

# **“Three Years at a Glance”**

## The Final Report

“The Prevention and Early Intervention  
Of Sexually Exploited Children and Youth Project.”

May 2003

Prepared by; Dalyce Dixon Project Co-ordinator, Elaine Halsall Project Clinical Supervisor  
and Ellie James Project Manager  
Prepared for; The National Crime Prevention Centre, Justice Canada. The Crime  
Prevention Investment Fund

## **Table of Contents**

Table of Contents .....	1
Acknowledgements .....	3
Introduction.....	4
Hiring and Day to Day Supervision of Project Personnel.....	6
Immediate Safe Secure Housing.....	11
Day Programming Options and Youth Court Support.....	15
Regional Co-ordination Co-operation and Information Sharing.....	19
Co-ordinate to Ensure Seamless Service Delivery.....	23
Establish a data base.....	28
Cooperate with Evaluation Team.....	32
Conclusion.....	37
Appendices.....	42

## **Appendices**

**Appendix A** .....Terms of reference from Capital Region Action Team

**Appendix B** .....Three-year work plan

**Appendix C** .....Organisational chart

**Appendix D**.....Regional police job description

**Appendix E** .....CRAT membership list

**Appendix F**.....Advisory committee terms of reference  
And membership list

**Appendix G**.....CRAT Action Plan

**Appendix H**.....Glossary of Acronyms

**Appendix I**.....Three years at a glance timeline

**Appendix J**.....Statistics

**Appendix K**.....Bibliography

## **Acknowledgements**

There are many people whose unfailing commitment to this community's children and youth kept the spark alive. This three-year project has mended a few fences, introduced new ways of working together and as a result built a stronger community.

Thank you to the National Crime Prevention Centre for believing in the capacity of a community to think outside of the box and provide the resources for creative developmental solutions.

Thank you to all of the past and present members of the Capital Region Action Team for the vision and support that kept this project moving forward.

Thank you to the Community Partners who worked in good faith when the vision was less than clear and when the challenges demanded focus, commitment and perseverance. Without their in-kind contributions, there would not have been a project.

Thank you to some especially committed people who worked to keep the project's integrity, with the goal of sustaining important services to the children and youth in this region. They are; Lise Erikson, Peggy Palmer, Norm Simmons, Helen Hughes, Wendy Zink, Mike Waters, Cathy Stinson, John Charlton, Karen Ramsey and Donna Taylor.

Thank you to the committed staff whose efforts made a difference. There was much to be learned and even more to do.

Last but not least, the project must acknowledge all of the youth and their families who allowed us to participate with them in this project. It is the project partner's hope that it made a difference in their lives and to let them know that this community will not be the same thanks to their contributions. We are grateful.

On behalf of the three project partners, Elaine Halsall, Ellie James and Dalyce Dixon, we thank you.

## **Introduction**

Producing a final report was a requirement for the fulfillment of the contract with the National Crime Prevention Centre (NCPC). In so doing, it was the decision of the three project partners to prepare a comprehensive overview to meet this obligation. The project partners also intended to satisfy other objectives by producing this document.

They were; to capture, document and analyse the developmental nature of the project and to identify project's gaps and successes in service delivery, providing the foundation for the development of a sustainable, workable community plan. The following document hopes to achieve these objectives.

While the winds of change blew continuously throughout the duration of the project, there were enough commonly shared values and ethics within the community upon which to build a stable foundation. The foundation was grounded in the belief that this community had a responsibility to its children and youth to address the issue of sexual exploitation. By addressing the issue of sexual exploitation, children and youth would be better equipped to address it. The project acknowledged that the community would respond to children and youth who were at risk of being sexually exploited and for those who already were involved.

In the spring of 2000 a six-page paper outlined the terms of reference from the Capital Region Action Team. (Appendix A) These terms were used in the development of the partnership selection process. The goal of the project was to "provide early intervention to at risk youth that recently have been or are likely to be recruited into prostitution."

The seven lines of service delivery that provide the framework for this final report were established as part of those terms of reference. By March 2000, a three-year work plan was developed (Appendix B). The Victoria Youth Empowerment Society was the original lead organization while five other organizations committed to the partnership with lesser roles and responsibilities: Boys and Girls Clubs of Greater Victoria, Pacific Centre Family Services Association, Kiwanis Emergency Youth Shelter, City of Victoria, and Regional Police Officer Representation.

The project partners developed the format for this report to provide a user-friendly timeline that highlighted the activity of the project. Using the seven lines of service delivery, this report provides; a brief overview of each component, followed by the challenges and their impact on the project, acknowledging the successes and finally making recommendations.

The project partners established roles identified as: clinical supervisor, project supervisor and police supervisor. All of this was done under the direct supervision of an advisory committee. There were numerous reporting mechanisms established that included accountability to: Agencies, Capital Region Action Team, Project Advisory Committee, Project Partners, Clinical Supervisors, Project Supervision and eventually a Project Co-ordinator (Appendix C).

There were four time segments that had a significant impact on the outcomes of the project. The first segment was the eighteen months between the submission of the proposal and the acceptance by the community. The second segment occurred at the half way point, when the co-ordinator position was added to the team. At the two-thirds point, the project structure changed and altered the way in which the services were delivered. Lastly, the political and economic climate in the province changed, impacting the resources available in the community. All of these segments are expanded upon within the report.

The NCPC contract specified that the project would co-operate and participate with an independent evaluation team. A position on the project advisory committee was committed to a member of the evaluation team. The advisory committee developed its terms of reference to include representation from that team. The evaluation team also had an advisory committee that had project representation in its membership. The advisory committee played an integral role in the liaison function between the project and the evaluation team prior to the project co-ordinator coming on board eighteen months into the project.

The three largest municipalities combined financial resources to provide the one regional police position. Each of these municipalities anticipated managing the position for one year. The objective was to build on a regional response, developing skills and knowledge with a focus on this issue.

A day program was designed to meet the needs of a maximum of six youth, each staying for three months and between 12-18 years of age. Project partners left the development of the components and delivery to the staff. Staff developed the components based on their existing skills and knowledge.

Another component of the project's mandate was to develop a tracking system. The goal was to have a mechanism that would assist with maintaining regular contact with youth who were at high risk or working in the sex trade. This report explores how the region engaged in tracking youth and the outcomes.

Should this project or any of its components, be duplicated in another community perhaps the learning identified throughout this report will assist in creating innovative responses to a most serious issue. The efforts of a community are reflected on the pages that follow. It was understood from the beginning that this pilot project would end, but the relationships would be sustained. It is these relationships that are the foundation from which the work of this project continued.

## **#1 Hiring and Day to Day Supervision of Project Personnel**

When this project began, supervision and management were the responsibility of a lead partner, Victoria Youth Empowerment Society (VYES). In March 2000, the four community partners/agencies worked together to complete a three-year plan. This plan provided the direction for the project based on the guidelines of the proposal.

Initially, staff in all of the positions were hired from within the partnering agencies. These four staff had experience working with youth with issues of sexual exploitation. Supervision was shared between two agencies after June 2000, when VYES stepped back from its lead role to an advisory function.

The remaining partners re established roles identified as: clinical supervisor (Pacific Centre Family Services), project supervisor (Boys and Girls Clubs Services) and police supervisor (Esquimalt Chief of Police). All of this was done under the direct supervision of an advisory committee made up of community members.

There were numerous reporting mechanisms established that included accountability to: Agencies, Capital Region Action Team, Project Advisory Committee, Project Partners, Clinical Supervisors, Project Supervision and eventually a Project Co-ordinator

The broader community expectations were diverse, based on the understanding of the issue of sexual exploitation at the time and the community's longstanding practice of using "experts" to work with those youth considered at risk.

Project partners left the development of the project components and service delivery to the staff. Staff developed the components based on their existing skills and knowledge. At times there was confusion and conflict between the expectations from the community and the services delivered by the staff.

Coupled with the numerous challenges of project development, staff retention became a primary function of the project partners. In the fall of 2001, feedback and project data identified that the workload of the police/youth team was excessive, while the numbers in the day program were plummeting. Based on this feedback and an increased understanding of the project's development, structural revisions to the format were required. The priority was to provide a useful service to youth, and respond to the community, while remaining accountable to the established outcomes of the project.

In December 2001 the advisory committee approved the Mobile Youth Services Team (MYST) format that included significant changes to individual staff positions.

The partners believed that a broader base of knowledge was required in the greater community to meet the diverse needs of this population. This was achieved by prioritising the prevention and early intervention component of the project. This required a different skill set, schedule and approach.

The regional police job description (Appendix D) evolved into a project police officer as opposed to a police position that included other assigned responsibilities. This change in format had staff reconsidering their involvement. This placed the staff retention issue at the forefront of the project partners' workload again.

With a team concept in full swing by April 2002, the rapid response focus was to build capacity within the broader community through collaboration and co-operation with established agencies and systems.

One of the first assignments for MYST was to assist the Capital Region Action Team with the development of the "International Making the Connection Conference" held in May 2002. Throughout the spring/ summer of 2002 the team developed an educational action plan for the remaining months of the project. Youth input, service provider's feedback and current research were combined to develop presentations. The intention was to reach as many youth as possible in the last year of operation.

From August 2002 to March 2003 over one hundred and five educational forums/presentations were delivered throughout the community. These were provided to over twenty four hundred different people such as; youth, service providers, schools, first nations groups, agencies, and parent groups.

A training event to focus on the development of best practices in our community took place in the last quarter of the project. Those practitioners and service providers, who will carry the torch and continue the work as the project comes to a close, filled this training to capacity. The first steps in sustaining the work of the project have been taken.

## **Challenges**

### **Challenge- Diverse Expectations**

The project got under way with the community identifying service providers as already "doing the job". Pressure existed for the project partners to accept specific personnel for specific positions. This was a challenge from a supervision perspective. The project partners were responsible for developing a staff team who came with an assumption that they would continue to do "business as usual" mind set, while the expectations in the project was that the work would be performed differently.

### **Impact**

The limited time available from the partners and the advisory committee was spent in responding to change management issues rather than focusing on meeting the objectives of the project.

### **Challenge - Timelines**

One of the first challenges that the project partners faced was the time lag between the submission of the proposal and its approval. In the meantime; the second police team, five safe house beds, increased court support, and a community liaison position for this

population was established. While it was expected that the project would begin February 2000, in fact much of the work was already well under way by that time

### **Impact**

Adjustments to NCPC proposal were necessary to allow for the fact that people were already doing the work.

These initial changes to the project placed pressure on both the advisory committee and the partners to sort out the operational details, at the same time as the project was being set up. Community partners expected staff would be available to respond from the onset of the program. At this point in the project all members of the partnership and the advisory committee were working to make additional time and space available in their time schedules to accommodate the fast paced start up of the project.

### **Challenge- Reformulating Positions**

Partners developed terms of reference for the project that captured service delivery realities at that time. This resulted in reformulating some of the project's job descriptions. The goal was to address the perceived needs of particular community partners and recognize the developmental nature of the project.

### **Impact**

The proposal terms of reference identified the need for a court liaison worker. It was decided that a day program was a higher priority. These changes resulted in an increased work load.

The issue of maintaining a stable, safe space for the day program placed pressure on all involved and took much needed time and resources away from the project to find resolutions. Ultimately, space became one of the considerations when the decision was made to restructure the project in December 2001.

### **Challenge- Multiple Levels of Accountability**

Expectations from the advisory committee and project partners about the day-to-day operations confronted the individuals hired for the project. For example; the project partners and the advisory committee hired the youth outreach worker position based on a traditionally held view that this position would connect with youth on the street. It was quickly identified that the police officer/ youth worker team was a regional referral based service, with no direct work on the street. The Day Wise program was developed as a support program; this took on a variety of expectations based on the term "support" and the needs of the youth at any given time.

### **Impact**

Initially, the project partners allowed the staff to develop the work to fit the needs of the youth and community. The outcome was a very heavy workload for the first year in all aspects of the project. By year two, the partners assessed workload issues and staff retention. It was decided that structural changes were necessary to meet the community and youth needs and to address the challenges that were coming out of the existing format.

### **Challenge- Shifting Attitudes**

The project partners were working within a community that historically established “experts” to work with youth identified with issues of sexual exploitation. As a broader community, little was known about this issue. A commonly held belief that “the few who knew would guide the many who did not” prevailed. The mystique surrounding this issue intimidated other practitioners working with this population. They were hesitant to identify or acknowledge the special needs of this target group. This placed a great burden on the project to be the “experts” to deal with those youth being identified along the continuum. The reality was that most project youth had previous and on going contacts with other service providers. Unrealistic expectations were established whereby around- the -clock services by the team would be available.

### **Impact**

This project created a higher profile around this issue in the broader community. There was an increased willingness to assess youth along the continuum of risk. More service providers found they had few if any additional resources. The project recognized the need to build capacity within the existing community to enable it to respond. The emphasis on public awareness, education for the purpose of capacity building, took on the priority in year three. Project partners developed a three youth worker to one police officer ratio to increase availability and develop a stronger team response.

### **Successes**

Through the co-operation of the chiefs of police in this region, this project had a police officer identified to respond regionally to this issue. This resulted in a more collaborative and co-operative approach between police and community.

The collaborative efforts of the police department provided the opportunity to re write the police officer job description. In year two the partners created structural changes to enhance the success of the project.

A regional police position mandated to work with sexually exploited youth has been sustained beyond the end of the project. Regional positions support the seamless service delivery initiative

A part time co-ordinator was created in July 2001. This took a substantial amount of pressure off of the advisory committee and refocused the work of the project partners. A core group of advisory committee members worked with the co-ordinator for the duration of the project.

While staff retention in this project was an ongoing issue, one of the benefits to having the shift in staff was that some of them did not move too far from the project. They filled positions, which worked closely with the project, maintaining linkages  
The project provided seventeen people with the opportunity to develop first hand skills, knowledge and abilities working with youth with issues of sexual exploitation. The majority of the staff remains working in the community as the project ends.

## **Recommendations**

A **full time position** is necessary as part of the team, functioning as the co-ordinator, clinical and program **supervisor**.

Any project needs to acknowledge the necessity for **start up time** where the work does not begin before certain structures are in place.

A **communications strategy** needs to be developed at the outset of any project to minimize misunderstandings among front line staff and to maximize appropriate use of the programs.

There is a need to develop clear and **common language** and definitions in the community for “sexual exploitation”, “prevention” and “outreach” because understandings vary across agencies and among players.

The financial resources must match the expectations of the work. If shift work and high skill level are a combination that is required, then the financials and on- going training need to be in place to ensure **staff retention**.

## **#2 Immediate Safe Secure Housing**

In the summer of 1998, The Ministry of Children and Family Development contracted the Boys & Girls Club Services of Greater Victoria to establish five Care Home placements for youth dealing with issues of sexual exploitation. The CRAT committee was instrumental in advocating for this service.

These placements, known as the “Turning Point Program” were an integral part of the NCPC proposal and project. One of the main reasons for the development of the Day Wise component of the program was to meet the specialized needs of the youth in the Turning Point program. Through this program, youth from out of town or local youth in crisis and referred to the Police Officer/ Youth Worker team, had access to immediate safe housing. The Youth Care Home Intake Coordinator and the Turning Point Youth & Family Support Worker were part of the community team working with youth connected to the NCPC Project. The Turning Point Program had approximately 75 intakes with stays ranging from one day to over eight months during the project, with 75 percent were involved with one or more of the community team.

### **Challenges**

#### **Challenge- Defining “safe placement”**

One of the first questions for the project was to define what a safe placement for a youth in this population would offer. This varied from youth to youth as individual circumstances and referral expectations often drove the process for placement.

#### **Impact**

Care Families and the Turning Point Support Worker often defined support and program expectations differently than the referral source or some members of the community team. There was a strong commitment from everyone to provide the best service to the youth. Miscommunication and differing expectations resulted in confused youth, capable of manipulating the team.

#### **Challenge- Placement motivation**

Youth exiting the sex trade or a youth at high risk of entering the sex trade make safe housing provision very difficult. There is a short window of opportunity when youth are willing to accept the offer of safe housing options. The placements must be readily available and meet the immediate needs of the youth in order to be effective. Maintaining consistent, non-judgmental support proved challenging not only to the Care Families but also to the community team. Creating a successful match between the youth and an available Care Family, when the youth was ready, was an arduous responsibility for its administration.

#### **Impact**

It quickly became apparent that many youth dealing with issues of sexual exploitation required consistent, long term, support from the Care Home placement in a revolving door model. This commitment and willingness to remain available to the youth was essential to

the success in a placement, Youth often experienced their first stay of a few hours, to succeeding placements of a few days, weeks or months. The capacity to secure the appropriate placement within a very short window required the cooperative efforts of more than the project team.

