do you feel as though this Bill has had an impact on the Missing and Murdered Indigenous Women within Regina? Saskatchewan? Canada

8. Overall, do you think the Bill has achieved its reason for implementation? (To improve the safety of the communities/individuals of Canada)
9. Do you think Regina's crime statistics accurately display the improvement or lack thereof in regard to reduced crime and safety within the city?

Sex Worker Questions

Please take time to read over the letter of consent and let me know if you have any questions for me about the interview. Please inform me when you are done reading the document.

****Give time to read letter of consent****

Do you understand everything that you just read?

Do you have any questions for me at this time?

Do you agree to participate in this study?

Just as a reminder, if at any time you feel uncomfortable or do not wish to answer the question posed you may skip it. Please provide honest and accurate responses to the questions posed.

1. Are you aware of the recent implementation of Bill C-36 within the parliament of Canada?
If yes:
 - a. Can you explain to me in your own words what you feel Canada's goal was behind implementing this bill?

If no:

Bill C-36, The Protection of Communities and Exploited Persons Act was implemented in 2014. The Bill states that it is against the law for any person to live or keep a 'bawdy house', to communicate in public in regards to purchasing or providing sexual favors for money, as well as live on the avails of prostitution. These laws were put in place to protect the communities as well as the lives of the sex workers.

2. Has this new bill changed your way of living? For the better?
3. Has the safety of sex workers within Canada improved, stayed the same, or worsened since 2014, in your eyes?
4. Do you feel as though this Bill has had an impact on the Missing and Murdered Indigenous Women within Saskatchewan?
5. Has the Police Department changed their ways in the way they handle sex-worker related situations within Saskatchewan from your own experiences?
6. Overall, do you feel an improved sense of safety for yourself and others around you?

Interview 1 – Manny Otitoju

Interviewer (00:00):

So, my first question is, obviously you're aware of Bill C-36 and its implementation, but in your own words, what do you feel that Canada's goal was behind implementing it? What was their reasoning?

Manny (00:14):

Well, I guess just to give a little bit of a background. So, we had our prostitution law from back in the days and the police do enforcement and stuff. So, a few people got charged and as a result of being charged, a few sex trade workers got charged. So as a result of that, they appealed saying, this is unconstitutional, right? So, it went through the court, the judicial system went all the way up to the Supreme Court of Canada and they looked at it and said, you're right, it's unconstitutional. Of course, before 2013 actually prostitution was legal. And the only thing that was illegal about it is the communication about it in public, right? So as long as two consenting adults or more whatever consenting adults, they can make this deal and talk about it in private and do whatever happens behind closed doors is fine, right?

Manny (01:19):

So that was that. So, in 2013 this thing came out where the Supreme Court of Canada said, no, we agree with you it's unconstitutional, right? And they're reasoning, from what I can understand is, if prostitution is not illegal anyway, why are we charging people for talking about it, right?

Interviewer (01:42):

Exactly.

Manny (01:43):

So that's the reason they're saying, you can't do that. And then we have to live off that. So, there was three laws that was actually struck down. There was the communication, there was the living off the ideal of prostitution, and then there was the keeping common body house, right? If it's not illegal to prostitute, then why is the communication illegal, right? And then the living off that veil is so broad that we can charge someone that's communicating for the purpose of prostitution, right?

Manny (02:16):

And then charge them for making money off it, and then they'll common body house, they had to change some of the wordings and all that stuff just to... So anyways, the courts, from what I understood, the three things that they had to... So, they have to make sure the new law is not infringing on anyone's Canadian charter rights and freedom, right? Not infringing on anyone's rights and freedom. And second of all day, they have to balance it with public interest. So, in Canada, they don't want prostitution on every street corner and all that stuff. So, they have to find a way to balance that part of it. So those are pretty much, I guess the two things that they were looking at.

Manny (03:06):

So now they came up with a new law. So, sorry, what was the question again?

Interviewer (03:11):

What do you think they're reasoning for it was?

Manny (03:15):

Their reasoning obviously is because of the charter challenge and them thinking, they're right, the old laws infringe a little bit on people's rights.

Interviewer (03:26):

Okay. So, has the new bill changed how you go about your job and what you focus on?

Manny (03:32):

Yeah.

Interviewer (03:32):

In what way?

Manny (03:33):

It has big time because before, we know where the prostitutes or the sex trade worker I'll correct. Because prostitutes sound a little harsh, so we'll say sex trade worker, we know pretty much where they work. I've been a police officer for 13 years. When I started you can go down Sixth Avenue, Seventh Avenue on the North Central area and you can see a line of-

Interviewer (03:58):

Women.

Manny (03:59):

Right. And back then for enforcement, we can just drive down and if someone flags us down, I'm not going to go into specific police tactics, but we can go from there. But now because of the new law, so the new law,

pretty much what it is it's legal for anyone to sell because they don't want to infringe on anyone's rights. But it's illegal to buy. That's their way of trying to protect women and children. So, it's changed. So now we can charge the girls, but we can charge the Johns. The girls, the only time we can charge them is if they're in a specific area. So, if they are by, or it says near a school ground, playground, or daycare center. So, we have to stand in talking about sexual concentration for sexual favors.

Manny (04:57):

So, then you can charge them with prostitution. But other than that, we can't. So, we've had to adjust.

Interviewer (05:06):

Yeah, adjust your focus.

Manny (05:10):

Yeah, absolutely. So, we're more John focused now than-

Interviewer (05:12):

So, have you ever had any personal experiences dealing with sex work related crimes before the bill was put in place?