### **Challenge- Day Programming**

Youth dealing with issues of sexual exploitation, often struggle with regular participation in mainstream school or community day programs. These youth need specialized services to assist them. The challenge was to create specialized programs that did not stereotype them and accommodate the range of participants from “at risk” to “engaged” to “exiting” youth.

### **Impact**

The Day Wise program was an attempt to address the day program challenges for this population. Youth in the Turning Point Care Homes often did not have any positive specialized, daytime activities. This often resulted in additional responsibility and stress for the Care Family as these youth had difficulty settling into family routine. The daywise program utilized a group model and became labelled by youth. Eventually youth would no longer attend the group and day programming component was revisited.

### **Challenge- Out of town referrals**

Some youth from outside of the capital region who could not, for a variety of reasons remain in their home communities, were offered safe-housing options attached to this project. They too often required additional support services. Schools, Statutory service providers, and community agencies were reluctant to provide these longer-term support services due to their mandated priorities, the additional costs and the concern of maintaining an “out of region” youth who would stay and continue to require services.

### **Impact**

Youth from out of the region did not receive the same level of services as local youth. They were often unable to access organized day activities, positive peer connections or counselling services. Once the youth experienced the community’s reluctance support them, they were left to create their own support network in order to stay, or they left the region.

### **Challenge- Lack of therapeutic intervention**

Many youth dealing with issues of sexual exploitation are also dealing with other profound or traumatic issues. Clinical treatment for youth involved in sexual exploitation was scarce, almost impossible to access or too expensive.

### **Impact**

There are pivotal moments when youth are willing to access clinical treatment, but these are often few and fleeting. The youth’s best chance for clinical support was through Forensics services. However these services could only be accessed via the court system.

### **Challenge- Lack of long term safe supportive housing**

Youth often expressed that a longer period of time in the care home was needed to achieve their goals. If a youth bonded with the Care Family, they often wanted to stay long term as they felt safe and supported.

Most of the youth in Turning Point could not, or would not return to their natural family home despite what their family or the community thought was appropriate.

Youth after the age of nineteen do not have the same access to the range and number of supports. At nineteen youth are expected to access adult services. Few youth in this project had effective transition plans to increase their likelihood of success within the adult system support network.

### **Impact**

For youth unable to return to the home of a family member, the lack of affordable, safe, appropriate long term housing was coupled with the lack of financial support necessary to maintain this basic necessity. Many of the youth in Turning Point had missed basic developmental phases in their childhood and did not have the life skills to live independently. Leaving the Turning Point program was a time of great vulnerability and as a result some youth fell back into the life of being sexual exploited as that is the life they were most familiar with.

### **Challenge- Government cutbacks**

Since the government has announced drastic budget cutbacks much of the support service to this population has been lost and many believe it will get only get worse. The right of a child/youth to safe secure housing is precarious.

At one time during the project there was much talk and a great deal of work being done around the movement toward the implementation of a Secure Care Act, which would legislate safe housing for this population. This is currently being revisited in this province under the name Safe Care Act.

### **Impact**

There are fewer people in the support services and more work to be done. This means more youth fall through the cracks. Community agencies must compete for fewer dollars for leaner programs which often results in less cooperation and more isolation for both community workers and the youth.

### **Successes**

Through the provision of safe, supportive housing and family counselling most at-risk youth (i.e. - not having engaged in the sex trade) are returned home to their natural families.

Within a safe supportive environment, youth were able to develop long standing relations both with the Care Family and with the Youth and Family Support Worker.

Youth reported a significant increase in their feelings of safety and being able to manage themselves in the community when their Care Home placements are complete.

In partnership with the Liaison Worker at the Youth Empowerment Society, a parent peer support group was established. Its purpose was to assist parents through crisis with their youth, as well as support them during the long recovery process from sexual exploitation.

The provincial government has established standards for safe house service provision province wide with feedback and assistance from programs such as Turning Point.

### **Recommendations**

CRAT **advocate** and support long term, safe housing for youth.

Allow for **longer placements** in the Turning Point Program when youth require additional support.

Community programs to assist youth in **recovery** or to resist entering the trade.

Establish an ongoing, **research based prevention program** that addresses both youth who do not exhibit risk behaviour as well as youth exhibiting high risk behaviour- not solely focused on the supply but the demand and procuring.

Continue to promote ICM and other types of services based on **collaborative interventions** as this best meets the needs of the youth.

Maintain support and funding for **parent's peer support groups**.

Establish accessible **clinical treatment** for youth with issues of sexual exploitation.

Advocate for **stronger legislative language** that deal with the issues of demand for youth and the procuring of youth in the sex trade.

When safety issues are such that the youth's presence in Victoria constitutes a safety issue, the **network of safe houses** should be accessed and support services provided both regionally and provincially.

When at all possible, maintain the youth in their own home by **providing skilled support to the youth and their family**. The VYES Liaison worker is one such worker.

**Maintain the Kiwanis Emergency Youth Shelter** (KEYS is an integral part of the emergency response) and provide training and resources to ensure that staff are knowledgeable and skilled in the area of sexual exploitation.

### **#3 Day Programming Options and Youth Court Support**

A day program was planned, with the intention that the Victoria Youth Empowerment Society would administer it. Before the end of the first quarter this changed and the Boys and Girls Clubs of Greater Victoria were designated as the program administrators. They took over the responsibilities for direct supervision of staff as well as the program operations. Pacific Centre Family Services Association was designated to provide clinical supervision once a week with back up from an on-site staff and designated “in kind” donated program space.

The youth worker/police officer team was already established at the time the project began. Most of the youth that were going through the court process were doing so as witnesses. Historically this team had taken on the role of witness preparation and court support for these individuals.

With the exception of the time when the youth worker/police team was on hold, court support was a component of both of these positions for the duration of the project.

In May 2000, two day program staff were hired, both former Boys and Girls Club employees. The two staff were largely responsible for the development of the structure of the program with considerable input from the youth.

The initial months were spent designing the program, setting up the site with phones and office equipment, shopping for supplies, establishing policies and procedures and developing administrative paper trails. This phase also involved connecting with community agencies to solicit referrals. Brochures were designed and distributed as well.

The day program was designed to meet the needs of a maximum of six youth staying for three months and aged 12-18 years of age. The youth were dealing with issues around sexual abuse in one or more of the following areas: peers/close friends currently involved, youth have been approached by a sex trade recruiter in the sex trade at any level, and youth have been or are currently involved in the sex trade. Youth were not required to disclose any of the above in order to attend the program.

The program description read, “The Day Program is a community partnership program to support youth with issues of sexual exploitation. The program is designed to encourage and support youth in making healthy lifestyle choices. Youth have the opportunity to participate in activities that promote life-skills, education, awareness and healing. “The Day Program focuses on providing a safe environment for all participants.” The key components of the program were: Youth centred and youth driven, integrated case management, Group process based upon a collaborative model, Transition house model for safety of group and individuals.

There were four phases to the day program, each with specific goals and objectives and all facilitated by the day program staff. These were:

**Phase One;** May 15 -August 31 2000, involving the design, development and implementation of a day program.

**Phase Two;** September - Feb. 16 2001, created two different formats, Community Bridging operated from September to December 2000 and focused on a formalized day program. It addressed numerous issues such as; School connection, Employment preparation, Time management, Healthier life-style practices, Anger management, alcohol and drug counselling and conflict resolution. The second format in phase two operated from Dec.27/00-Feb 12/01. It provided Winter Recreation Programming. It took the place of the formalized day program structure. Some packing in preparation for a site change also took place in this phase.

**Phase Three;** March 05-August 2001, was designed as a six week program divided into modules. The modules included the following: Introduction, Issues of Sexual Exploitation, Goal Planning, Job Skills, Self-Esteem, Health and Boundaries, Life Skills, Group Celebration.

**Phase Four;** September 2001-Nov.28 2001.This was the final phase of the day wise program. Staff changes and site limitations made re evaluating the day program a primary focus. The daywise program closed as youth were transitioned to alternative programs. Sept. 08/01 daywise moved to the Military Family Resource Activity Centre for the second time.

Nov. 18/ 01 daywise went to a part time format due to staffing issues. Re-evaluation of format and community needs was initiated at this time. By Nov. 28/01 Day wise closed and youth were transitioned to school or alternative programming.

December 2001 the Mobile Youth Services Team was established. (M.Y.S.T)  
The Mobile Youth Services Team's mandate is "to work in cooperation with the community to provide prevention and intervention services to youth dealing with issues of sexual exploitation".

## **Challenges**

### **Challenge- Stable program space**

Provision of program space was unstable due to insufficient funds required to secure a designated space. The day program staff had to move program locations five times in eighteen months.

### **Impact**

This created frustration, anxiety and confusion for staff, participants and some community partners. Each time a move took place; the program was disrupted or closed entirely, sometimes for weeks at a time. This lack of consistency challenged the credibility of the work and left the staff struggling to respond to the needs of the community.

### **Challenge- Transportation budget**

A group transportation budget was not submitted with the proposal. With the decision to provide a group day program there was a gap in the capacity to provide transportation for the group.

### **Impact**

This created another distraction for the front line workers. Securing a vehicle that was safe and reliable for group transportation fell on the shoulders of the front line staff. This increased the already high demands on staff and took focus off of the group. March/01 Daywise received a vehicle that was retired from the Remand Home Program

### **Challenge-Personnel issues**

The regional police officer/youth worker team was placed on hold by end of first quarter of the project (June 2000), due to a conflict between one staff and a project partner employer.

### **Impact**

The youth worker was unavailable to support the Daywise staff with the youth. The youth worker/police officer component was unavailable to provide safety risk assessments that determined group participation. The Daywise staff was left to respond to the community on behalf of the project.

### **Challenge- Leadership**

The project partners, clinical supervisor and program supervisors were constantly over extended and working on the project “off the side of their desks” with no compensation, tensions between various spheres occurred. Agencies did not appear to see the project as having the same priority as other agency programs and so when staff designated to the project were on vacation, or unavailable there was no provision for back-up.

### **Impact**

At times day program staff was not always receiving the attention they required. In addition, the designated “back-up” staff resigned and this role was not replaced. Crisis management became the norm. This left professional development at a minimum and stretched the abilities of those left to do the job. There was a great deal of autonomy in the project, requiring a high level of self-motivation on the part of front line staff. When staff were not overwhelmed by the duties, this resulted in positive results with the youth.

### **Challenge –Diverse issues of youth**

Some youth had issues with addictions and/or mental health. They were unable to function in a traditional group setting or school program. Also some youth had highly sexualised behaviours (as compared with their peers) and did not respond well to traditional programming.

### **Impact**

Staff and management worked with other professionals and programs to create individual care plans with the youth. The objective was to provide services to respond to the needs of the individual youth.

### **Successes**

Sooke School District #62 made provisions for youth to receive school credits for some components of the day program, when registered with the district.

The Daywise program was able to garner long term office space in the Western Communities.

One year after starting the day program, staff and youth jointly attended a conference in Vancouver.

The Daywise program workers and youth participated in the “Quilt Project” presented at the Civicus International Conference, August 2001.

A collaborative relationship was established, with the Military Family Resource Activity Centre in the Western Communities.

A proposal was submitted to the Community Program Division for funding to turn the “Quilt Project” into posters to raise awareness to the issue around sexual exploitation.

### **Recommendations**

In a time-limited project, **staff retention** needs to be paramount. This will ensure stability, build credibility and minimize the variables being considered when a program is being evaluated.

A **committed site** for the duration of the project is essential to its success and must be in place prior to the program starting

**Staff supervision and clinical support must be a priority.** Resources must be established and maintained to ensure that staff has the necessary competency.

Agencies who accept responsibility for long-term projects should reflect this with realistic **workload expectations from management and supervisors.**

Day programming should **not be issue specific** to reduce labelling and stereotyping and to increase likelihood of participation.

Day programming should be incorporated into **existing group work in the community whenever possible (capacity building).**

Where youth are not ready for group participation, resources need to be made available for **individualized programming** with the long-range goal of integrating the youth into a setting of their peers.

Given the region’s limited resources, **day programming along a continuum** is essential to minimize duplication and ensure gaps are filled.

**#4 Coordinate, Cooperate and Share Information with Municipal Police Forces**  
**(Regional coordination, cooperation and information sharing)**

**“... in inter professional work, the aim is to “act together” and not to “think alike”**

**(Hallett and Stevenson 1980)**

As objective number four attests, the intent was to create an improved working relationship with all police forces within the region. This objective implied that other agencies were already collaborating, cooperating, sharing information and bringing the police forces into the team was an additional component. In order to provide an effective regional response, it required a cross-sectoral, multi-disciplinary team. Realistically, there was room for improvement in regional cooperation among most service providers before the police could be added effectively to the equation.

It is in this area where much was learned about the developmental nature of the project. It was also in this context where some of the biggest challenges were overcome.

As mentioned previously in this report there was a time lag of eighteen months between when the project proposal was submitted and when this region accepted it. There already existed a great deal of police and involvement in our community around this issue.

When the project proposal was submitted, there was one police officer in the downtown core, partnered with a youth worker. The goal of the police position was to liaise and build a positive relationship between “street youth”, the business community and police. This was a very successful union and a second team was brought on to maintain the work. A trend was developing where the second team’s work led them to be more involved with youth involved in the sex trade or criminal activities.

This was the impetus for looking at the creation of a youth worker/ police officer partnership that focused primarily on the issue of sexual exploitation. It was identified as a regional position because the “street youth’s” home communities were not always downtown Victoria. These youth lived all over the region, before making their way downtown.

When the project was accepted for this community, the police/youth worker partnership was well under way working with the target population. The three largest municipalities combined financial resources to provide the one regional police position. Each of these municipalities anticipated managing the position for one year. The objective was to build on a regional response, developing skills and knowledge with a focus on this issue. In turn, the project had two of the three region’s police detachments provide an officer. The project moved to a team that maximized its availability to the community, by incorporating a four-person team concept as opposed to a two-person partnership model, as used in the first 18 months.

## **Challenges**

### **Challenge-Inadequate organizational support**

Absence of orientation programs for new team members, lack of clear structures and directions, lack of effective leadership and lack of continuity of members the police officer project responsibilities did not take priority over his other assigned police duties, particularly within the City of Victoria Police.

### **Impact**

This was part of the developmental learning process, as public awareness grew around this issue; the team had to shift priorities to reflect increased workload.

### **Challenge-.Stereotyping roles on the team**

Initially, there was support for a two-person team. As the project proceeded this team became stereotyped and labeled. The workload and shift differentials between the police and the youth worker made working together a scheduling challenge.

### **Impact**

The narrow role definition became a barrier for the team and often limited their access in settings such as schools and recreation centres, as they were perceived as police officers upholding the law.

The team expressed being overburdened by their workload due to these schedules. In addition, the team expressed frustration due to the necessity to work police schedules and unable to accommodate it within a youth worker budget. The hours of availability and coverage were limited and resulted in reduced coverage. This created frustration among service providers and required the partners to revisit the partnership model.

### **Challenge-Exclusion**

The police defined a clear direction and mandate for their officer position. Much of this was influenced by the necessity to uphold legislation within a justice discourse. A youth worker had a different mandate and operated from a child welfare discourse. Sharing information remained a contentious issue among team members throughout the project.

### **Impact**

There were times in the project when some of the team members refused to participate due to the role distrust, mandates and confidentiality issues. Project supervisors were brought in on numerous occasions to provide conflict resolution and mediation.

### **Challenge- Definition of key terms**

In the first phase of the project, the police/ youth worker met with resistance when they began to coordinate their work with other community agencies. Language, data collection, and confidentiality were three issues that immediately became known. It soon became clear that the project had to work towards accepting common language, establishing acceptable data collection methods and standardize confidentiality policies. These were all three years in the making and developmental.

## **Impact**

Assumptions, misperceptions and poor communication resulted from the lack of a common frame of reference. This resulted in frustration of team members and a lack of consistent data collection. Overall, there was an inconsistent, disjointed approach presented to the community.

## **Successes**

Improved case assessment and planning through the co-ordination and collaborations of inputs from different disciplines was achieved.

A multidisciplinary team led to more informed decision-making through greater information and multiple perspectives

As the project unfolded the partners moved to a team that maximized their availability to the community. Three workers were connected to the police position, extending hours and services that allowed for more effective use and exchange of resources. This in turn enhanced the competence of the team members, minimizing the “expert” phenomenon that previously existed.

The team enhanced the ability to solve problems beyond the scope of any one discipline or position.

The team approach lead to more creative thinking about clients and situations

A more specific police job description was developed by the partners to reflect having the entire position seconded to the project.

The project encouraged the development of joint initiatives such as the Youth Sexual Exploitation Team (YSET)

The police chiefs of the CRD supported the regional police position. The regional capacity of this position is one of the most significant contributions to this community and outcome of this project. It is one component of the project that is being sustained by the broader community. Prior to the proposal, some municipal police chiefs denied the existence of any sexual exploitation issues in their areas.

## **Recommendations**

Initial and on going **team building**, and role definition with shared training with mandated services.

Consistent, **interdisciplinary team meetings** to deal with issues in a timely manner.

Minutes of all meetings should be kept.

**Wage parity** and consistent expectations regarding all team positions need to be established at the onset.

Lines of **accountability** among all levels of the project need to be clearly defined at the onset.

Recognize having the police officer and youth workers in the **same location** is optimal

We must change our culture from  
How we slice up the cake to  
How we make the cake”  
Bernie Sander- A Wake Up Call For Champions  
(1992)

## **#5 Coordinate Efforts of Various Service Providers to Ensure Seamless Service Delivery**

The Capital Region Action Team (CRAT) is a multi-disciplinary action group that works to address the issue of sexual exploitation in this region.

School districts, mental health practitioners and alcohol and drug service providers joined with the child welfare services, social planners, local politicians, justice system and youth advocates including youth and parents (Appendix E) to take action on this issue.

In 1999, the Capital Region Action Team on Sexually Exploited Youth was the recipient of a \$500,000 grant from the National Crime Prevention Centre for the purpose of undertaking a three-year project, entitled “Prevention and Early Intervention of Sexually Exploited Children and Youth”.

In the spring of 2000 a six-page paper outlined the terms of reference from the Capital Region Action Team. These terms were used in the development of the partnership selection process. The goal of the project “is to provide early intervention to at risk youth that recently have been or are likely to be recruited into prostitution.”

The seven lines of service delivery that provide the framework for this final report were established as part of those terms of reference. By March 2000, a three-year work plan was developed (Appendix B). The Victoria Youth Empowerment Society was the original lead organization while five other organizations committed to the partnership with lesser roles and responsibilities: Boys and Girls Clubs of Greater Victoria, Pacific Centre Family Services, Kiwanis Emergency Youth Shelter, City of Victoria, and Regional Police Officer Representation.

In July 2000, a significant change in the partnership structure occurred. Victoria Youth Empowerment Society stepped away from the leadership role and Boys and Girls Club stepped in. The cooperation from the remaining partners continued for the duration of the project.

A number of structures directly supported the project. First, three project partners managed the day to day operations; Boys and Girls Club, Pacific Centre and Kiwanis Emergency Youth Shelter, providing middle management to administer, clinically supervise and coordinate the project. The community partners; Victoria Youth Empowerment Society, Prostitutes Empowerment, Education and Resource Society, Native Friendship Centre, and Police Detachments were the second structure providing support and they included front line staff as well as management from various agencies. Youth with issues of Sexual Exploitation Team (YSET) was created with the aim of building relationships between the project partners, community partners and their front line staff.

The advisory committee is another structure that was instrumental to the work in the project. Their terms of reference included the provision of support, resources and to

maintain the direction of the region in the project. The advisory committee membership was made up of CRAT members. This advisory committee maintained a close relationship with the project partners, participating in the hiring panels, providing feedback from community about the work in the project, making recommendations for change and committing to the changes that were made as the project developed. (Appendix F).

When the project began there were a substantial number of services to youth throughout the region. Coordinated, integrated service provision was limited, creating duplication and gaps throughout the youth care system. The project partners maintained a strong working relationship with an interest in promoting collaborative working relationships that would ultimately enhance service provision.

### **Challenge-Lack of accessible therapeutic interventions**

In October 2000, the project partners identified an urgent need for treatment services for this target population. The few existing therapeutic interventions were very difficult to access. Long wait lists, numerous admissions requirements, or youth refused to access them because they perceived them as “not youth friendly” were but a few of the barriers that existed for youth seeking therapeutic supports.

### **Impact**

Service delivery was required to address some of the treatment issues that were facing the youth participating in the project. Capacity to assess fell on the responsibility of the project staff and other community partners. Where assessments were completed and treatment recommendations made, there were few alternatives readily available. The group dynamics were difficult based on the diverse needs of the group. The lack of long term treatment support with substance abuse issues made change almost impossible for some of the youth. Without treatment options, change was slow, with youth returning to high-risk activities. Because their needs were not met away from the lifestyle, making it all but impossible for them to successfully disengage.

### **Challenge- Different visions**

Different visions prevailed at the outset of the project. While the goals and objectives remained constant throughout the project, how they would be met was interpreted differently by all of the different structures supporting the project.

### **Impact**

The diverse membership within the action team provided a wide lens through which to view this issue. The broad range of mandates, allowed for many possibilities for service provision. The result was to identify immediate needs of the youth, create a format to address them and acknowledge the developmental nature of the project. The advisory committee became the forum where changes to the project were vetted and decided upon.

### **Challenge-Conflicting priorities**

Advisory committee members brought mandates from where they worked that were not always complimentary to others on the committee.

### **Impact**

A consensus model was utilized in the advisory committee. This was time consuming. However, the advisory committee was the ultimate decision making body for the project. Because there was not a program coordinator until the second year of the project, this fell to the members of the advisory. This placed increased workload pressures on the committee, at times creating inconsistent attendance with inconsistent outcomes from each meeting

### **Challenge - Staff retention**

Staff retention became an issue for which the project advisory committee was responsible.

### **Impact**

This took away from looking at the bigger picture issues that were being created as the project impacted the community. In addition this placed additional time burdens on the program service coordinators who had to attend additional meetings and facilitate hiring panels to resolve the conflict and compensate for the withdrawal of one of the four original project partners

### **Challenge- Community partnerships**

Not all service providers working with the issue of sexual exploitation of youth participated at the regional level or on the advisory.

### **Impact**

The project objective to provide seamless service delivery was not met. Some youth still fell through the cracks or went unidentified. The project provided minimal service to male youth who have issues of sexual exploitation, or First Nations youth or youth transitioning to adult services.

### **Challenge- Political change**

Extreme change in the political and economic climate had a profound impact on the regional service delivery system. By the second year of the project many of the service providers that were considered part of the service delivery system were changing, decreasing the capacity to meet this population's needs. Others were faced with the threat of losing entire programs in the region. Strategic survival plans and short-term solutions became the focus of the day.

### **Impact**

During the last year of the project, an outcome based service model to incorporate the three youth workers and the regional police officer, with the aim of building capacity in community resources was developed. It worked toward establishing a sustainable support network.

## **Successes**

CRAT was instrumental in securing the funding for the project and maintained the project as a priority throughout the three years of operation. This provided support, and assisted with the coordination of the components of the project that fell within the references of the action team.

The CRAT maintained this project as a priority and focused on project sustainability for the duration of the project.

The community partners that signed on at the start of the project maintained their commitment to the project for the entire three years.

88% of the advisory committee remained on the committee for the duration of the project.

Advisory committee influence on the project went a long way in the coordination of various service providers given the diverse community representation in committee and the individual commitment to improve service delivery to this population.

YSET continues to meet. This group has proven to be one of the main pluses of the project as all involved deal with the youth who are dealing with issues of sexual exploitation. Having a team approach allows for a more consistent approach for individual youth, limits the youth who fall through the cracks and provides better communication and service to the community at large.

Inroads were made into areas that the advisory committee identified as a priority focus for the team in its last year. Namely; stronger linkages to the aboriginal community, initiating effective connections with agencies most likely to see sexually exploited male youth and improved service delivery to youth transitioning from youth to adult services.

The Youth Sexual Exploitation Team (YSET) was created to coordinate and collaborate in the promotion of a seamless service delivery system

2002 Members of the team assisted in the organization of “Making Connections” Conference

2003 The team coordinated and participated in a Community training event

2003 The team participated and coordinated events for Sexual Exploitation Awareness Week- MYST Coordinated events

## **Recommendations**

Need to develop clear **and common language and definitions** in the community for “sexual exploitation”, “prevention” and “outreach” because understandings vary across agencies and among players.

Two of the Team members are working on an **assessment tool**, which hopefully can be used by the greater community

Maintain front line support networks (**YSET**) where staff can share ideas and strategies and maintain current information

Provide **affordable on going training opportunities for staff** at all levels to create meaningful community based best practices.

Work with post secondary institutions to incorporate more educational materials into their curriculum to better prepare workers.

**Accountability** from government funders to ensure \$\$ are placed in the areas of treatments and substance abuse, mental health and education for youth at risk and prevention programs.

**Integrated housing plan** must be incorporated in order to meet the long-term needs of the youth and this community.

## **# 6 Establish a Data Base of Children and Youth Exiting or Involved in the Sex Trade or At Risk of Being Involved in the Sex Trade.**

One component of the project mandate was to develop a tracking system. The goal was to have a mechanism that would assist with maintaining regular contact with youth who were at high risk or working in the sex trade. The theory was to offer support that could assist the youth with exiting when the youth was ready. From the police perspective, there are a variety of criminal activities associated with the sex trade. These range from drug offences to theft, robbery, assault, sexual assault and sometimes gang involvement. For these reasons, intelligence gathering through the use of a data base was looked upon by the police as a tool to assist them in this work.

Initially, the thought was that a database would minimize their workload, providing easily assessable data and making it faster to track youth's whereabouts, activities that increase risk, and recognize successful interventions. .

Given the sensitive relationship between a youth worker and the youth, it was identified early on, that the tracking system would be best placed within the job description of the police officer. It was imperative that the youth workers develop a relationship based on trust with these youth. The youth system did not have a common data base at the time the project began.

During the initial stages, the staff in the project explored the various data base systems that were currently operating. These were all stand-alone systems with no capacity to be accessible by all police detachments.

In the winter of 2000 a police street team from Vancouver was using a data base system with specific tracking features that focused on sexual exploitation. Numerous presentations were made to C.R.A.T. and the Chiefs of Police for consideration of the DISC (Deter and Identify Sex Trade Consumer) system for the Capital Region. At approximately the same time as the DISC system was getting under way, another database was introduced in the lower mainland that was child/youth focused. The ICE system (Identify Child Sexual Exploitation) program was also introduced to the region for consideration as the regional database for this project.

Based on the recommendation by the project's police officer/youth worker team, the ICE (Identify Child Sexual Exploitation) data base was endorsed by this region Chiefs of Police. The regional police officer, a member from Victoria City Police supported the system. The Victoria detachment was able to provide some additional resources to input data into the system as it was identified as labour intensive by the team.

Both DISC and ICE database systems were additional systems that we not accessible to all police in the region. The second police officer joined the team and the police tracking system went to a new police detachment. The inability to be accessed by all of the police detachments placed the responsibility for data base maintenance solely in the hands of one police officer. It was determined that the resources did not exist to input the data, so the use

of DISC and ICE were halted. Existing police data base systems were used for the remainder of the project.

During the last year of the project, an information collection study was being undertaken. This involved looking at all of the intelligence gathering and tracking systems in all police services throughout the province.

## **Challenges**

### **Challenge –Inconsistent data collection**

The project began with a regional police officer using stand -alone data base systems for both tracking and intelligence gathering. The data collection for the police departments relied on the existing systems within each detachment. The type of information gathered was inconsistent within the region. This was a labour intensive process exacerbated by the number of different systems being used by different detachments province wide

### **Impact**

The information was useful as long as it was timely. If the information became out dated or non existent, it had limited, if any use. Prior to using ICE, the project identified a disproportionately low number of aboriginal youth because this information was not one of the collection particulars in the regional system.

### **Challenge-Lack of resources**

There were not enough resources to keep a stand-alone database up to date. It is only useful if it is kept current

This became a workload issue for the project's police officer/ youth worker team.

### **Impact**

The partners acknowledged the excessive workload as identified by the police officer/ youth worker in the summer of 2001. Additional resources were offered by Victoria City police to bring the I.C.E database up to date. These were in place until the change in the team January 2002. The ICE database was no longer utilized after that time. Existing police data base systems were used for the remainder of the project. These were maintained with the cooperation of the police officers working with the youth involved in the project.

### **Challenge-Common language**

Early in the project, feedback from staff and community partners established that common language was not being used for data collection purposes. The community partners did not accept a standardized assessment tool. Consistent assessments about where youth would be on a continuum of risk of involvement through to exiting were all over the map. For the project partners it created a challenge for information gathering purposes and to meet the data collection objectives.

### **Impact**

This information was inconsistent among the project's team and within the broader community. Because the roles and mandates between youth workers and police officers can

differ dramatically, many youth workers were unwilling to share information about youth on their caseloads for the sole purpose of intelligence gathering. Because of the lack of consistent language there was a great deal of hesitation about information sharing. This influenced the data that was made available for collection.

### **Challenge –Trust**

Fears of inconsistently assessing someone and thereby altering the course of service provision loomed large from the outset. Confidentiality was often cited as the rationale among the service providers for the hesitancy in sharing information as different mandates defined youth activity differently. Practitioners were concerned about the effect of labelling youth.

### **Impact**

Without well-defined common language as part of the assessment process, the outcomes for the youth were inconsistent. This made tracking for the purpose of identifying successful interventions extremely difficult. Information gathering was dependant on the cooperative relationships developed over time. Trust was the most significant factor in establishing consistent data as it promoted information sharing that provided the data that was being collected by police.

### **Successes**

The police member and the youth workers learned from each other about the impacts of language on the outcomes of services for youth.

As relationships were fostered, reporting increased. This established more effective tracking and increased the number of interventions by the greater community. Common pathways to service were established and utilized by the project and the broader community.

Community partners now can participate in two forums where high-risk youth are tracked and information is routinely shared. Both forums have established the parameters for the information provided and established clear boundaries for the type of information presented.

There have been great inroads made in the area of common language, to the extent where a presentation for over 100 different community partners acknowledged a provincial definition of sexual exploitation (“Being Aware Taking Care” document, creating best practices by Natalie Clarke)

### **Recommendations**

One of the recommendations to come out of the provincial police data collection research was to abandon all stand-alone systems in the province. It was recommended they be replaced with (**PRIME**) Provincial Records Inventory Management Environment system. This is a multi function database that could successfully provide the regional tracking that was unavailable for the project. It is expected to be available to this region’s detachments within the next 18 months.

Youth service providers would also benefit from a **common data collection system** to assist with learning about the effective interventions within the context of commonly accepted language.

CRAT supported **affordable training** for all community partners that will enhance the use of common language. This will allow for more consistent prevention and intervention strategies for this population.

CRAT endorses the **High Risk Missing Persons Protocol** for community partners involved in tracking high-risk youth for this region.

CRAT will **promote best practices** that define successful interventions, and the established methodology that is likely to produce a successful intervention.

## **#7 Cooperate with Evaluation Team**

The National Crime Prevention Centre (NCPC) contract specified that the project would cooperate and participate with an independent evaluation team. A position on the project advisory committee was committed to a member of the evaluation team. The advisory committee developed its terms of reference to include representation from the evaluation team. The evaluation team also had an advisory committee that had project representation in its membership. The advisory committee played an integral role in the liaison function between the project and the evaluation team prior to the project coordinator coming on board 18 months into the project.

There were four reports produced by the evaluation team. Each of them provided project overviews and updates. Project partners, community partners, project staff and advisory committee members all participated in interviews conducted by members of the evaluation team. This was done for two reasons, to fulfill the contract obligations and to ensure that the community voice was acknowledged.

The advisory committee meetings, CRAT meetings and invitations to attend other community forums where the project staff participated were made available to evaluation team representatives throughout the three years.

The NCPC required quarterly reports from the project. These were provided to the evaluation team. The evaluation team representatives made drafts available for project feedback of the mechanisms they proposed to use to evaluate the project. Draft reports were also shared prior to the evaluation team submitting them.

In the third quarter of 2001 the advisory committee heard line staff's concerns over the evaluation team's proposed survey tool. The advisory committee and the evaluation team met in August 2001 to discuss these. A workshop was scheduled that included participants from the project and evaluation team. This format was replaced by a meeting between a member of the evaluation team and the project coordinator.

By September 2001, a revised copy of the survey tool was submitted to the advisory and the project participants. The advisory committee agreed that there were two significant issues: duty to report/ confidentiality and developing a protocol to ensure that youth receive additional support in the event that they were emotionally impacted by the interview. These were adequately addressed in the revised survey tool.

The project coordinator submitted a summary of the line staff's remaining issues with the survey, recognizing that the last revision would take place and the survey would proceed.