Manny (05:19):

Lots.

Interviewer (05:19):

Lots?

Manny (05:20):

Yeah.

Interviewer (05:20):

So, can you compare them to after how you handle the situation?

Manny (05:24):

Yeah. Well I guess the biggest change for me is now it's allowed police to actually have a relationship with the girls, with the sex workers because you're not going to shoot, it's a risky business. It's high risk behavior. So now that we can just focus on the John, it's allowed us to actually talk to the girl. They know they're not in trouble by the police stopping to talk to them, they're not in trouble because they're not doing anything wrong.

Interviewer (05:53):

They're not doing anything illegal.

Manny (05:55):

So, it's helped us to build a relationship with them. Now they can report bad dates, crazy Johns. The crazy experiences that they've had with people, we can-

Interviewer (06:08):

Help them with that now without them feeling scared.

Manny (06:11):

Yeah. Initially when the law first came into effect, we had a lot of issues on both sides. We had a lot of the girls that were robbing the Johns.

Interviewer (06:20):

Oh really?

Manny (06:21):

Because they knew that John's, they're not going to complain.

Interviewer (06:23):

No.

Manny (06:25):

Because if a John is doing something, they go right. But that's phased out a little bit.

Interviewer (06:31):

Okay. Yeah. That's interesting. I had never heard of that.

Manny (06:31):

Well, I hope it stops either way we're not getting complaints anymore.

Interviewer (06:35):

Which is good.

Manny (06:37):

Because we had a few complaints from the Johns saying, but of course they don't want to proceed.

Interviewer (06:41):

To come forward.

Manny (06:43):

They just want to tell us, so we had a lot of that.

Interviewer (06:48):

So, in regard to the safety of the city in general, do you think it's improved since the bill?

Manny (06:57):

Well before that anyway, prostitution was moving off the street, because social media and all that.

Interviewer (07:03):

Exactly, websites.

Manny (07:05):

The escorts were taking over, so it was moving off the street and into private. So, it could be, I don't want to generalize and say it is, because the sex trade worker didn't move into the computer or into the internet. So does the pimps and everyone else. They still know how to try and exploit these women. That's the biggest thing, keeping them safe. So, they are not exploited by pimps and Johns.

Interviewer (07:40):

So, do you guys have any control over the internet side of it or do you just stick to whatever you experience?

Manny (07:50):

We don't. They advertise at different spots on the internet and one of the good and bad for us is in the US one of the most sites that they used to advertise with was the Backpage. So, it was big all over pretty much North America. But then US they ended up shutting it down.

Interviewer (08:10):

Oh really?

Manny (08:11):

Yeah. Which was good and bad because now we knew before, if we want to find anyone, if we want to talk to sex [inaudible 00:08:18] we can go to Backpage. But now that they've shut it down, it's like-

Interviewer (08:25):

Where are they?

Manny (08:25):

100% so it's good and bad.

Interviewer (08:29):

So, I know that there's a big issue going around with missing and murdered indigenous women. Do you feel that this is correlated in any way that this bill has affected that?

Manny (08:39):

No.

Interviewer (08:40):

No?

Manny (08:41):

No. I don't feel like that, it's a bigger issue, right? Because there's drugs and alcohol and addiction issues involved with the missing and with those it makes people do desperate things and things they wouldn't normally do. But I think this bill is trying to keep them more safe than, make them open to more exploitation rates. So, I don't think this bill will have any effect. I don't want to say any, but it won't be-

Interviewer (09:14):

As detrimental. So overall, just in general, do you think that we've achieved our reasoning for implementing it?

Manny (09:26):

There's two thoughts to that. How do you say something is? It's legal to sell, but it's illegal to buy. That's the balance where you, but I'm glad I'm not the lawmaker.

Interviewer (09:39):

Exactly.

Manny (09:40):

I get what they're trying to do, because like I said, they don't want it to be a rampant epidemic where people are just.

Interviewer (09:47):

Doing whatever.

Manny (09:48):

Setting up shop so this is their way of trying to control it. And this is the best way of trying to protect the women and children rights. I think in a sense it is, it's just hard to-

Interviewer (10:03):

Mediate and control because it's-

Manny (10:03):

Yeah, exactly.

Interviewer (10:06):

So there's a lot of stereotypes around the bill that say it's pushing women into darker corners because they're being exploited more because the Johns are wanting to go

underground with it because they don't want to be caught. Can you comment on that?

Manny (10:25):

Yeah, it could.

Interviewer (10:26):

It could go either way, there's pros and cons to everything, like you said.

Manny (10:29):

Yeah it could. But I think the women should be more, if something was going on, they should be more open to talking to the police. Just knowing that we're not focusing on them, so if they're having bad experience with a specific someone. They should be more open to, prostitution is never going to go away. And secondly, it's not going to be just open. Canada is not allowing that. Maybe sometime, I don't know, I guess, but at this day and age it's not. So, it's always going to be a secret or it's always going to be underground for lack of a better word. But I think the bill is to help them a little bit to report these crimes more and to have a better relationship with the police, which that's the way we can protect them.

Interviewer (11:24):

Exactly. So, you feel as though you have a better relationship with-

Manny (11:28):

100% we do. Because we're not enforcing. Right. It's just how are you doing, any bad dates lately? Any bad experiences? Anything you want to tell us? As to them running away as soon as they say the police before. So, I think when you look at the

bigger picture, I think it's more safe for them.

Manny ([11:54](#)):

Yeah. No problem.

Interviewer ([11:49](#)):

Okay. That's all my questions that I had for you. Thank you so much.

Interview 2 – Lorne Gill

Lorne Gill (00:01):

My name is Lorne Gill, L-O-R-N-E G-I-L-L.

Interviewer (00:06):

What's your current line of work?

Lorne Gill (00:14):

I'm a assistant program coordinator for SALP and Lulu's Lodge.

Interviewer (00:23):

Are you aware of the recent implementation of Bill C36?

Lorne Gill (00:26):

Vaguely.

Interviewer (00:28):

Could you explain to me in your own words what you feel the government's goal was behind implementing this?

Lorne Gill (00:34):

No, I wouldn't be able to without looking it up.

Interviewer (00:36):

If I gave you the bill you would?

Lorne Gill (00:38):

I would be able to, yeah.

Interviewer (00:39):

It was implemented in 2014 and it states that it's against the law ...

Lorne Gill (00:43):

There's a couple of laws that were targeted.

Interviewer (00:44):

... for any person to live or keep a body house to communicate in public in regard to purchasing-

Lorne Gill (00:49):

And living off the avails.

Interviewer (00:50):

... and living off the avails.

Lorne Gill (00:53):

I think it's really dangerous, and I think... Well, first of all, most of those laws don't make sense, like living ... What do I think their goal was?

Interviewer (01:00):

Yep.

Lorne Gill (01:01):

I think their goal was to criminalize sex workers. I think the intention behind the goal might've been, there might've been good intent behind it, but I don't think that the people that were lobbying for those laws to change were not sex workers. They weren't people that were impacted by the laws. They were people who had strong moral feelings against the current laws. Well I guess those are the current laws. But it was

like a bunch of white university educated women who are lobbying for it. And the people that I saw that were opposed to the laws were people that were either actively engaging in sex work, people who had formerly engaged or people that just lived in the margins and saw how the laws impacted their friends or people that they loved that were involved in sex work. Those are the voices that I listen to [crosstalk 00:01:52] to lobbying.

Interviewer (01:55):

So, going off of that, do you think the new bill has changed the way that you go about your job?

Lorne Gill (02:01):

Well, not in ... Well in Vancouver it didn't. Well here it doesn't impact me. But in Vancouver I think the women, it's different there. The woman don't really care about the law. The police don't really seem to care about the law that much. The way that it did has impacted sex workers or does is like places like Backpage or the online where those have been taken down. And then it just drives people underground. It makes it a lot more dangerous. So at least there they can screen people out. It's like a forum basically.

Interviewer (02:43):

And now they can't do that.

Lorne Gill (02:45):

Well the States, they can't. Here, some of the pages have been taken down. There's still some.

Interviewer (02:51):

Do you think that this bill has also impacted missing and murdered indigenous women?

Lorne Gill (02:55):

Yeah, of course, because if you can't communicate for the purpose of this, this is the big one. If you're a street level sex worker and a cop car pulls up and you're worried about a police officer watching, you have that interaction of communication, which is the most important safety feature for a sex worker because that's when you're able to look in the car, you can screen him, you can negotiate what it is that you're going to do before you get in there. Now women are just rushed to get into a car without even knowing if that guy is even going to pay her or what his intention is and then they're taken off to an alley or in some places like Picton's farm or the side of a highway.

And so yeah, I think it has a direct impact on missing and murdered indigenous women. I think living off the avails is a very bizarre law because any sex worker who has a kid, their kid could be charged with that. They don't charge their kids. I mean it's meant for pimps, but it could potentially put families in dangerous situations, partners, partners of sex workers who are often spotters and who are there to protect those women. If they're, at least in Vancouver on the tracks you'll have a woman, then you'll have her spotter who's down the block, he breaks down license plate numbers, things like that. And if he's worried about being busted for living off the avails, he might be less likely to do that for her.

Interviewer (04:15):

And then they don't have that safety.

Lorne Gill (04:16):

They don't have that safety net. What was the other one? Communication, living off the avail, body house. The body house, I mean in Vancouver we opened up essentially a state sanctioned brothel and it was great because it put the workers in control of their environment. It was their home. It wasn't a hotel where they were either having to lie about what they were doing there or the manager was sketchy and using the woman as well. They had sort of autonomy there. And then they had support. They had cameras, they had police that knew about it because it was above board.

We know that body houses exist. Across the street here we have the massage parlor. We all know what it is. But those women don't have, they're not offered the same protections. As an outreach worker, if I walked across the street with a bag of condoms and said, "Hey, like this is for the woman upstairs," chances are they'd probably tell me to get out. They'd be afraid. They were like, "How did you know?" Or it would further legitimize what it is that they're doing where if it was above board, you would have them connected to health services, wouldn't be ... And it's probably not that they don't want that. I mean they would benefit from having free condoms there, but they just, the laws prevent that, prevent them from accessing [crosstalk 00:05:31], things like health.

Interviewer (05:32):

Outreach from even happening. So overall the safety of the city, has it improved since 2014 in regard to the lives of the prostitutes or sex workers?

Lorne Gill (05:41):

I don't know who the law, I don't know who it impacts here. I don't know if it's street

level or if they're targeting the police, and you'll be speaking with the cops, so I guess you'll find out if they're targeting more like escorts online.

I know that the sex worker that I know here will not go to the police and only because I've gotten a phone call from her and it wasn't like a dangerous situation, but it was an uncomfortable situation at a hotel where she was escorted out. There was no protection for her around. She didn't get her money back. She paid for the hotel. She didn't spend that ...