In December 2001, the project partners met with members of the evaluation team (Cecelia Benoit, Mikael Jansson, and Jim Hackler) to discuss how the process component of the project would be evaluated. The evaluation team members identified that they were having difficulties making contact with potential youth survey participants and they repeated their

request for the partners to identify areas where youth could be approached to participate in the survey.

All partners agreed to place posters in their programs/agencies that would let youth know the details of the survey and how to participate. The evaluation team provided these resources.

A number of meetings between representatives of the evaluation team, project coordinator and the project partners took place throughout the remainder of the project. The goal was the advancement of common understanding of the process portion of the evaluation and the continued work of both parties. The evaluation team proceeded with their work as changes to this developmental project unfolded.

## **Challenges**

### **Challenge- Role of the independent evaluator.**

There was ongoing tension to balance the necessity for an independent evaluation with the need for inclusion.

### **Impact**

With an evaluator present in advisory committee meetings, they were privy to contentious personnel issues. This may have compromised their objectivity. This may have influenced the direction/focus the evaluation team took.

When differences of opinion were voiced regarding proposed survey tools or program changes, the project was left without an objective third party forum.

### **Challenge- Community experience with evaluations**

The project partners and advisory committee had never worked with an independent evaluation team and were unclear about the expectations.

### **Impact**

A lack of clearly understood and articulated boundaries around the roles and responsibilities of the evaluation team and the partner's involvement, led at times to frustration and misunderstandings.

### **Challenge-Shared resources**

At one time the project team and the advisory team shared the same NCPC representative. There was question whether a conflict of interest may have existed.

### **Impact**

A telephone conference was held between the evaluation team's advisory committee, the evaluation team and the NCPC project manager. The goal was to clarify the project manager's role and determine strategies to minimize opportunities for conflicts of interest to occur.

### **Challenge- Responsibility for data collection**

The project was developmental and changed significantly on several occasions. There were multiple interpretations about how much information was expected to be provided and who in the project was responsible for providing it. When working with a target population on the periphery, data collection methods are needed that are diverse and able to track the impact of early intervention and prevention approaches

### **Impact**

The data collected by the project staff was not necessarily useful to the evaluation team. Conversely, some of the data was not collected in a manner consistent with the evaluation team's plan. The project had limited understanding how successful the prevention and early intervention strategies were, with the exception of anecdotal documentation and participation rates.

### **Challenge- Initial focus of the evaluation team**

In the spring of 2001, the project partners and advisory committee identified concerns with the narrow focus on the project that the evaluation team was taking. At that time the evaluation team identified that their evaluation was focused on one objective; to identify how many youth exited the sex trade who were directly involved in this NCPC project. The partners were of the understanding that the evaluation was looking at two components; including a process component and a prevention and early intervention component. The target populations coming in contact with this project were youth most often living at home or living with friends, not living on the street.

### **Impact**

The survey tool did not make provisions for youth in the sex trade who were not involved in downtown street activities or those youth in outlying communities.

### **Challenge- Survey tool**

The summer of 2001 was spent negotiating changes to the survey tool from the community partner's perspectives.

### **Impact**

The evaluation team's willingness to participate in this process resulted in a survey tool acceptable to the project partners. The survey tool polarized project staff around one issue. The front line staff were busy developing working relationships and establishing protocols. It was one of the first issues where consensus was established. The line staff, regardless of mandates and priorities, were able to work on a tangible document for change. In this respect it was a positive opportunity for the project.

### **Challenge- Data collection**

Prevention data and longitudinal data collection is extremely difficult to collect on these youth. Evaluating how the prevention and early intervention components were explored in the independent evaluation process was continuous.

### **Impact**

Data was missed and not always inclusive of all participants. Therefore service gaps may not have been identified.

### **Challenge- Data collection methodology**

The evaluation committee assumed that there was a better understanding of data collection requirements by line staff. It was challenging to compile and aggregate data based on different reporting dates, requirements, and formats which understandably led to the evaluation team's frustration with the lack of common data.

Different agencies each brought with them into the project their version of data collection systems and definitions.

### **Impact**

Youth involved in the program are most likely under represented based on the lack of common data available for statistical analysis.

### **Challenge –Confidentiality**

The N for the target population was very small. In a geographic area the size of the CRD, maintaining confidentiality remained a common concern for data collection purposes.

### **Impact**

Hesitancy from youth to participate was based on fear of being identified or labelled as a "hoe".

Time consuming to get "buy in" from a community

### **Successes**

The opportunity to work collaboratively and constructively with the evaluation team improved knowledge and relationships with the project partners.

Developed some common community language

Everyone collected data. Regular meetings between evaluation team representatives and project partners were held.

Regular reporting mechanisms and quarterly reports by project partners provided a document trail that can map the developmental nature of the project.

Data collection offered the ability to identify when changes occurred. Through feedback and evaluation from participants, program redesign and changing priorities could occur. The development of forms, educational materials, training events, and conferences all came from feedback through data collection.

Evaluation team was flexible and available with their time. They were helpful with changes made to accommodate project partner and advisory committee concerns

The project team received a revised version of the survey tool September 2001.

Improvements were made to the consent form to address “duty to report.”

Some of the project participants offered to make themselves available for the interviews to any youth who may have a need of additional support.

### **Recommendation**

**Common data collection** training before or prior to entering into a phase of work is essential.

Evaluation team members should **remain independent** and not participate at the advisory level of a project.

Project participants should **maintain distance** from the evaluation team and not participate at the advisory committee level of the evaluation team.

**Data collection mechanisms should be approved** by both advisory committees prior to the start of the project.

**Resources** to ensure consistent data collection need to be provided by and monitored by the evaluation team.

**Diverse data collection** methods are needed to include both early intervention, prevention and the developmental nature of the project.

## **CONCLUSION**

This three-year project, generously funded by The National Crime Prevention Centre, is written as a testament to the multitude of dedicated professionals and a community willing to commit time and valuable input. While the learning curve at times was steep, the education opportunities were incalculable.

The primary goal in completing this final report was to capture and document our unique positions as community partners involved in the Prevention and Early Intervention of Sexually Exploited Children and Youth Project. It is the intention of this report to incorporate the tri-partner's subjective, collective viewpoints and to offer an alternative perspective to the work undertaken. It is a perspective that recognises the developmental nature of the project, and the complexities involved when a community tri-partner model is utilised for program management.

It has been a rewarding experience to capture the challenges, and make recommendations so that others may benefit from our learning when embarking on a similar project. These challenges have been formulated in the "Community Action Plan" (Appendix G)

Most importantly, this report has allowed us, the tri- partners, the opportunity to capture the forty-eight successes achieved by the project and to celebrate the project's accomplishments.

## **SUCSESSES**

1. Through the co-operation of the chiefs of police in this region, this project had a police officer identified to respond regionally to this issue. This resulted in a more collaborative and co-operative approach between police and community.
2. Through the collaborative efforts of the police department we were able to re write the police officer job description after year two when the project identified structural changes which would enhance the success of the project. A more specific police job description was developed by the partners to reflect having the entire position seconded to the project.
3. The police chiefs of the Capital regional District (CRD) supported the regional police position. The regional capacity of this position is one of the most significant contributions to this community coming out of this project. It is one component of the project that is being sustained by the broader community. Prior to the proposal, some municipal police chiefs denied the existence of any sexual exploitation issues in their areas. A regional police position mandated to work with sexually exploited youth has been sustained beyond the end of the project. Regional positions support the seamless service delivery initiative.

4. A part time co-ordinator position was created in July 2001. This position was responsible for all aspects of the intervention including funding, administration and creating and maintaining linkages among various players.  
This took a substantial amount of pressure off of the advisory committee and refocused the work of the project partners. A core group of advisory committee members worked with the co-ordinator for the duration of the project.
5. While staff retention in this project was an ongoing issue, one of the benefits to having the shift in staff was that some of them did not move too far from the project. They filled positions which worked closely with the project, this maintained linkages
6. The project provided 17 people with the opportunity to develop first hand skills, knowledge and abilities working with youth with issues of sexual exploitation. The majority of the staff remains working in the community as the project ends.
7. From August 2002 to March 2003 over one hundred and five educational forums/presentations were delivered throughout the community. These were provided to over twenty four hundred different people such as; youth, service providers, schools, first nations groups, agencies, and parent groups.
8. Through the provision of safe secure housing, most at-risk youth (i.e. not having engaged in the sex trade) are returned home to their families.
9. With the safe, secure housing component of the project youth were able to develop long-standing relations both with their Care Family and with the Youth and Family Support Worker.
10. Youth report a significant increase in their feelings of safety and being able to manage themselves in the community when their housing placement was complete.
11. In partnership with the Liaison Worker at the Youth Empowerment Society, a parent support group to assist parents through crisis as well as during the long recovery process was established.
12. The provincial government has established standards for safe house service provision province wide
13. Sooke School District 62 made provisions for youth to receive school credits for some components of the day program when registered with the district.
14. The day program was able to garner long term office space in the Western Communities.
15. One year after starting the day program, staff and youth jointly attended a conference in Vancouver

16. Day program workers and youth participated in “The Quilt Project” to be presented at the Civicus International Conference, August 2001.
17. A collaborative relationship was established with the Military Family Resource Activity Centre in the Western Communities.
18. A proposal was submitted to the Community Program Division for funding to turn the “The Quilt Project’ into posters to raise awareness around the issue of sexual exploitation.
19. Improved case assessment and planning through the co-ordination and collaborations of inputs from different disciplines was achieved.
20. A multi-disciplinary team led to more informed decision making through greater information and multiple perspectives.
21. As the project unfolded the partners moved to a team that maximised their availability to the community. Three workers were connected to the police position, extending hours and services that allowed for more effective use and exchange of resources. This in turn enhanced the competence of the team members, minimising the “expert” phenomenon that previously existed.
22. The creation of a team led to more creative thinking about clients and situations
23. The project encouraged the development of joint initiatives, outside of the project parameters between organisations.
24. Capital Regional Action Team (CRAT) was instrumental in securing the funding for the project and maintained the project as a priority throughout the three years of operation. This provided support, and assisted with the coordination of the components of the project that fell within the references of the action team.
25. The CRAT maintained this project as a priority and focused on project sustainability for the duration of the project.
26. The community partners that signed on at the start of the project maintained their commitment to the project for the entire three years.
27. 88% of the agency representatives that made up the advisory committee remained on the committee for the duration of the project.
28. Advisory committee influence on the project went a long way in the co-ordination of various service providers, given the diverse community representation in committee and the individual commitment to improve service delivery to this population.
29. The Youth Sexual Exploitation Team (YSET) continues to meet. This group has proven to be one of the main successes of the project, as all involved deal with youth that are

dealing with issues of sexual exploitation. Having a team approach allows for a more consistent approach for individual youth, limits the youth that fall through the cracks and provides better communication and service to the community at large.

30. Inroads were made into areas that the advisory committee identified as a priority focus for the team in its last year. Namely, stronger linkages to the aboriginal community, initiating effective connections with agencies most likely to see sexually exploited male youth and improved service delivery to youth transitioning from youth to adult services.
31. The Youth Sexual Exploitation Team (YSET) was created to co-ordinate and collaborate in the promotion of a seamless service delivery system
32. Members of the team assisted in the organisation of and presented at the “Making Connections” Conference in May, 2002.
33. The project organised a large community training event around the issue of sexual exploitation, called “What Ever Happened to the Kid Next Door”, March, 2003.
34. The team participated in and assisted with the co-ordination of the 2003 Sexual Exploitation Awareness Week.
35. The police member and the youth workers learned from each other about the impacts of language, on the outcomes of services for youth.
36. As relationships were fostered, reporting of exploitation increased. This established more effective tracking and increased the number of interventions by the greater community. Common pathways to service were established and utilised by the project and the broader community.
37. Community partners participated in two forums where high-risk youth are tracked and information is routinely shared. (The high risk missing person’s protocol and YSET) Both forums have established the parameters for the information provided and established clear boundaries for the type of information presented.
38. There have been great inroads made in the area of common language, to the extent where a presentation for over 100 different community partners acknowledged a provincial definition of sexual exploitation (see “Being Aware, Taking Care” document, creating best practices by Natalie Clarke)
39. The opportunity to work collaboratively and constructively with the evaluation team improved knowledge and relationships with the project partners.
40. Working with the evaluation team facilitated the development of some common community language.

41. Everyone collected data. Regular meetings between evaluation team representatives and project partners were held.
42. Regular reporting mechanisms and quarterly reports by project partners provided a document trail that can map the developmental nature of the project.
43. Data collection offered the ability to identify when changes occurred. Through feedback and evaluation from participants, program redesign and changing priorities could occur.
44. The development of forms, educational materials, training events, and conferences all came from feedback through data collection.
45. The evaluation team was flexible and available with their time. They were helpful with changes made to accommodate project partners and advisory committee concerns
46. The project team received a revised version of the survey tool September 2001.
47. Improvements were made to the consent form to address “duty to report” at the project team’s request.
48. Some of the project participants made themselves available for the evaluator’s interviews, to any youth that may have a need of additional support.

In summary, the last three years have been developmental in design, and have required collaborative, co-ordinated efforts from all project participants. Without the willingness and flexibility of all those involved, this project would not have reached the youth it did, nor impact the community as it has. The project ended up being much more about the people who make up a community, than about the design of a project.

**Appendices A through K**

## **Appendix A**

### **Terms of Reference from Capital Region Action Team** **Selection Process**

# PARTNERSHIP SELECTION PROCESS CAPITAL REGION ACTION TEAM

## **TERMS OF REFERENCE**

### ***INTRODUCTION:***

The Capital Region Action Team on Sexually Exploited Youth (CRAT) and the Project Advisory Committee is conducting a partnership selection process for non-profit social service agencies that have extensive experience working with at-risk youth in an outreach capacity. Organizations interested in partnering with the Capital Regional Action Team Project Advisory Committee are requested to make a presentation based on these Terms of Reference to the committee. Joint ventures will be considered.

Applicants must be familiar with and able to work cooperatively with municipal police forces.

### **BACKGROUND:**

In November of 1997, CRAT released a report entitled “Wanted Vulnerable Children and Youth”. It detailed the findings of a study, which included interviews and recommendations from 75 youth that had been or were presently sexually exploited. The report also included, a 10 step Action Plan aimed at addressing the issue of sexually exploited youth in our region.

The National Crime Prevention Centre announced that the funding proposal had been successful in October of 1999. The purpose of this Partnership Selection Process is to identify a non-profit organization or a non-profit partnership willing and able to work with the Project Advisory Committee in fulfilling the project goals and objectives.

### **OBJECTIVES:**

The goal of this project is to provide early intervention to at-risk youth that recently have been, or are likely to be recruited into prostitution.

---

Specific objectives of this project are:

- Develop an integrated, intermunicipal team, able to intervene when a youth is motivated to leave the sex trade.
- Provide a multi-disciplinary team, the members of which can gain the trust and confidence of children and youth involved in the sex trade, to monitor for potential exiting points, and ensure an immediate coordinated response is available upon exit.
- Provide seamless service to youth and ensure they do not fall through the cracks, by coordinating all services and programs provided to this target group, both by

government ministries and by other youth-serving agencies, this improving the chances of a successful break from prostitution.

- In so far as possible provide immediate, secure, safe housing to youth exiting the sex trade.
- Provide support to the exiting youth and their peers throughout the court process when they are preparing to testify against pimps, bad tricks, etc.
- Use the successful experience of youths that have gone through the court process to show others that they too can make the break from the sex trade and connect them with the team members that are in place to help them.
- Provide information to schools, youth, social workers, public health nurses, police forces, etc., regarding the sex trade, signs of involvement and recruitment techniques.

Additional objectives to fulfill the evaluation and research requirements of the contract with the National Crime Prevention Centre include:

- Work with an independent evaluator in an evaluation process, which will involve interviews with youth and others involved to generate qualitative data, as well as quantitative material.
  - Combine research with action. Youth will be offered services and encouraged to leave the trade, while at the same time information regarding the sexual exploitation of youth will be collected.
  - Establish a database of children and youth exiting or involved in the sex trade. Through this, the ages, the places, travel patterns, and methods of recruitment can be tracked and, within the bounds of confidentiality, the findings can be conveyed to police departments, service delivery organizations and prevention programs in the region, province, and across Canada.
  - Provide all appropriate results and information to local police.
  - Track factors associated with successful exits from the sex trade.
- 
- Provide the results of this project to other communities and cities in Canada to assist them in their fight against the sexual exploitation of children and youth in their own communities.