I don't know if what she was doing was illegal because people have business interactions in hotel rooms all the time. I know what it is that she ... I don't know. So, does it make it, what was the question?

Interviewer (06:34):

Has it improved the safety?

Lorne Gill (06:36):

I would think it probably hasn't improved the safety at all. In fact, I think it's probably made it more dangerous for them.

Interviewer (07:00):

So then based on your experiences and your views, the reason for implementation, has it been achieved to improve all of the safety and to make it ...

Lorne Gill (07:11):

No, but I don't think that we need to ... There are people who are being exploited in sex work and I think it's fucking ignorant to deny that. And I think a lot of people who are pro to criminalization will deny that because they don't want to give any fuel to

the fire of the people who are against sex work or feel like it's paid rape or whatever. And especially survival sex trade workers, like we need to acknowledge that it's not a fun job. It's not. I mean, and then they'll say, "Well no job is fun and we're all a commodity or whatever. We go to work every day and we don't enjoy it." But women are facing severe violence and they're going missing and they're being murdered and that's real.

I think we do need to address that. I don't think changing the laws is going to address that. But I think that pimps who are exploiting women need to be charged, so you have to have a law around that. The laws like communication, the body house, those are just criminalizing the workers. So, I don't think there should be any law that criminalizes the workers.

I also think laws that to criminalize the Johns put the workers in further danger. In Vancouver, what I've seen to be the most effective is just having relationships between the police force and sex workers and open communication and realize who it is that we need to be targeting. It's not the girl standing on the corner, it's the men who are abusing them. We put too much of our focus on trying to criminalize those women. And the same people who were saying that they're a victim of their circumstances are further criminalizing them and making them more a victim of their circumstances.

But I don't think that we should just open up brothels tomorrow without having other things in place like exit services for sex workers. And as it stands, we don't have exit services. I think that's where our focus should be. I would never advocate to open up a safe injection site unless there was detox available for people because you need to have a continuum of care. I think it's the

same thing for sex workers. You need to have low barrier places like the Vivian in Vancouver where people can work out of it.

But those women, as it stands, that's all they have. When that woman comes up to me and says, "Okay, I want out. I'm done," I don't have anything to offer her, other than detox, but that's not a specific program geared towards helping her work through the immense amount of fucking trauma that she's faced in that, helping her gain skills so she can get other employment down the road.

Lorne Gill (09:48):

People will argue that like, sorry, I'm just going on a rant.

Interviewer (09:51):

It's okay.

Lorne Gill (09:55):

People who are abolitionists will say, "Well all women are pimped out." And I do agree with that in a sense that I feel like our welfare state pimps people out. Choice is really subjective when you've only got a hundred dollars to buy food for your family for the month, and if you have an addiction, which in my mind is a medical issue, you've got no money for food at the end of the month.

I think it's really complex and I think it needs to be tackled and I think we do need those abolitionists and we do need those people who care about the young people or anyone who's being exploited at the table. But they need to be taking their guidance from the workers and they're not.

Interviewer (10:37):

Thanks. That's it. Can you describe any experiences you've had dealing with prostitution before the bill was put in place?

Lorne Gill (10:47):

Well, it was kind of the same. Nothing really changed in Vancouver, but there was a point in time with the police where the police were able to be very, very open to the extent of like a woman would get ripped off by a John. I remember this one scenario, and the police officer walked the John to an ATM machine and made him pay her. I was there as a worker witnessing this. It was all above board. And that would have been before the law was put into place. That would have been like 2011.

Interviewer (11:19):

And then what about any experiences after?

Lorne Gill (11:21):

Not personally, but I have friends who were on Backpage and stuff who were terrified that they were going to have to go to street level or go to other webpages that weren't safe.

Lorne Gill (11:38):

The Kitty Stroll in Vancouver is a really interesting one. I'm just curious to know how it would be now if that still existed. But there was a stroll in Vancouver that was all youth, not just youth but nine to 13, 15.

Interviewer (11:53):

Really?

Lorne Gill (11:54):

This is when I was growing up, little kids, and they were like pimped and stuff. But that is what shifted Vancouver to turn to the decriminalization model because once the internet hit, they all went underground. The Kitty Stroll was gone and that was scary because where are all those kids now? Before at least social workers could pick them up. That's where I was when I was 13-14. Did you know that I did sex work?

Interviewer (12:26):

No. Do you want to talk about it?

Lorne Gill (12:29):

Not really.

Interviewer (12:31):

That's okay. We don't have to. I did not know going into it.

Lorne Gill (12:36):

Did all sorts of different stuff in the club. It's probably hard to believe looking at me now.

Interviewer (12:42):

I saw pictures of you. If you could not say any personal experiences, but if you could compare your experiences before and after, would you still feel as safe, if you did feel safe now, if you were to go, back?

Lorne Gill (12:59):

I would want to work in an environment where I didn't have fear of going to the police. But I think it's just so layered because women in general, when they experience, especially sexualized violence, going to the police, it's like a moot point. Why would I even do that? Because A, the

police might not take me seriously and then the court system's going to fail me for sure. I think a lot of sex workers approach it from that standpoint as well.

In Vancouver it was pretty unique. There was one liaison, so that's what I think the police should do is have a liaison that's a sex worker liaison that they have her cell phone number and they can call her when they have a bad date and they can report things anonymously without fear of retribution from the cops.

Interviewer (13:44):

Okay.

Lorne Gill (13:45):

Okay.

Interviewer (13:45):

Thanks.

Interview 3 – VSW1

Interviewer (00:00):

I have a few questions-

Speaker 2 (00:03):

She's hard to offend, so don't worry.

Interviewer (00:03):

Okay, good. You're friends with Lauren, I feel like you're very hard to offend.

Speaker 2 (00:08):

Yeah.

Interviewer (00:09):

But basically my project is on Bill C-36. And are you aware what that is?

VSW1 (00:16):

Yes. Yes. The laws around communication in sex work, right?

Interviewer (00:21):

Yeah. So yeah.

VSW1 (00:21):

Yes.

Interviewer (00:21):

So, what do you think that Canada's goal was behind implementing that bill?

VSW1 (00:27):

Pardon?

Interviewer (00:28):

What do you think that Canada's bill, in your own words, was behind implementing that? Why did they?

VSW1 (00:33):

Well, I mean, it's technically legal to do sex work. They've made it really hard to communicate about it, though.

Interviewer (00:43):

Yeah.

VSW1 (00:45):

That's the problem. And this includes... I mean, I'm not actually an escort, but I dance. I'm an exotic dancer. And something that's happening, although I think this is more filtered down from the legislation stuff in the state, there's been a lot of issues around social media censoring any sex work-related content. So, I know that's causing a lot of people problems as far as their self promotion. I don't know exactly related to the escort side of things. But I imagine if even dancers are having trouble talking, promoting themselves, how are other people who are more marginalized supposed to be able to promote themselves? Or more vulnerable.

Interviewer (01:36):

Yeah. So, you're saying that this new bill has changed how you go about your life?

VSW1 (01:42):

Well, I wasn't really actively working when the new bill came in, but I was doing outreach on a van for sex trade workers. And I noticed that the police... I don't really think it changed anything for the street level workers. It felt like the police presence was around more and it felt like they were doing more to just prevent the communication from happening.

Interviewer (02:12):

Yeah.

VSW1 (02:14):

Yeah, like the solicitation part of it. But I mean, as far as... Nobody was getting punished for doing sex work, but they were definitely doing everything within their power to make it hard for people to do business.

Speaker 2 (02:30):

Remember when they would start running people's names for warrants and stuff?

VSW1 (02:34):

Yeah.

Speaker 2 (02:34):

That's what they were doing. Instead of [inaudible 00:02:36]

VSW1 (02:40):

Yeah, no they basically just make it... They just make it difficult for people to do the work.

Interviewer (02:46):

Yeah. And then provide less safety as well. Because-

Speaker 2 (02:49):

Because when we go from-

VSW1 (02:50):

Yeah, that's a lot. So, safety is very much hand in hand with the work because the more difficult it is, the less safety. Where do you go? Where are you supposed to communicate? Where you're not going to get knifed or something.

Interviewer (03:05):

Yeah.

Speaker 2 (03:05):

The way that our van is funded, we're just funded for Vancouver. And Vancouver is the place that's protected. But we get calls from all over the lower mainland and we'd go because we had to. So, we actually got to see VSW1... When you went up Kingsway and you hit Boundary, the difference between the Vancouver side and the girls working on the Burnaby side, they were taking different risks...

VSW1 (03:29):

Yes.

Speaker 2 (03:30):

And [crosstalk 00:03:31].

VSW1 (03:31):

It was definitely, yeah. Like as far as... And also, there were less resources for the people on the Burnaby side, although that's changed. They have the purpose stands out there at night a lot more.

Interviewer (03:40):

So then because of all this loss of communication, do you think it's impacted the missing and murdered indigenous women within Canada?

VSW1 (03:57):

Yes. And I'd say that just because I know that a large portion of the population who are working are indigenous.

Interviewer (04:06):

Yeah. Because Canada's such a high demographic of indigenous [inaudible 00:04:12].

Speaker 2 (04:14):

And I think the problem too... I know this isn't my interview, but I think problem lies in like... When call the VPD, let's say, Irena, right? [inaudible 00:04:21]

VSW1 (04:20):

Yeah.

Speaker 2 (04:21):

So, if I call the VPD and say, "I haven't seen Irena in a week. I'm really concerned about her," their response is, "She's living in a lifestyle where she might not want to have communication with you." And she's engaged in sex work, therefore the priority level of her going missing is not as high. Where for me, I look at her and I look at, "Well, she's in sex work, she's living in a dangerous lifestyle. Therefore, the priority should be much higher to go and find her." But I think once we change the laws and we view it as an actual profession, you say a doctor's gone missing and a lawyer's gone missing and the response is going to be the same. I think that's socialized... It's socially constructed.

VSW1 (05:02):

I think it's going to take a very long time for it to get to that level though, unfortunately. Even with the... Because I think from the point of view of the cops, yes, it's completely fucked that they're... when somebody from a vulnerable population goes missing that they're not high priority to track. However, it's also, how do you track people who are very transient and all over the place? And maybe if they had a seat venue to work out of, they can actually

open... If they actually had a safe, legal brothel or something, somewhere safe to work out of, it might be easier to track them because at least you know where they work.

Speaker 2 (05:48):

Like the Vivian.

VSW1 (05:50):

Yeah.

Speaker 2 (05:50):

You know they come home at night. For the most part.

VSW1 (05:54):

Yeah, yeah. No, they do bring dates to the Vivian. But I don't know. I mean it's... Yeah.

Speaker 2 (06:03):

But I think that... How can you... Even if you change the fucking laws when it comes to indigenous women, the trust with the police is eradicated. There is no trust there. So, like-

VSW1 (06:12):

Oh, of course not. Of course it is.