### **SERVICES TO BE DELIVERED:**

Through consultation and collaboration with the Project Advisory Committee, the following services will be delivered:

- The hiring and day-to-day supervision of three personnel to fill the following positions:
  - *Counseling/Research Coordinator*
  - *Outreach Worker*
  - *Court/Day Program Liaison*
- In so far as possible ensures immediate, safe, secure housing is provided to youth wishing to exit the sex trade.
- Day programming options or referrals to appropriate day programs.
- Assist and support sexually exploited youth through court/legal procedures.
- Coordinate, cooperate and share information with municipal police forces.

- Coordinate efforts of various service providers to ensure seamless service delivery to each youth exiting the sex trade or at-risk of being recruited.
- Establish a database of children and youth exiting or involved in the sex trade/track factors associated with successful exits.
- Cooperate with and fulfill evaluation and research requirements of the National Crime Prevention Centre.

### **TIMEFRAME:**

The project is limited to three years. Continuation of the project past the three-year mark is only possible if alternative funding sources are located.

The National Crime Prevention Centre reserves the right to terminate the contract. Applicants must refer to Sections “O.1”, “U”, and “Y” of the Project Funding Agreement included in Appendix II, regarding timeframes and termination.

---

### **BUDGET:**

The total budget for this project is \$489,825.00 distributed evenly over three years. Within this budget, the following items are to be provided:

- Salaries for three personnel.
- Office space and equipment.
- All administrative costs.
- Emergency accommodation, transportation and supplies for youth.
- Staff transportation.
- All materials, supplies and services required carrying out this project.

Quarterly payments will be based on the evaluation of quarterly reports submitted to the Project Advisory Committee and in accordance with the specifications of the National Crime Prevention Centre. Applicants must refer to Sections “D”, “E”, “F”, “G”, “J”, “K”, “L”, “R”, and “S” of the Project Funding Agreement for further details.

Applicants must refer to Appendix “B” of the NCPC Project Funding agreement for limitations related to travel expenses.

### **REPORTING STRUCTURE:**

A senior representative(s) of the successful agency(s) will join the Project Advisory Committee. This committee will be comprised of representatives from the following groups:

- Aboriginal Community
- Ministry for Children and Families
- Non-profit youth serving community

- National Crime Prevention Centre
- Area Chiefs of Police
- Capital Health Region
- Ministry for Attorney General
- Capital Region Action Team
- City of Victoria

The Project Advisory Committee is charged with the task of overall project management, while a designated coordinate will oversee the day-to-day operations and administrative details.

---

### **DOCUMENTATION:**

The successful applicant will be required to provide:

- Quarterly reports with an expense statement
- A final project within three months of the completion of the project.

The reports will be reviewed by the Project Advisory Committee and forwarded to the National Crime Prevention Centre.

### **SPECIAL CONDITIONS:**

The following special conditions will apply. The successful applicant must:

- Be responsible for providing office space, office furnishings and all equipment and supplies required to successfully achieve the project's stated goals.
- Be responsible for all costs associated with administering the project.
- Understand and agree to participate fully in a rigorous, independent evaluation.
- Understand and agree to all the terms and conditions set out by the National Crime Prevention Centre in the Project Funding Agreement.

### **EVALUATION CRITERIA FOR PRESENTATIONS:**

The following items should be included in presentations and will be the basis for evaluations:

- Evidence of the applicant's familiarity and knowledge with serving at-risk youth in an outreach capacity.
- Evidence of the applicant's experience working with other community agencies, particularly cross-cultural agencies related to youth at-risk.
- Evidence of the applicant's experience working with municipal police forces.
- Qualifications of the primary contact person who would be involved in the project.
- Qualifications of other individuals who would be involved in the project.
- A minimum of three (3) references from other organizations that the applicant has worked with, highlighting outreach experience.
- A work plan related to the project goals, objectives and services to be delivered.
- An itemized annual operating budget for this project.
- An indication of time availability for this project and timetable for start-up.

- Assurance that the applicant is not in a position, which may be perceived as a conflict of interest.
- 

**OTHER CONDITIONS:**

Applicants are solely responsible for any costs or expenses related to the preparation and delivery of their presentation.

The Project Advisory Committee will conduct interviews, and reserves the right to conduct post selection meetings in order to make any necessary changes or corrections.

The Project Advisory Committee reserves the right to accept any or none of the applicants.

The Project Advisory Committee reserves the right to cancel this agreement, with ten (10) days written notice if found to be in the best interest to do so.

**INTERESTED PARTIES MUST CONTACT:**

**ALISON MEYER at 361-0366 BY NOON ON FEBRUARY 15, 2000**

**TO BOOK AN INTERVIEW DATE**

**Appendix B**

**Three year work plan**

# **CRAT PREVENTION AND EARLY INTERVENTION “YOUTH PROJECT”**

## **THREE-YEAR WORK PLAN**

(DRAFTED MARCH 2000)

*Developed By: Pat Griffin, Dalyce Dixon, Jim Henry, and Ellie James*

### **ONGOING THROUGHOUT DURATION OF PROJECT:**

- ESTABLISH REPORTING RELATIONSHIPS/STRUCTURES WITH ADVISORY COMMITTEE, EVALUATORS, NCPC, CRAT COMMITTEES, PROVINCIAL PROSTITUTION UNIT, OTHER PARTNERS, etc.
- ESTABLISH LINKAGES BETWEEN THIS PROJECT AND OTHER PROJECTS SUPPORTED UNDER THE DEPARTMENT OF JUSTICE, NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION, SAFER COMMUNITIES INITIATIVE, WHICH SPECIFICALLY ADDRESS ISSUES RELATED TO CHILDREN AND YOUTH ENGAGED IN PROSTITUTION.
- PREPARATION AND SUBMISSION OF FINANCIAL/PROGRESS/PROGRAM REPORTS (MONTHLY, QUARTERLY, and ANNUAL).
- PROVIDE RESULTS AND INFORMATION ON PROJECT TO OTHER COMMUNITY POLICE FORCES, etc.
- IDENTIFY GAPS IN SERVICES/PROGRAMS FOR THIS TARGET POPULATION.
- TRACK FACTORS ASSOCIATED WITH SUCCESSFUL EXITS FROM THE SEX TRADE.
- TO CONTINUALLY DEVELOP A SYSTEM WHICH PROVIDES FOR THE IMMEDIATE BASIC NEEDS OF YOUTH EXITING THE SEX TRADE (HOUSING/HOTEL, CLOTHING, FOOD, HYGIENE SUPPLIES, TRANSPORTATION, etc.)

### **FIRST 6 MONTHS:**

- **PREPARE 3 YEAR CASH FLOW PROJECTIONS**
- **PROJECT PARTNERSHIP AGREEMENTS FINALIZED**
  - SERVICE DELIVERY PLAN PUT IN PLACE

- JOINT HIRING PANEL ESTABLISHED
- PROJECT MANAGEMENT/SUPERVISION/ADMINISTRATIVE/REPORTING STRUCTURES IN PLACE
- DEVELOP SAFETY PRACTICES AND PROCEDURES
- DETERMINE CASE MANAGEMENT PROCESS/STRUCTURE
- DETERMINE VARIOUS ROLES WITH EVALUATION/RESEARCH TEAM

▪ **HIRING PROCESS**

- JOINT HIRING PANELS ESTABLISHED
- JOB DESCRIPTIONS/ADVERTISING/RESUME REVIEW
- OFFICE STRUCTURE/PLACEMENT OF STAFF
- HIRING TIMELINE (OUTREACH TEAM IMMEDIATE/OTHER BETWEEN APRIL 1-15 DEPENDING ON AVAILABILITY OF SUCCESSFUL CANDIDATES)
- PROVIDE TRAINING/ORIENTATION FOR NEW WORKERS

***IMMEDIATE GOAL: DEVELOP AN INTEGRATED, INTER-MUNICIPAL OUTREACH TEAM AND A MULTI-DISCIPLINARY SUPPORT TEAM.***

▪ **MEET WITH EVALUATOR (S)**

- DEVELOP STRATEGY AND INITIAL DATA COLLECTION SYSTEMS
- LOOK AT DATA ALREADY COLLECTED
- DEVELOP PLAN FOR PERTINENT (VALID, RELIABLE) DATA COLLECTION
- DO “TEST” SURVEYS/QUESTIONNAIRES/INTERVIEWS
- ESTABLISH DATA BASE AND TRACKING SYSTEMS

▪ **PLANNING OF DAY PROGRAM (S)**

- WHERE? FROM WHOM? WHEN? COORDINATED WITH OTHERS IN COMMUNITY
- ESTABLISH DAY PROGRAM OPTIONS (EDUCATIONAL, LIFE SKILLS, RECREATIONAL, SOCIAL, CULTURAL IN CONJUNCTION WITH OTHER COMMUNITY PARTNERS)

▪ **COMMUNICATION PLAN**

- LETTING COMMUNITY/OTHER PARTNERS KNOW ABOUT SERVICES
- DEVELOP PRESENTATION PLAN (SCHOOLS, PHN’S, MCF, COLLATERALS, YOUTH, POLICE FORCES, etc.) REGARDING THE SEX TRADE, SIGNS OF INVOLVEMENT AND RECRUITMENT TECHNIQUES
- DEVELOP MEDIA SPOKESPERSONS, POLICY, PROTOCOLS
- BUSINESS CARDS/BROCHURE DEVELOPED

▪ **MEETINGS WITH OTHER COMMUNITY PARTNERS/COLLATERALS**

- VARIOUS POLICE FORCES TO IDENTIFY MUNICIPAL LIAISON, ESTABLISH PROTOCOLS
- LIAISON WORKER, CARE HOMES, A&D YOUTH SERVICES, PEERS, OTHER OUTREACH WORKERS, MCF STAFF, ETC (*THOSE DIRECTLY INVOLVED WITH TARGET POPULATION*).
- DEVELOP CONTINUUM OF SERVICES (ESTABLISH LINKS WITH PERTINENT COLLATERAL SERVICES/GROUPS i.e. HOUSING, MEDICAL, DENTAL)
- COURT/LEGAL SYSTEM TO REFINE PROTOCOLS, DEVELOP SUPPORT SYSTEMS AND DATA COLLECTION AND MONITORING STRUCTURES
- ABORIGINAL AND CROSS-CULTURAL SPECIFIC GROUPS (i.e. ICA) TO FURTHER DEVELOP PROTOCOLS/BEST PRACTICES
- DEVELOP SAFETY PRACTICES AND PROCEDURES

- PROVIDE SOME TRAINING/ORIENTATION TO PARTNERS

## **SECOND 6 MONTHS:**

*(CONTINUE WORK INITIATED DURING FIRST SIX MONTHS)*

- REVISE EVALUATION PLAN/PROGRAM STRUCTURE/DATA COLLECTION SYSTEMS
- DEVELOP PARENT SUPPORT GROUPS
- DEVELOP PEER SUPPORT GROUP USING SUCCESSFUL EXPERIENCE OF OTHER YOUTH
- EXPLORE RECIPROCAL INTER/INTRA-PROVINCIAL HOUSING/PROTECTION AGREEMENTS
- CONNECTION TO OTHER CITIES/PROGRAMS FOR INFORMATION SHARING

*MUCH OF THE DETAILS OF THE WORK IN THE SECOND AND THIRD YEAR WILL BE PUT IN PLACE/REVISED AS A RESULT OF THE PROJECT'S EXPERIENCES DURING THE FIRST YEAR. THE PROJECT MUST REMAIN FLEXIBLE TO RESPOND/ADAPT TO THE CHANGING NEEDS OF THE TARGET POPULATION, THE COMMUNITY, THE EVALUATION/RESEARCH TEAM, THE ADVISORY COMMITTEE, THE NCPC, THE EXPERIENCE IN OTHER COMMUNITIES, ETC.*

## **2<sup>ND</sup> YEAR:**

*(IN ADDITION TO WORK COMPLETED/ONGOING FROM THE FIRST YEAR)*

- BEGIN WORK ON DEVELOPMENT OF ADDITIONAL SECOND STAGE HOUSING OPTIONS (I.E. DEVELOP A FOLLOW-UP COMPONENT TO SUPPORT THE EXITED YOUTH IN A SUPERVISED SEMI-INDEPENDENT LIVING ARRANGEMENT)
- ESTABLISH MORE FORMAL LINKS WITH EDUCATIONAL AND EMPLOYMENT SYSTEMS TO MEET THE LONG RANGE NEEDS OF THIS TARGET POPULATION
- BEGIN PREPARATION OF FORMAL PAPER RE: IDENTIFIED SHORTCOMINGS OF COURT/LEGAL SYSTEM FOR THIS CLIENT GROUP
- BEGIN TO DEVELOP FUTURE FUNDING SOURCES
- ADVOCATE, LOBBY, FUNDRAISE RE: IDENTIFIED GAPS IN SERVICES
- DEVELOP LONG TERM "SPECIALIZED" GROUP AND INDIVIDUAL COUNSELING ALTERNATIVES FOR THIS CLIENT GROUP

## **3<sup>RD</sup> YEAR:**

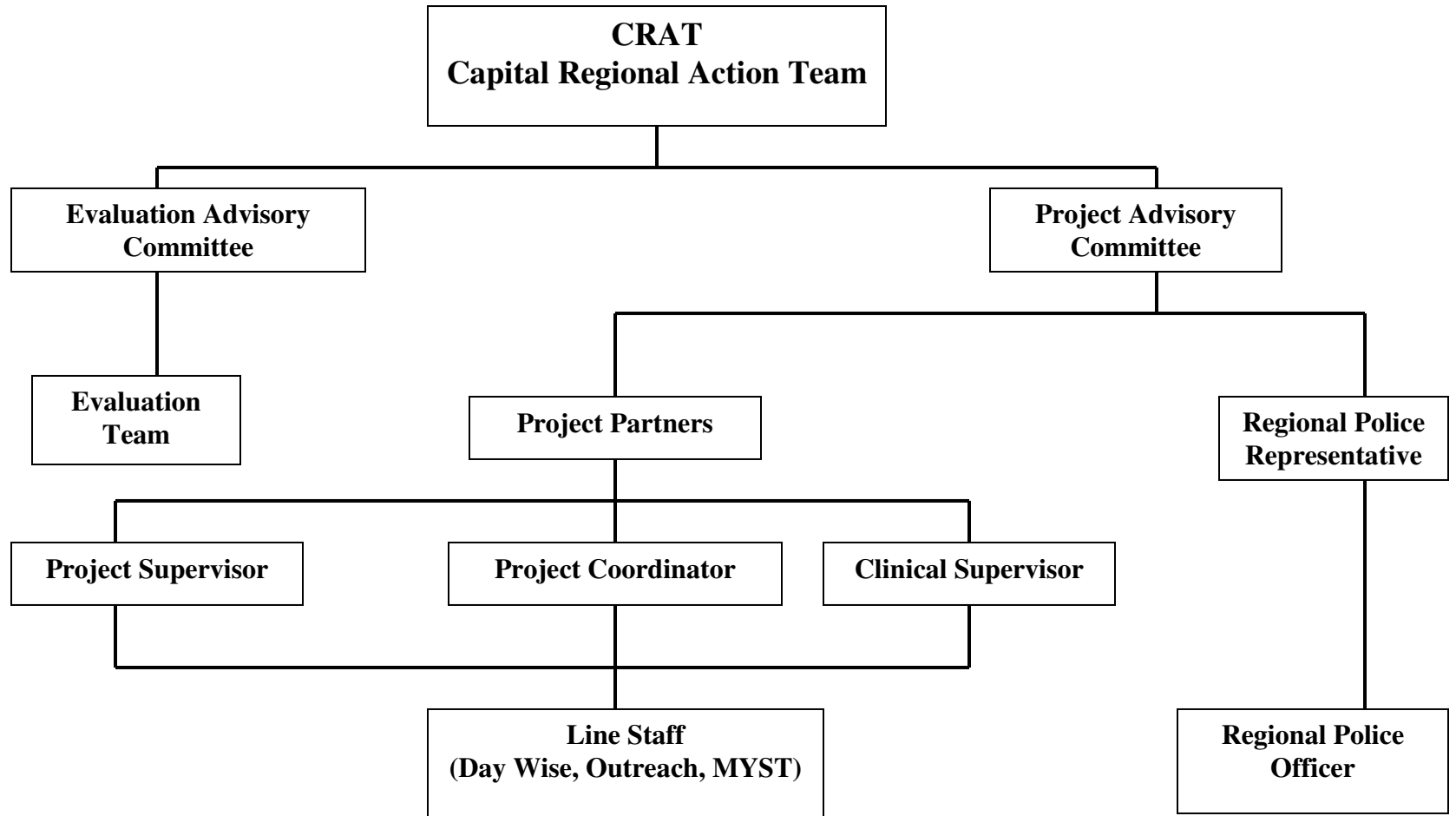
*(IN ADDITION TO WORK COMPLETED/ONGOING FROM THE FIRST TWO YEARS)*

- FINALIZE RECOMMENDATIONS, EVALUATION, RESEARCH DATA
- FINAL REPORTS (FINANCIAL/PROGRAM) WITHIN THREE MONTHS OF COMPLETION OF PROJECT
- FINALIZE PLANS TO SHARE INFORMATION NATIONALLY

- DEVELOP LONG TERM RESIDENTIAL, EDUCATIONAL, EMPLOYMENT ALTERNATIVES FOR THIS TARGET POPULATION.