Speaker 2 (06:15):

You can say it's safe to go the police to report this, they probably won't. And Irena for example, who's young girl who I've known for a very long time... Have you talked to Irena at all?

VSW1 (06:25):

No, I haven't.

Speaker 2 (06:27):

So, there's an officer who worked in the I.C.E. unit, the vulnerable person [crosstalk 00:06:30].

VSW1 (06:30):

Yeah. I don't think that I knew Irena as well as you did. Like she may have accessed the van, but I don't remember who she is.

Speaker 2 (06:40):

Well, she pressed charges against Fisher.

VSW1 (06:43):

Oh.

Speaker 2 (06:44):

She was involved in that case. I don't know if you know that. But he was an officer who worked on the exploited children's unit and he exploited those children. He fucking raped Irena, and... Remember that time we were in Burnaby and she was like, "Oh they called the cops on us because I was with him." Just really fucked up. So, Irena will never be able to trust the police again no matter if you change the laws and tell her it's safe. She probably won't... Well, she's just [crosstalk 00:07:08], but-

VSW1 (07:10):

Well no, absolutely. Absolutely. And unfortunately, once that trust is damaged, I don't know how long it would take to repair that trust. There would have to... it could be years.

There'd have to be a total overhaul as far as enough people cycling through and not having negative experiences.

Speaker 2 (07:32):

And here I think in terms of racism with police, it's way worse. Way, way worse.

VSW1 (07:38):

Pardon?

Speaker 2 (07:39):

In terms of racism with the police here it's way worse.

VSW1 (07:42):

Oh, oh, yeah. For sure. For sure. No, here in Vancouver, they are definitely a lot better with respect to that, but it still exists, it's in the system.

Interviewer (07:56):

Okay.

VSW1 (07:57):

Anyways.

Interviewer (07:57):

Yeah. So my last question, basically you kind of have touched on it a lot, but is there, from your point of view and from experiences you've had recently with people you work with and yourself, do you think that there's improved safety or has it been worse? Has the safety gone down?

VSW1 (08:12):

I don't think that it's improved. I mean I just know... Okay, like I said, I can talk from the dancing side, which is... On the dancing side of things it's a mess because of what the laws get away with in the gray zone of calling us contractors and then giving us really shitty work conditions.

As far as the street end of things go, I don't think that anything is improved because really, I mean if people aren't allowed to communicate and if people are still uncomfortable talking to law enforcement and reporting issues, then it hasn't gotten any

better. And it's the cops are just sitting there on the corner watching every time a car comes up and harassing whomever happens to be in the car, that's just going to push the women working further and further off the corner and to more dangerous situations.

Yeah. Yeah. And then also, I mean... But then even still in the context of when things are legal, even with a situation like an agency or some kind of a safe house, you have to worry about unethical people being involved. And while it may be legal, there are a lot of people at the top in the industry who do want to live off the avails of these women. And it's like, how do we treat those people? What can we do about those people? How can we make it so that everything is fair?

They want to take, out of a \$35 private dance, they want to take a \$15 cut and they don't even want to hire a security to make sure that none of us get assaulted in the VIP room. That's what I mean by unethical, shitty people in charge.

At the end of your shift, you should not be walking home to your hotel. And I know that that's happened. In my opinion, it's the club's responsibility to provide you with a ride home that they... Because they're putting you in... They're asking you to work in a field that... It's just like the police for example. There's precautions they have to protect their officers outside of the duties because they know that they're in a line of work that [crosstalk 00:10:51]-

You're expected to deal with your own stuff. It's not right. I mean you are... Or I mean I've worked in clubs in the past where the bouncers will shake you down for tips as they show you to the car.

Yeah. I've worked... This hasn't happened recently, but I've worked in clubs where they'll shake you down for a tip just because you want them to stand outside with you while you wait for a taxi. It's like, "Dude, this is your job."

Yeah. Yeah. Because I don't know. I mean, there's the legal... I'm losing my train of thought. This is a lot to talk about. But as far as the... Even in more legit, so to speak, legal, indoor-type sex work, you run up with the issue of the women... Of the men in charge, usually squeezing the women for every dime they have and taxing the hell out of these women and making it so that our pay really sucks and we are living off of tips.

Interviewer (12:13):

Yeah.

VSW1 (12:13):

Yeah.

Interviewer (12:52):

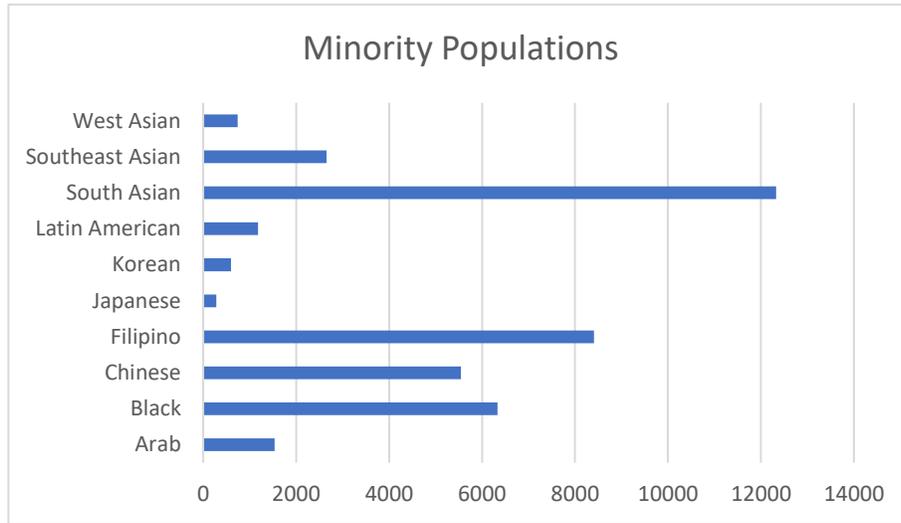
Yeah, Thank you so much. This means a lot.

VSW1 (12:55):

You're welcome.

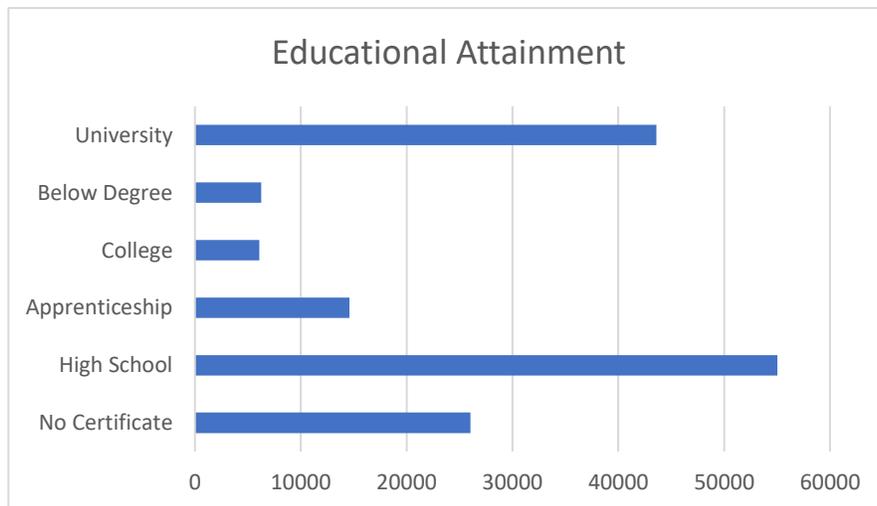
Appendix C

C.1



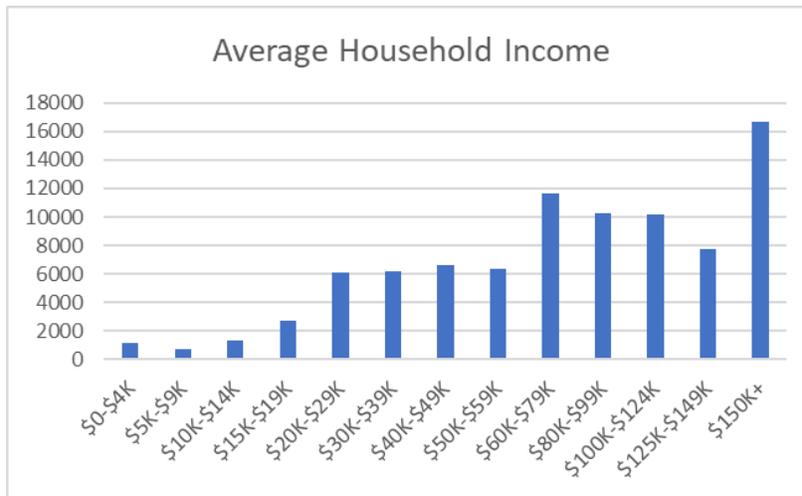
(Stats Can, 2019)

C.2



(Stats Can, 2019)

C.3



(Stats Can, 2019)

Appendix D

Human Subjects Review Council
Central Washington University
400 E. University Way
Ellensburg, WA 98926-7401

To Whom It May Concern:

Spencer Boldt has requested permission to collect research data from clients at The John Howard Society of Saskatchewan. I have been informed of the purposes of the study and the nature of the research procedures. I have also been given an opportunity to ask questions of the researcher.

As a representative of the John Howard Society of Saskatchewan, I am authorized to grant permission to have the researcher recruit research participants from our agency. Spencer is also permitted to collect research data at our agency office(s).

If you have any questions, please contact me at 1 (306) 527-1415.

Sincerely,

Jaime Boldt
CEO, John Howard Society of Saskatchewan

References

Argento, E., Goldenberg, S., Braschel, M., Machat, S., Strathdee, S. A., & Shannon, K. (2020).

The impact of end-demand legislation on sex workers' access to health and sex worker-led services: A community-based prospective cohort study in Canada. *Plos One*, 15(4). doi: 10.1371/journal.pone.0225783. This peer-reviewed article is a study done to provide a statistical analysis of the lives of Canadian sex workers post-implementation. The conclusions align with the argument of this report that Bill C-36 is proving to be doing more harm than good. The article is published in the year 2020, so Bill C-36 has been in place for 5 years, which is enough time for proper data to be collected regarding the effects of it.

“Bill C-36 (Historical).” *Openparliament.ca*, 2015, openparliament.ca/bills/41-2/C-36/. The open parliament gives a more specific definition of Bill C-36 and the steps taken to enact this bill. As well as the reactions and comments made from various Government orders throughout Canada during the process of passing this bill. This website also includes meetings of parliament on this Bill that have recently occurred and the perspective of the parliament in regard to how the Bill is being perceived and whether it is achieving its original intention.