**Appendix C**  
**Organisational chart**

# ORGANIZATIONAL CHART FOR NCPC PROJECT





**Appendix D**

**Regional police job description**

## **Job Description for Rapid Response Team**

Position: Detective Constable

Location: Detective Division, reports jointly to S/SGt Det. Division and MYST supervisors

### **Summary**

Reporting to Chief Norm Simmons at Esquimalt Police Department, who will act as the Police representative on the Capital Region Action Team Committee and the area chiefs of Police? Reporting to the MYST supervisor for daily activities.

This is a responsible, skilled position with limited supervision. The focus of the rapid response component in the Mobile Youth Services Team is to work in partnership to maximize the community response for and with youth as it relates to youth experiencing issues of sexual exploitation

As a member of the mobile youth services team, the police officer will focus on youth and the community who require police support in dealing with the prevention and early intervention of sexual exploitation

### **Desirable Knowledge Abilities and Skills.**

- Ability to work closely with civilian partners
- Good oral and written communication styles
- Demonstrated ability to work with limited supervision
- Demonstrated positive, caring and compassionate attitude
- Ability to Contact and Liaise with agencies that can assist with the removal and placement of sexually exploited youth.
- Promote a regional police response to this issue by coordinating or assisting in investigations with various police agencies, with an emphasis on those in the Capital Regional district.
- Maintain a non-confrontational, professional approach with the youth while still fulfilling the duties and responsibilities of a Police Officer.
- Participate in an integrated response to promote awareness of the issue of sexual exploitation through presentations to capital region policing agency roll calls.
- Assist youth through the judicial process and educate workers in relation to the illegal activities surrounding the sex trade.
- Skilful handling of extremely reluctant witnesses.
- Handle and maintain the confidentiality of informants
- Gather intelligence of persons and activities surrounding the recruitment of youth into the sex trade.

- Conduct and co facilitate with MYST, requests for community presentations with regard to the sex trade.
- Participate in regularly scheduled meetings with the Mobile Youth Services Team.

**Desirable Training & Experience**

- Minimum 5 years service
- Demonstrated youth experience or knowledge
- Demonstrated file management capabilities, allowing for the reliable collection of statistical data.
- Demonstrated mediation/communication skills.
- Demonstrated ability to work with civilian team and community agencies.

**Hours of work:**

A rotating two week schedule will enable rapid response in the community. Working 8:30-4:00pm week one and 1:30 to 9:00pm week two.

Monday to Friday.

The Mobile Youth Services team reports directly to the Project Partners including the Project Coordinator

**Appendix E**

**CRAT membership list**



## Capital Region Action Team (CRAT) Committee Members - Address & Phone List

Updated Jan. 18, 2002

<b>Name</b>	<b>Address</b>	<b>Phone Number(s)</b>	<b>Fax Number / E-mail</b>
<b>Co-Chairs:</b>			
HARRIGAN, Connie	Councillor, Colwood 3265 B Galloway Victoria, BC V9C 2S8	478-4024	
PICKUP, Carol	Councillor, Municipality of Saanich 770 Vernon Ave. V8X 2W7	475-1775 (Hall) 475-0454 (h)	475-5440 <a href="mailto:clerksec@gov.saanich.bc.ca">clerksec@gov.saanich.bc.ca</a>
<b>Members:</b>			
HENDERSON, Lynne	Executive Assistant to David Anderson, MP 922 View Street V8V 3L5	363-3600 (w)	383-8422 <a href="mailto:lynne.Henderson@ec.gc.ca">lynne.Henderson@ec.gc.ca</a>
ANDERSON, Cindy	Capital Health Region 3995 Quadra St. V8X 1J8	744-5177	744-1042 <a href="mailto:cindy.Anderson@caphealth.org">cindy.Anderson@caphealth.org</a>
BENSON, Kim	Red Cross	387-1554 1-800-501-9138	356-1092 <a href="mailto:kim.benson@ag.gov.bc.ca">kim.benson@ag.gov.bc.ca</a>
BOULTON, Dr. Basil	Member at Large 212 – 284 Helmcken Road V8B 1T2	881-7347 (2) 384-0523 (h)	881-7349 <a href="mailto:helmped@bc.sympatico.ca">helmped@bc.sympatico.ca</a>
COWELL, Jane	Regional Executive Director Ministry of Children & Family Development Box 9727 Stn Prov Gov V8W 9S2 Location: 2 <sup>nd</sup> Floor, 712 Yates St.	387-2861	387-7016 <a href="mailto:jane.cowell@gems1.gov.bc.ca">jane.cowell@gems1.gov.bc.ca</a>
DALY, Kim	Victoria Youth Clinic 547 Michigan St. V8V 1S5	388-7841	380-0244 <a href="mailto:youth@jbcpc.bc.ca">youth@jbcpc.bc.ca</a>

DIXON, Dalyce	Kiwanis Emergency Youth Shelter 2117 Vancouver St. V8T 3Z9	386-8282	384-0778
ERIKSON, Lise	Ministry of Children & Family Development Box 9727, Stn. Prov. Gov't. V8W 9S2	387-2861	387-7016 <a href="mailto:lise.erikson@gems6.gov.bc.ca">lise.erikson@gems6.gov.bc.ca</a>
FEARN, Terrellyn	Director of Youth Programs, Victoria Native Friendship Centre 610 Johnson St. V8W 1M4	384-3211	384-3261 <a href="mailto:gfearn@pacificcoast.net">gfearn@pacificcoast.net</a>
FRANKEL, Steve	School District #61, Alternative Programs S.J. Willis Education Centre 923 Topaz Victoria, BC V8T 2M2	360-4347	360-4320 <a href="mailto:sfrankel@sd61.bc.ca">sfrankel@sd61.bc.ca</a>

HAGUE, Candice	Mobile Youth Services Team (MYST) Boys & Girls Club Services 1240 Yates Street Victoria, BC V8V 3N3	474-2894 (pager)	<a href="mailto:myst@bgevic.org">myst@bgevic.org</a>
HOERLE, Marta	Mobile Youth Services Team Boys & Girls Club Services 1240 Yates Street Victoria, BC V8V 3N3	474-2894 (pager)	<a href="mailto:myst@bgevic.org">myst@bgevic.org</a>
HOOVER, Maria	Youth Programs Victoria Native Friendship Centre 610 Johnson Street Victoria, BC V8W 1M4	384-3211	384-3261 <a href="mailto:maria@vnfc.ca">maria@vnfc.ca</a>
HUGHES, Helen	Councillor, City of Victoria #1 Centennial Square V8W 1P6	385-5711 Local 1217 (Hall) 361-1291 (h)	361-0348 <a href="mailto:helenh@city.victoria.bc.ca">helenh@city.victoria.bc.ca</a>
JAMES, Ellie	Boys & Girls Club Services 1240 Yates Street Victoria, BC V8V 3N3	384-9133 480-3050 (Pager)	384-9136 <a href="mailto:ejames@bgevic.org">ejames@bgevic.org</a>
WILTON, Jim	PEERS #211 - 620 View Street Victoria, BC V8W 1J6	388-5325	388-5324
KEHLER, Travis	Attorney General	387-0877	356-1092

	PO Box 9288, Stn. Prov. Govt. Victoria, BC V8W 9J7	1-888-731-0218	<a href="mailto:travis.kehler@ag.gov.bc.ca">travis.kehler@ag.gov.bc.ca</a>
KERRIE, Kelly	Sooke Parents Education Advisory Council #18 - 697 Hoy Lake Road Victoria, BC V9B 3P9	474-7292 (h)	<a href="mailto:Kerrie@islandnet.com">Kerrie@islandnet.com</a>
LEE, Sherri	Policy, Planning & Legislation Ministry of Attorney General 11 <sup>th</sup> Floor - 1001 Douglas Street Victoria, BC V8W 9J7	953-4261	387-3719 <a href="mailto:sherri.lee@ag.gov.bc.ca">sherri.lee@ag.gov.bc.ca</a>
LOVELESS, Marilyn	Councillor, Sidney 5825 West Saanich Road V8X 4M6	479-6898 (h)	479-5537 <a href="mailto:marilynloveless@hotmail.com">marilynloveless@hotmail.com</a>
McADAMS, Linda	Board Member, School District #61 956 Inskip St. Victoria, BC V9A 4J8	381-6959	381-6958 <a href="mailto:macpaac@hotmail.com">macpaac@hotmail.com</a>
McLINTOCK, Barbara	Province Newspaper #7 – 118 Michigan St V8V 1R1	383-3097 (pager) 383-3097	361-3142 <a href="mailto:bmclinto@direct.ca">bmclinto@direct.ca</a>

MOUNER, Diane	Board Member, Capital Health Region 11 – 1345 Craigflower Road Victoria, BC V9A 2X9	382-4603	<a href="mailto:dianemouner@shaw.ca">dianemouner@shaw.ca</a>
NELSON, Nella	First Nations Coordinator School District #61 923 Topaz Av, Victoria BC V8T 2M2	360-4388 (w) 213-2551 (cell) 360-4350 (secretary)	360-4371 <a href="mailto:nnelson@sd61.bc.ca">nnelson@sd61.bc.ca</a>
O'BOYLE, Debi	Boys & Girls Club Services 1240 Yates Street V8V 3N3	384-9133 Pgr: 480-3050	384-9136 <a href="mailto:doboyle@bgcvc.org">doboyle@bgcvc.org</a>
PALMER, Peggy	Girls Alternative Program 3020 Richmond Rd. V8R 4V1	598-5183 (w) 384-1835 (h)	598-6074
SEALE, Torri	Program Manager, Children's Commission P.O. Box 9207 Stn Prov Govt Victoria, BC V8W 9J1 Location: 4 <sup>th</sup> Floor, 1019 Wharf St.	356-0831	356-0837 <a href="mailto:torri.seale@gems4.gov.bc.ca">torri.seale@gems4.gov.bc.ca</a>
SIMPSON, Suzanne	Victoria Youth Empowerment Society 535 Yates St. V8W 1K7	383-3514	383-3812 <a href="mailto:vyes@ultranet.ca">vyes@ultranet.ca</a>

<b>Resources:</b>			
JANSSON, Mikael	Coordinator Project Evaluation 1741 Mortimer Street Victoria, BC V8P 3A9	477-1864	mjansson@uvic.ca
SMITH, Sarah	Coordinator, Making The Connection Conference Capital Health Region	519-7074	
STANWICK, Dr. Richard	Chief Medical Officer of Health, Capital Health Region Room 430- 1900 Richmond Avenue V8R 4R7	519-7066 (w)	519-7079 <a href="mailto:richard.stanwick@viha.ca">richard.stanwick@viha.ca</a>
RAMSAY, Karen	Community Development Planner City of Victoria	361-0366 (w)	361-0385 <a href="mailto:karenr@city.victoria.bc.ca">karenr@city.victoria.bc.ca</a>
YOUTH of the C.R.D.			
ZINK, Wendy	Manager, Community Development Div., City of Victoria 633 Pandora Ave. V8W 1N8	361-0290 (w)	361-0385 <a href="mailto:wendyz@city.victoria.bc.ca">wendyz@city.victoria.bc.ca</a>
TRICK, Anne	Secretary, CRAT/SEY 2091 Gourman P Victoria, BC V9B 6E1	474-9304	<a href="mailto:a-trick@shaw.ca">a-trick@shaw.ca</a>

**Appendix F**

**Advisory committee terms of reference  
and membership list**

**Terms of Reference for**  
**"Prevention and Early Intervention of Sexually Exploited Youth Project"**  
**Advisory Committee**

1. The Project Advisory Committee will consist of representation from the Capital Regional Action Team (CRAT), the Area Chiefs of Police, the Ministry for Children and Families (MCF), First Nations groups, community agencies, and the Independent Evaluation Team. The Advisory Committee will also endeavour to ensure that the voice of youth is recognized by its dealings with CRAT Sub-Committees, and when liaising with various youth centered/driven community agencies that participate in the development of the project.
2. To guide, monitor and report on the objectives of the Project that are carried out by the Partners and other community stakeholders.
3. To ensure that the Coordinating Partner completes and submits quarterly progress reports to the National Crime Prevention Centre (NCPC).
4. To ensure that the progress of the Project is reported on each Capital Regional Action Team (CRAT) meeting.
5. To liaise with the NCPC.
6. To ensure that the City of Victoria distributes NCPC project funds to the Project Partners.
7. To ensure that the Independent Evaluation Team is included in Project Advisory Committee meetings.
8. In cooperation with CRAT, the Independent Evaluation Team, identified community stakeholders, the Advisory Committee will encourage and support efforts to sustain the ongoing prevention and early intervention of sexually exploited youth in the CRD.

\* Project Partners include the Boys and Girls Clubs of Greater Victoria, Pacific Centre and the Kiwanis Emergency Youth Shelter - Victoria Cool Aid Society.

**Advisory committee members for the NCPC project**

**December 2001**

**January 2003**

**Mike Waters**

**Karen Ramsey**

**Helen Hughes**

**Helen Hughes**

**Elaine Halsall**

**Elaine Halsall**

**Ellie James**

**Ellie James**

**Lise Erikson**

**Lise Erikson**

**Peggy Palmer**

**Peggy Palmer**

**Dalyce Dixon**

**Dalyce Dixon**

**Norm Simmons**

**John Charlton**

**Terri Lynn Fearn**

**Kendra Gage**

**Mikael Jansson**

**Mikael Jansson**

**Wendy Zink**

**Donna Taylor**

**Wes Heron**

**Audra Trailleford**

**Appendix G**

**CRAT Action Plan**

*Never underestimate that a group of concerned citizens can change the world; indeed it's the only thing that ever has."*

■ Margaret Mead

Mobilizing a Community to Respond

**Community Plan for the**  
**CAPITAL REGION ACTION TEAM**

Prepared by Elaine Halsall, Ellie James and Dalyce Dixon  
Edited by Barbara McLintock  
April 2003

## **Introduction**

In 1999, the Capital Region Action Team on Sexually Exploited Youth was the recipient of a \$500,000 grant from the National Crime Prevention Centre for the purpose of undertaking a three year project, entitled “Prevention and Early Intervention of Sexually Exploited Children and Youth”.

This program concluded on March 31, 2003. Given the much-changed political and economic climate in British Columbia, it has not been possible to find sustainable funding that would allow us to maintain the services provided through the project in the existing format. As a result, staff and Advisory Board members from the project have come together to create a new community plan based on the project’s successes and what we have learned from it. This plan identifies ways our community can continue to support and develop strategies that respond to the issue of Sexual Exploitation of Children and Youth.

The recommended strategies and actions put forth in this plan are for the consideration of the Capital Region Action Team and its members. If approved, we hope that CRATSEY will then seek support for it in the wider community.

## **Recommendations**

### **1. Advocacy**

CRAT should see itself as a strong advocate to ensure that the issue of child and youth sexual exploitation is not again swept under the rug in our community. It derives substantial influence in the community from its broad-based membership, and should maintain and enhance a leadership role as an advocate for youths involved in, or at risk of being involved in, sexual exploitation; their families; and the front-line agencies that work with them.

CRAT can implement an advocacy function within its existing committee structures

### **2. Maintain a regional police officer response to address the issue of youth sexual exploitation in an effort to decrease the frequency and/or severity of youth involvement in sex trade activities including relapse.**

CRAT will diligently lobby federal, provincial and municipal political representatives to maintain the ongoing funding to sustain the regional police position established as part of the project.

CRAT will develop a presentation targeted at chiefs of police and police boards that will highlight the benefits of a regional police  
CRAT will promote the working relationship between community agencies and the police position by encouraging the creation of formalized processes of collaboration. For example, CRAT could endorse the high risk missing youth protocol and could encourage

collaboration among community partners to create protocols that respond specifically to youth in crisis.

**3. Continue to research and seek out projects that will be operated by community partners that will address the same issues as were dealt with in the NCPC project.**

CRAT will be willing to provide an advisory committee or members for an advisory committee, for all new projects, the proposals for which they have endorsed and which have then received government and/or community funding.

CRAT will support an evaluation component as part of all endorsed projects.