“Community Crime Report 2018/2019.” *Regina Police Service*, 3 May 2018, reginapolice.ca/resources/crime/crime-statistics/community-crime-report-2018/. The Regina Police Website provides crime statistic reports from the years 2006 - 2019. It shows what crime, and in which neighborhood the crime occurred. The reports also break each year down into monthly reports and the amount of crimes and what kind occur each month and the neighborhood. These breakdowns allow for a more specific look at the

varying numbers around prostitution related crimes and offenses that are going on throughout the years.

Harder, Brandon. "Police Commissioners Want More Support for Exploited Sex Workers | CBC News." *CBCnews*, CBC/Radio Canada, 30 Aug. 2017, www.cbc.ca/news/canada/saskatchewan/regina-police-commissioners-sex-workers-1.4268992. This news article tackles the issue of overly exploited sex workers in Regina and it still being an issue even with the newly enacted Bill C-36. It focuses on the Regina police and their opinions on what needs to be done to ensure a higher sense of safety for the workers of not just Regina but all of Saskatchewan. Whose services pale in comparison to those of other provinces.

Harder, Brandon. "Regina Vice Cops to Run More Stings in Bid to Curb Sex Trade | CBC News." *CBCnews*, CBC/Radio Canada, 28 Aug. 2017, www.cbc.ca/news/canada/saskatchewan/regina-vice-to-launch-more-sex-stings-1.4264105. This news article directly correlates with Bill C-36's intention of increased safety for the sex workers and a more targeted look at the "Johns". It highlights the success that Regina Police are having in regard to targeting the "Johns" by conducting sting operations.

"HIV - HIV/AIDS Annual Reports - Publications Centre." *P-34.1 - The Provincial Sales Tax Act - Publications Centre*, 2017, www.publications.gov.sk.ca/details.cfm?p=64628. This report provides the statistics on HIV and AIDS throughout Saskatchewan as well as the statistics from major cities throughout the province. It also provides the yearly changes beginning in 2008 up until 2017.

Lang, Justin. "Bill C-36 'Stuns and Horrifies' Sex-Work Advocates". *Canadian Lesbian and Gay*

Archives, 31 July 2014. [https://go-gale-](https://go-gale-com.ezp.lib.cwu.edu/ps/i.do?p=AHSI&u=cwu_main&id=GALE|UQKRPD606391842&v=2.1&it=r&sid=primo)

[com.ezp.lib.cwu.edu/ps/i.do?p=AHSI&u=cwu_main&id=GALE|UQKRPD606391842&v=2.1&it=r&](https://go-gale-com.ezp.lib.cwu.edu/ps/i.do?p=AHSI&u=cwu_main&id=GALE|UQKRPD606391842&v=2.1&it=r&sid=primo)

[sid=primo](https://go-gale-com.ezp.lib.cwu.edu/ps/i.do?p=AHSI&u=cwu_main&id=GALE|UQKRPD606391842&v=2.1&it=r&sid=primo). The archives of Canadian Lesbians and Gays offers a collection of newspaper articles

and essays that relate to the ongoing issues within Canada. This specific article, written by Justin

Lang, discusses the reactions of many actors within Canada to the implementation of Bill C-36. It

is important to note the immediate reaction that many advocates believed the bill would have

the exact opposite effect and push these at-risk communities into dangerous situations.

National Inquiry into Missing and Murdered Indigenous Women and Girls. (2019). *Reclaiming power and*

place: the final report of the National Inquiry into Missing and Murdered Indigenous Women

and Girls. Gatineau. This book outlines the major injustices that the Indigenous community has

faced throughout Canada. It goes into detail to describe the violence and mistreatment of

women and children of Aboriginal descent. It is crucial to include the MMIW because they are

falling victim to not only racial injustice but sexual and gender-based violence as well, with no

help from the authorities or Bill C-36.

Soloducha, Alex. "The Biggest Injustice in the World': Regina Marches for Local Human

Trafficking Victims | CBC News." *CBCnews*, CBC/Radio Canada, 16 Oct. 2017,

[www.cbc.ca/news/canada/saskatchewan/the-biggest-injustice-in-the-world-regina-](http://www.cbc.ca/news/canada/saskatchewan/the-biggest-injustice-in-the-world-regina-marches-for-local-human-trafficking-victims-1.4355860)

[marches-for-local-human-trafficking-victims-1.4355860](http://www.cbc.ca/news/canada/saskatchewan/the-biggest-injustice-in-the-world-regina-marches-for-local-human-trafficking-victims-1.4355860). This news report touches upon

the continued issue of sex trafficking within Regina after the enactment of Bill C-36 and

the outrage of the citizens of Regina as they march against it. It also gives insight into

how the Bill is not doing what it set out to by providing increased safety for sex workers.

The article brings light unto massage parlors in Regina and the increased problems that they are posing for the women and girls living in the city.

Statistics Canada. (2019, August 9). Census Profile, 2016 Census Regina [Census metropolitan area], Saskatchewan and Saskatchewan [Province]. Retrieved from <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CMACA&Code1=705&Geo2=PR&Code2=47&Data=Count&SearchText=Regina&SearchType=Begins&SearchPR=01&B1=All>. This report outlines different economic indicators and characteristics of the city. It allows readers to gain a more in-depth understanding of the economy of Regina and the city providing demographics, educational breakdowns, fiscal analyses, and many other forms of Census data.

Urban Indigenous Population. (n.d.). Retrieved from https://teaching.usask.ca/indigenoussk/import/urban_indigenous_population.php. The website provides census data collected pertaining to the Indigenous communities. This allows for a comparison of this population of individuals to the rest of the Regina population to demonstrate the disparity between the two.