CRAT will recognize the necessity for therapeutic interventions as part of all endorsed projects which target youth who are sexually exploited or are at risk of becoming so.

CRAT will participate in creating the communications strategy for the new projects.

**4. Increase youth's awareness and understanding of support opportunities available in the community.**

CRAT will work with its community partners to establish a youth voice through promotion of youth friendly forums such as focus groups and ongoing committees in established member agencies and organizations.

CRAT will work with agencies to secure funds for events that increase youth awareness and understanding of issues surrounding youth sexual exploitation.

CRAT will promote the use of assessment tools and evaluation mechanisms that provide the community, as well as funding sources, with information and feedback.

CRAT will endorse those presentations and educational formats that meet guidelines and criteria approved by the membership. Guidelines and criteria are currently being developed by community partners as part of the sustainability plan from the successes identified in the project.

CRAT will maintain a dynamic web site that encourages youth participation and provides education on the issue.

**5. Improve linkages to under-served target groups as identified in the project. These include: adolescent males with issues of sexual exploitation, aboriginal youth and youth transitioning into and out of adolescent services.**

CRAT will work with community agencies and partners to support any initiatives that will fill these gaps.

CRAT will seek out individuals who have the capacity to liaise between the membership and the under served groups. The objective is to develop strategies that would improve understanding about how current services could better address the needs of these groups.

**6. Establish a leadership function which will ensure that the needs of youth with issues of sexual exploitation are heard in discussions of other key youth issues, such as safe, affordable housing, violence, education .**

CRAT will use its broad-based membership to ensure that individuals aware of the needs of youth with issues of sexual exploitation attend and speak out at forums and other community gatherings dealing with these issues.

CRAT will encourage its members to seek out grant opportunities and in-kind donations to enable its members to address these issues.

CRAT will endorse strategies that influences/impact the positive change efforts created within the broader community such as long term safe house initiatives and preservation of existing services.

CRAT will, where appropriate, lobby government at all levels for changes that could promote long term solutions to these related issues.

**7. Develop clear and common language and definitions in the community for “sexual exploitation” because understandings vary across agencies and among players.**

CRAT will advocate provincially and federally to change policy and legislation that uses the term “child prostitution” to refer to “child sexual exploitation.” Current practice documents continue to use “child prostitution” in reference to sexual exploitation. This is counter productive to the efforts to change attitudes.

**8. Increase education and awareness regarding issues of sexual exploitation using a collaborative partnership approach with the community.**

CRAT will apply for funding dollars that will allow the provision of affordable training events.

CRAT will work in collaboration with the community to create a Training of Trainers project to sustain ongoing education and awareness.

CRAT will maintain its annual sexual exploitation awareness week activities.

CRAT will, as much as feasible, continue to participate provincially at regular forums with other action teams.

CRAT will establish formal protocols with community partners in any collaborative ventures. For example, prior approval of all presentations that are endorsed by CRAT, create CRAT letterhead for letters of support. Identify who writes letters of support and

criteria for project endorsements and create a reporting structure for collaborative community projects to enhance accountability and maintain credibility.

CRAT will encourage front line support networks (**YSET**) where staff can share ideas and strategies and maintain current information

CRAT will work in collaboration with post secondary institutions (who are providing training to future social workers, psychologists, and child and youth care workers) to incorporate more educational materials into their curriculum to better prepare new front line staff.

***“You must be the change you wish to see in the world”  
-Gandhi***

**Appendix H**

**Glossary of Acronyms**

## **Glossary of Acronyms**

<b>Capital Region Action Team</b>	<b>C.R.A.T.</b>
<b>Mobile Youth Services Team</b>	<b>M.Y.S.T.</b>
<b>Youth with Issues of Sexual Exploitation Team</b>	<b>Y.S.E.T.</b>
<b>Provincial Records Inventory Management Environment System.</b>	<b>P.R.I.M.E.</b>
<b>Ministry for Children and Family Development</b>	<b>M.C.F.D.</b>
<b>Pacific Family Services Association</b>	<b>P.F.S.A.</b>
<b>Boys and Girls Clubs of Greater Victoria</b>	<b>B.G.C.</b>
<b>Kiwanis Emergency Youth Shelter</b>	<b>K.E.Y.S.</b>
<b>Victoria Youth Empowerment Society</b>	<b>V.Y.E.S.</b>
<b>Capital Action Team for Sexually Exploited Youth</b>	<b>C.A.T.S.E.Y</b>

**Appendix I**

**Three -years- at- a- glance timeline**

**Project Partner's Timeline**

**For the NCPC Project**

**November 1998-March 2003**

**Objectives**

1. Capture, document and analyze the developmental nature of the project.
2. Identify project's gaps and successes in service delivery that will provide the foundation for the development of a sustainable, workable community plan.

**Timelines**

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
<b>Nov /98</b>	<b>Proposal received by NCPC</b>				
<b>Jun /99</b>	<b>Liaison worker position established (VYES)</b>				

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
<b>Oct /99</b>	<b>Project application successful Project Advisory team created</b>				
<b>Feb 00</b>	<b>Selection process: Terms of References</b>	<b>Late Feb: Project accepted by four partners.</b>		<b>YOOTS became project team</b>	
<b>Mar /00</b>		<b>Three year work plan developed</b>	<b>Mar 04:Ad in TC for two positions</b>		
<b>Apr /00</b>		<b>Hiring process</b>			
<b>May /00</b>			<b>May 1<sup>st</sup>: Two staff hired May 15<sup>th</sup>: 2 youth in Program</b>	<b>May 23<sup>rd</sup>: YOOTS became Regional Outreach Team</b>	
<b>June /00</b>	<b>Advisory aware of dismissal.</b>	<b>Planning meetings to deal with dismissal.</b>	<b>Jun 1st: 6 youth in program</b>	<b>Mid Jun.: Outreach worker dismissed from VYES</b>	
<b>July /00</b>	<b>Hiring process for new Outreach Worker</b>	<b>Change in structure to a collaborative model (BGC, P.F.S.A, KEYS, City)</b>	<b>Jul – Aug: Program changes to summer recreational program.</b>	<b>Loss of risk assessment team and referral source to Day Program.</b>	
<b>August /00</b>					
<b>Sept /00</b>			<b>Recognize difficulty defining and collecting stats.</b>	<b>Outreach Worker hired. (Supervised by BGC)</b>	

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
			Sep 8: Phase two included Sooke School District educational credits		
Oct /00		Identified need for treatment for target population.	One staff took LOA- 5wks.		
Nov /00	Informed Day Program space would be lost Feb. Started researching new space				
Dec /00			Dec 27- Jan 5: Winter Recreation Program		
Jan /01					
Feb /01	Advisory Committee drafts terms of references.	Secured space at Liquidation World.	Feb 12-15: Vacated Premises Feb 19- Mar 2: Program closed for redesign and transition support to youth. Changed name to DAYWISE and designed facilitated group model with structured modules.	Shift in reporting structure of Deputy Chiefs in Victoria Police.	
Mar /01	Mar 13 <sup>th</sup> : NCPC Representative	Recognize necessity for	Mar 12: Program moved to Military		First Process Evaluation

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
	visited Project.	Project coordinator	Family Activity Resource Centre		Interim Report presented
Apr /01	CRAT advisory submits proposal for half time coordinator		Apr- Jun: Youth 12 week module program.	Title change to Primary Intervention Worker	
May /01			Staff & youth attend Vancouver Conference.		
Jun /01			Mid Jun- Sep: One staff took LOA. Jun 26 <sup>th</sup> : Program leaves Military Resource Centre	Changed reporting style. Workload issues identified.	
Jul /01	Jul 17 <sup>th</sup> : Advisory receives line staff feedback from Community Partners re Evaluator's survey tool.	Jul 1 <sup>st</sup> : Half-time program Coordinator started City of Victoria limited function to project financial commitment.	Jul 9- Aug 31 <sup>st</sup> : Youth Summer Recreational Program Quilt project with youth	Direct supervisor leaves Vice Division with duties downloaded to Regional Police officer.	
Aug /01		Aug 19-23 <sup>rd</sup> : Two Community partners present at CIVICUS conference in Vancouver.		Staff shortages due to vacation and paternal leave with no replacements.	August 2001 Advisory committee met with members of the evaluation

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
					<b>team to discuss issues with the evaluation team's survey tool.</b>
<b>Sep /01</b>		<b>Researching space for DayWise as program given notice.</b>	<b>Sep 8- Nov 28<sup>th</sup>: Program moved back to Military Family Resource Centre. Staff quits. New staff hired.</b>		<b>Received a Revised Version of the survey tool.</b>
<b>Oct /01</b>		<b>Due to space, staffing, workload, and community concerns, alternative project models were explored.</b>			
<b>Nov /01</b>			<b>Nov 18<sup>th</sup>: Program goes half time due to staff shortages.</b>		

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
<b>Dec /01</b>	<b>Dec 12<sup>th</sup>: Advisory presented with new pilot project model (MYST)- by Community Partners</b>	<b>Dec 17<sup>th</sup>: MYST model initiated. Hiring Panels</b>	<b><u>MYST PROJECT</u> Regional Police Officer and Primary Intervention Worker expressed frustration and concerns about the schedule of the new model. Dec 17<sup>th</sup>: Staff hired for MYST</b>		<b>December 2001, The partners (Ellie, Elaine and Dalyce ) met with members of the evaluation team(Cecelia Benoit, Mikael Jansson, Jim Hackler) to discuss how the process component would be evaluated</b>
<b>Jan /02</b>		<b>Hiring Panels</b>	<b>Jan 15<sup>th</sup>: Staff resigned due to change in work schedule. Jan 25<sup>th</sup>: Staff hired for MYST</b>		
<b>Feb /02</b>		<b>Quilt Poster Proposal submitted to Community Program Division</b>			<b>Feb 4<sup>th</sup>: Project update released.</b>
<b>Mar /02</b>			<b>Staff resigned</b>		

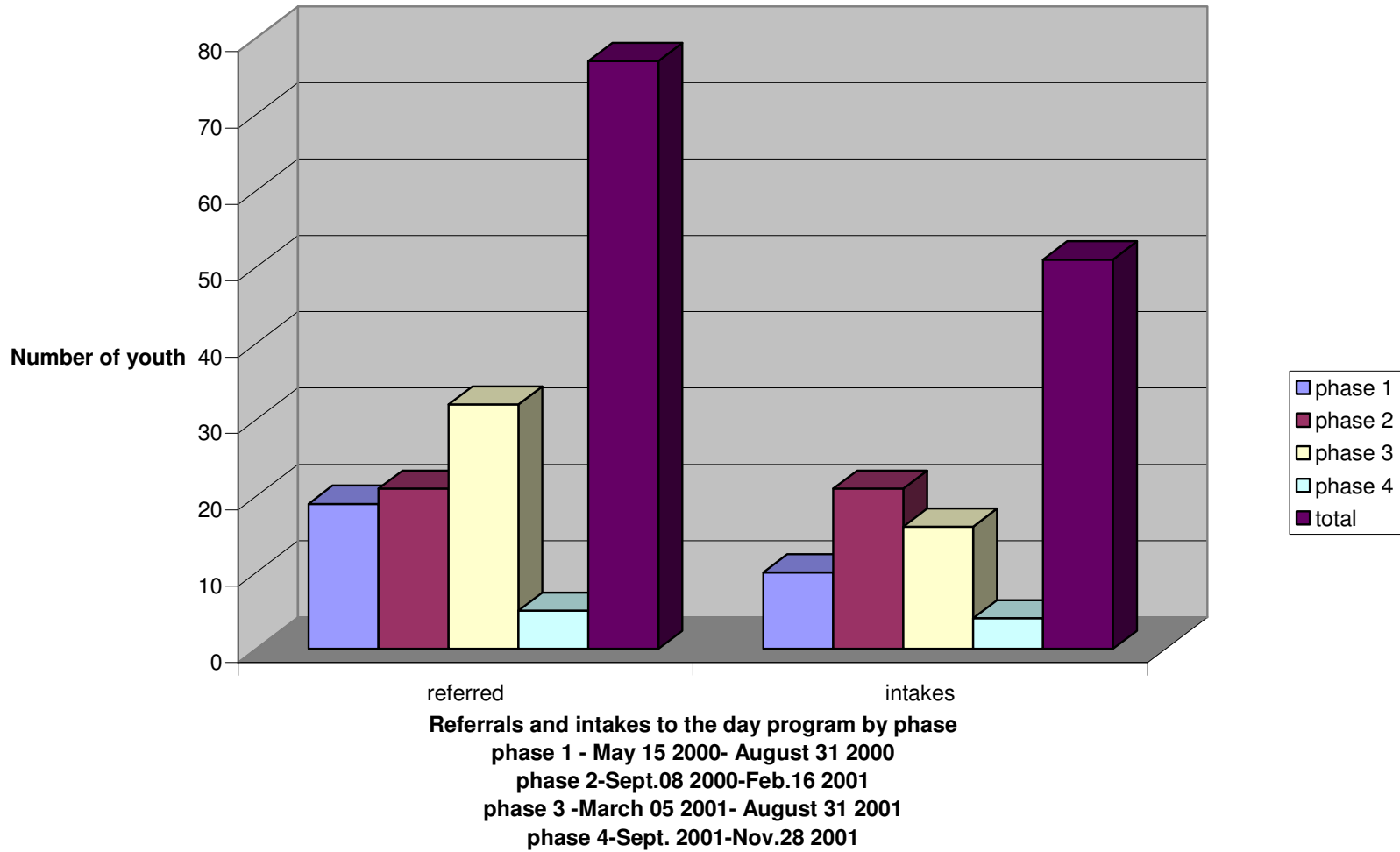
<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
<b>Apr /02</b>		<b>Apr 19<sup>th</sup>: Program lost space at West Shore's RCMP due to fire. Quilt poster project completed</b>	<b>Apr. 15th: New Regional Police officer from Saanich Assisted in organization of "Making Connections" Conference</b>		<b>Apr. 25<sup>th</sup>: Interim Process report released.</b>
<b>May /02</b>	<b>Hosted "Making Connections Conference" May 26-30</b>	<b>Hiring Panel</b>	<b>Last original staff resigned. Two new staff hired. Presented at "Making Connections" Conference</b>		
<b>Jun /02</b>		<b>Hiring Panel</b>	<b>Staff resigned.</b>		
<b>Jul /02</b>			<b>New staff hired</b>		
<b>Aug /02</b>			<b>Staff resigned to move to cover liaison worker at VYES.</b>		
<b>Sep /02</b>	<b>Presented "Out of the Mist" by community partners.</b>	<b>"Out of the Mist" created for managing the transition of project to community.</b>	<b>MYST does over 100 school presentation</b>		
<b>Oct /02</b>		<b>One Community Partner goes on medical leave.</b>			
<b>Nov /02</b>					<b>Nov 19<sup>th</sup>: Outcome Evaluation Interim Report released</b>

<b>TIMELINE</b>	<b>CRAT</b>	<b>COMMUNITY PARTNERS</b>	<b>DAY PROGRAM</b>	<b>CATSEY</b>	<b>EVALUATION TEAM</b>
<b>Dec /02</b>		<b>Requested and received Program Project extension to Mar /03</b>	<b>Staff resigned</b>		
<b>Jan /03</b>		<b>Hiring Panel</b>	<b>New staff hired</b>		
<b>Feb /03</b>		<b>Coordinator became full time.</b>			
<b>Mar /03</b>			<b>Mar 10<sup>th</sup>: Community training event Mar 9-15: Sexual Exploitation Awareness Week- MYST Coordinated events</b>		

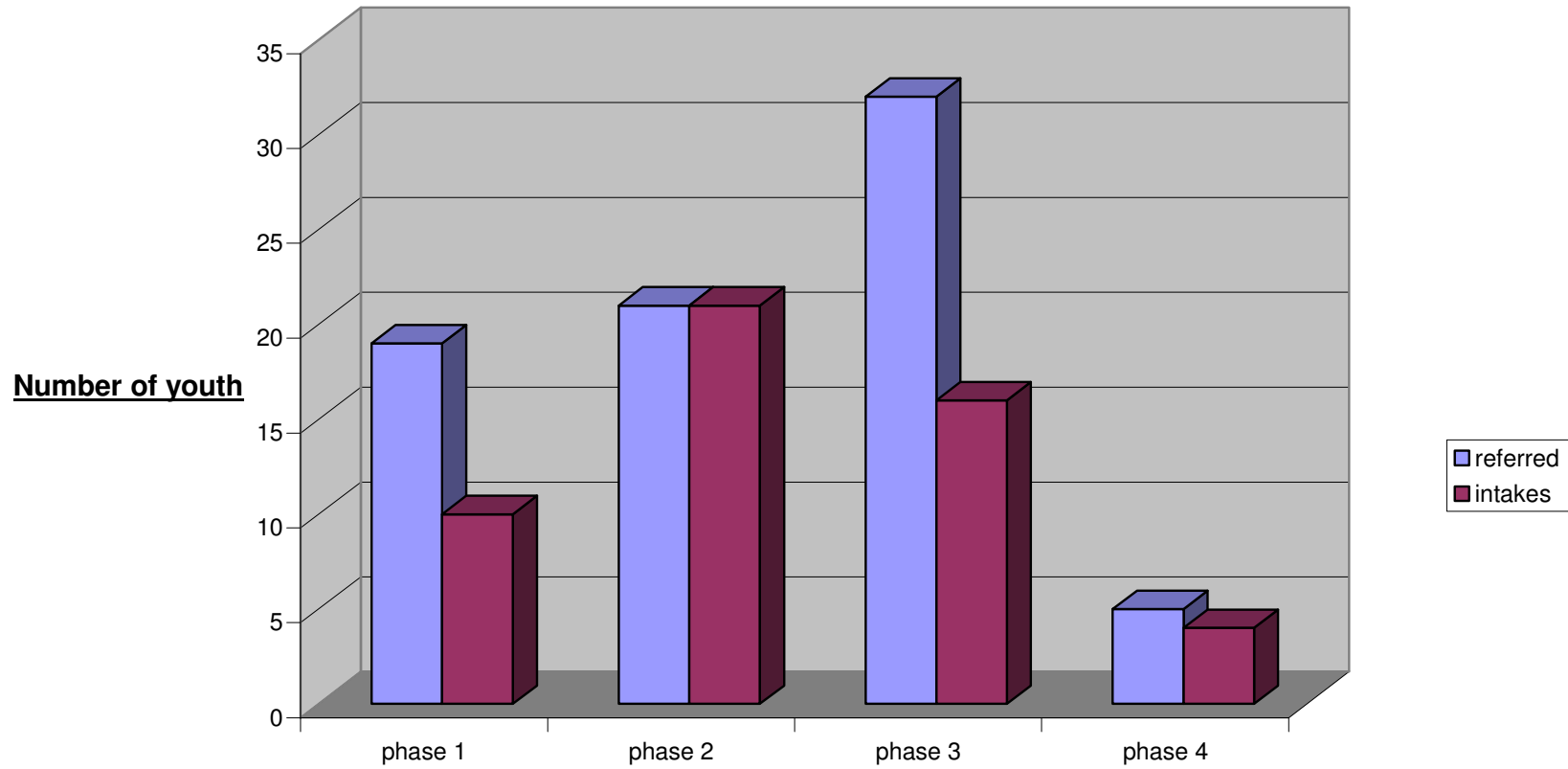
## **Appendix J**

### **Statistics**

May 2000-July 2001



**Number of referrals and intakes between May 2000- November 2001**



**Referrals and intakes for the four phases**

**phase 1 - May 15 2000- August 31 2000**

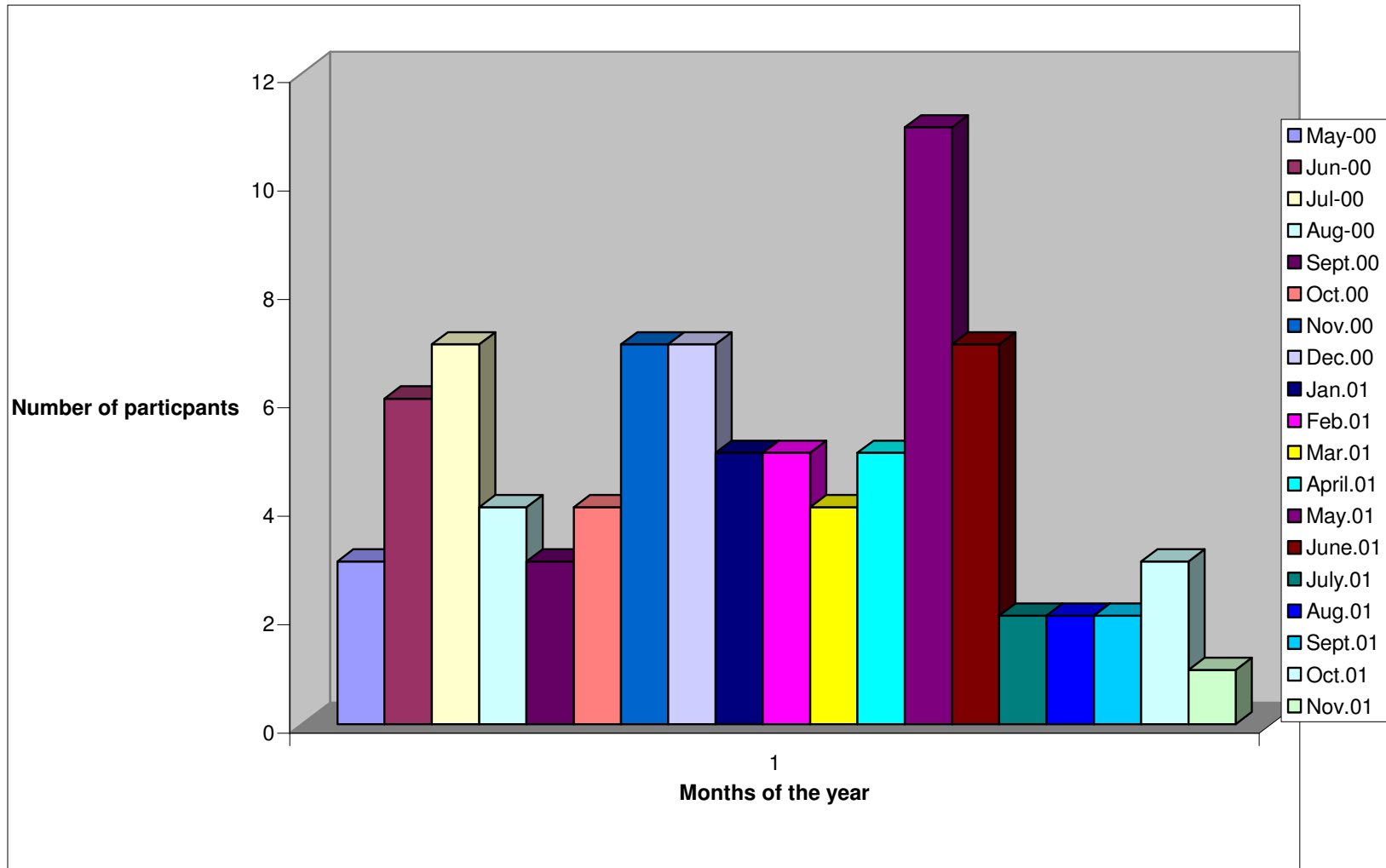
**phase 2-Sept.08 2000-Feb.16 2001**

**phase 3 -March 05 2001- August 31 2001**

**phase 4-Sept. 2001-Nov.28 2001**



**Youth participants in day program May15 2000-Nov.28 2001**



**Compiled list of participants in NCPC project via partners  
Collaboration Between Five  
Partners**

<b>#1</b> <i>blue</i> <b>POLICE/PROJECT STAFF</b>	<b>#2</b> <i>maroon</i> <b>VYES Liaison worker</b>	<b>#3</b> <b>B&amp;G TURNING Point</b> <i>yellow</i>	<b>#4</b> <b>KEYS Shelter</b> <i>green</i>	<b>#5</b> <b>MYST</b> <i>purple</i>	<b>#6</b> <b>Daywise</b> <i>orange</i>
<b>110</b>	<b>47</b>	<b>57</b>	<b>78</b>	<b>29</b>	<b>44</b>

Five community partner line staff provided the information to produce the above data. The two charts below titled “agency participation and individual agencies” demonstrate the participation with the **154** youth within each program.

The police officer position, originally partnered with the youth worker in this project, was referred to as the Capital Action Team for sexually exploited youth (CATSEY) team. The second half of the project changed format to encompass all of the front line staff in a team with the police officer referred to as the Rapid Response Team.

**#1** identifies all of the youth the police officer/ project staff team had contact with for the duration of the project

**#2** identifies the number of youth the liaison worker held on her case load starting from the beginning of the project

**#3** identifies the number of youth who participated in the safe house program within the timeline of the project

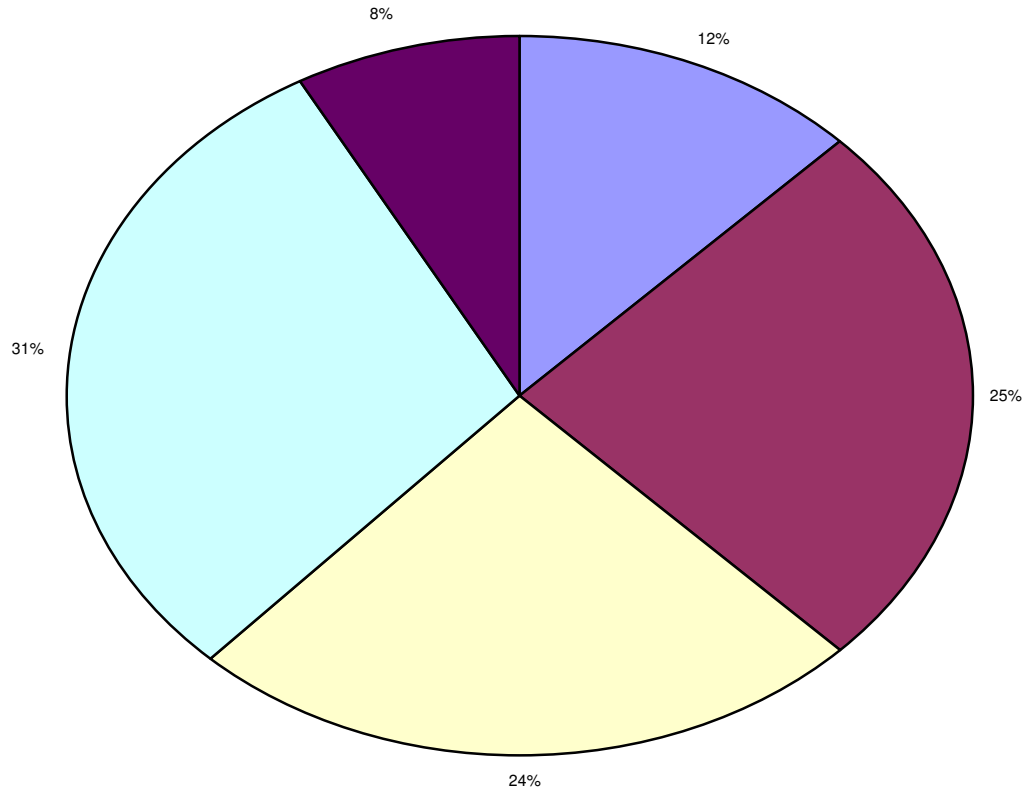
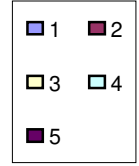
**#4** identifies the number of youth involved in the project who resided in the shelter during the project timeline.

**#5** identifies the number of youth involved with the MYST team.

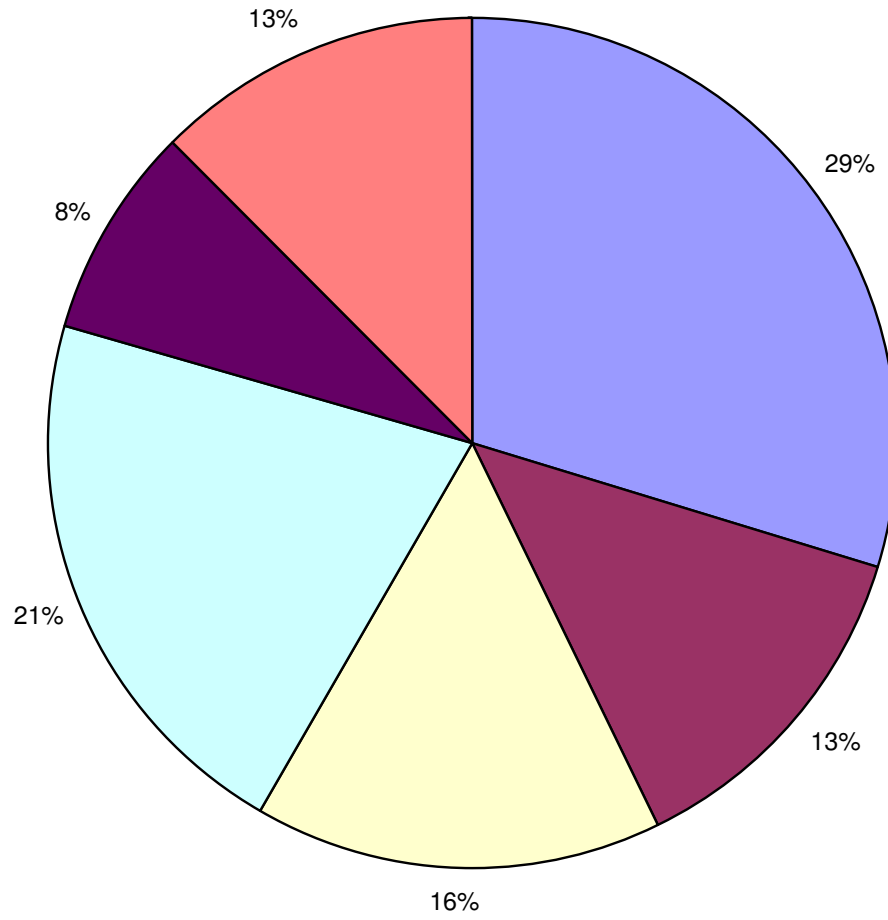
**#6** identifies the number of youth who participated in the Daywise program.

These youth are counted only once although they may have had numerous contacts with any or all of the above programs

### Agency Participation



individual agencies



**Appendix K**

**Bibliography**

## **Bibliography**

Assistant Deputy Minister's Committee on Prostitution and the Sexual Exploitation of Youth (2000). Sexual Exploitation of Youth in British Columbia

Anglin, J. and Artz S. (1998). Multidisciplinary Team-Building "Tool Kit"

Capital Regional District. (1997). A Consultation with 75 Sexually Exploited Youth in the Capital Regional District (CRD) of British Columbia. Victoria: City of Victoria.

Capital Regional Action Team web site: <http://www.CRAT.ca>.

Carter, C. and Walton, M. (2000). Is Anyone Listening: A Gender Analysis of Sex Trade Work. Victoria: Prostitutes Empowerment, Education and Resource Society (PEERS).

Dixon, D. (2001). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report July –September 2001.

Dixon, D. (2001). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report October –December 2001.

Dixon, D. (2002). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report January – March 2002.

Dixon, D.. (2002). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report April – June 2002.

Dixon, D. (2002). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report July- September 2002.

Dixon, D (2002). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report October –December 2002.

Federal/Provincial/Territorial Working Group on Prostitution. (1998). Report and Recommendations in Respect of Legislation, Policy and Practices Concerning Prostitution-Related Activities. Ottawa: Department of Justice.

Griffin, P., (2000). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report April –June, 2000.

James, E. (2000). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report July –September 2000.

James, E. (2000). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report October –December 2000.

James, E. (2001). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report January – March 2001.

James, E. (2001). Prevention and Early Intervention of Sexually Exploited Children and Youth Project. Quarterly Project Report April –June 2001.

Jiwani, Y., and Brown, S.M. (1999). Trafficking and Sexual Exploitation of Girls and Young Women: A Review of Select Literature and Initiatives. Vancouver: Feminist Research, Education Department and action Centre (FREDA), Simon Frazer University.

MacInnes, R.(1998) Children in the Game. Calgary: Street Teams

Matthew's, F. (1996). The Invisible Boy: Revisioning the Victimization of Male Children and Teens. Ottawa: National Clearinghouse on family Violence, Health Canada.  
<http://www.hc-sc.gc.ca/hppb/familyviolence/html/invisible.htm>

Ministry of Attorney General. (1999) Being Aware, Taking Care Resource Guide. Burnaby: Community Programs Division.

Sexually Exploited Youth Committee. (1997). Wanted: Vulnerable Youth and Children. Report of the Sexually Exploited Youth Committee of the Capital Regional District, Victoria, British Columbia.

Social Services and Community Safety Division, Justice Institute of British Columbia. (2002). Commercial Sexual Exploitation: Innovative Ideas for Working with Children and Youth. Vancouver: Justice Institute of British Columbia.

Street Teams. Butterfly Collectors (1998). Video recording Calgary: street teams