Minute No. 148
Report – Executive Policy Committee – January 19, 2022

Item No. 1 Strategies and Tools to Enhance Neighbourhood Liveability via the Doing Business in Winnipeg By-law – Problematic Business Activities

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the licencing requirements and rules for the following businesses be repealed from Part 3 of the Doing Business in Winnipeg By-law No. 91/2008 – Escort Agencies, Independent Escort Agencies and Escorts (Division 2 of Part 3 of the By-law), and Body Rub Practitioners and Body Rub Parlours (Division 6 of Part 3 of the By-law).

2. That By-law No. 91/2008 be amended to change its title from the "Doing Business In Winnipeg By-law" to "Community Safety Business Licensing By-law".

3. That the City Solicitor and Director of Legal Services be instructed to prepare an amending by-law in accordance with recommendations 1 and 2 of this report and bring same directly to Council for enactment in 120 days.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Executive Policy Committee – January 19, 2022

DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,

That the recommendation of the Executive Policy Committee be adopted.

Councillor Rollins called for the yeas and nays, which were as follows:

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Gillingham, Gilroy, Klein, Lukes, Mayes, Orlikow, Rollins, Santos, Schreyer and Sharma 14

Nay: 0

Absent: Councillors Eadie and Nason 2

and the item was declared carried.

The following persons submitted communications in support of the matter:

- Austin and Amy
- HIV Legal Network

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 19, 2022, the Executive Policy Committee concurred in Recommendations 1-3 and 5 of the Winnipeg Public Service and submitted the following to Council:

1. That the licencing requirements and rules for the following businesses be repealed from Part 3 of the Doing Business in Winnipeg By-law No. 91/2008 – Escort Agencies, Independent Escort Agencies and Escorts (Division 2 of Part 3 of the By-law), and Body Rub Practitioners and Body Rub Parlours (Division 6 of Part 3 of the By-law).

2. That By-law No. 91/2008 be amended to change its title from the "Doing Business In Winnipeg By-law" to "Community Safety Business Licensing By-law".

3. That the City Solicitor and Director of Legal Services be instructed to prepare an amending by-law in accordance with recommendations 1 and 2 of this report and bring same directly to Council for enactment in 120 days.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Further, Recommendation 4 was defeated and the matter did not proceed.

Report – Executive Policy Committee – January 19, 2022

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

The following persons submitted communications in opposition to the matter:

- Austin and Amy, Sex Workers of Winnipeg Action Coalition, submitted a presentation dated January 19, 2022
- Claudyne Chevrier submitted a presentation titled "Sex Work Politics in Winnipeg" dated January 19, 2022
- Emily Gerbrandt submitted a communication dated January 18, 2022
- Kate Sinclaire and Kyle Labelle submitted a presentation titled "Sex Work ≠ Exploitation"
- Sarah Broad submitted a communication dated January 18, 2022
- Tricia Weidenbacher, Executive Director, Massage Therapy Association of Manitoba Inc., submitted a communication dated January 17, 2022

COUNCIL DECISION:

On June 24, 2021, Council concurred in the recommendation of the Executive Policy Committee, which included the following recommendations:

1. That Recommendations 1,4, 5, and 6 be laid over for up to 180 days, namely:

    1. That the name of By-law No. 91/2008 be changed from "the Doing Business In Winnipeg By-law" to "the Business Licencing for Community Standards By-law".

    4. That effective October 4, 2021 a reduction to annual licence fees be approved for body rub practitioners and escorts from $371 to $25.

    5. That effective October 4, 2021 a new registration fee in the amount of $25 be established for staff who are not licenced body rub practitioners or escorts working in Body Rub Parlors and Escort Agencies.

    6. That the Public Service be directed to review the current zoning restriction limiting the operation of Body Rub Parlours and Escort Agencies only in the Downtown area.

Report – Executive Policy Committee – January 19, 2022

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

4. That the Public Service be directed to report back within 180 days detailing how making business licenses available to adult oriented businesses reconciles and/or complies with *The Protection of Communities and Exploited Persons Act,* incorporating consultations with:

    A. Organizations that work with victims of human trafficking including, but not limited to, the Ma Mawi Wi Chi Itata Centre and The Joy Smith Foundation.

    B. Stakeholders specifically in line with the National Inquiry Calls to Justice 4.3, 18.14, 12.14, and 9.11 calling upon governments to promote safety and security in partnership with people with lived experience in the sex industry.

    C. Escorts and body rub practitioners and the Sex Workers of Winnipeg Action Coalition.

    D. The Massage Therapy Association of Manitoba, Manitoba Justice and Manitoba Health.

ADMINISTRATIVE REPORT

Title: Strategies and Tools to Enhance Neighbourhood Liveability via the Doing Business in Winnipeg By-law – Problematic Business Activities

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
W. Yee	C. Fernandes	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The recommended changes to the Doing Business in Winnipeg (DBIW) By-Law 91/2008 will repeal the following categories from the By-law: Body Rub Parlours, Body Rub Practitioners, Escorts, Independent Escort Agencies, and Escort Agencies. These changes are being recommended based on the DBIW By-law review that included a cross-jurisdictional scan of other municipalities and stakeholder engagement to gather input from those with knowledge and lived experience with body rub parlours and escort agencies. The Public Service, including the Office of Public Engagement, reached out to approximately 80 stakeholders who were invited to attend stakeholder sessions to provide input.

With the objective to prevent human trafficking and sexual exploitation, a partnership with the National Human Trafficking Education Centre is recommended in two parts. First, all City of Winnipeg grant recipients through Community Services, where those organization's activities involve children or youth, will be provided the opportunity to participate in a free half-day training session specific to recognizing the signs of sexual exploitation and human trafficking from the National Human Trafficking Education Centre. The second part leverages the City's role in regulating vehicles for hire drivers to potentially require licensees to take training that integrates the three (free) courses offered by the National Human Trafficking Education Centre as a condition of their licence or registration as a driver.

Recommendations align with and further supports the policy objectives of Bill C-36 *The Protection of Communities and Exploitation Persons Act*, which are to:

- Protect those who sell their own sexual services.
- Protect communities, and especially children, from the harms caused by prostitution.
- Reduce the demand for prostitution and its incidence.

RECOMMENDATIONS

1. That the licencing requirements and rules for the following businesses be repealed from Part 3 of the Doing Business in Winnipeg By-law No. 91/2008 – Escort Agencies,

Independent Escort Agencies and Escorts (Division 2 of Part 3 of the By-law), and Body Rub Practitioners and Body Rub Parlours (Division 6 of Part 3 of the By-law).

2. That By-law No. 91/2008 be amended to change its title from the "Doing Business In Winnipeg By-law" to "Community Safety Business Licensing By-law".

3. That the City Solicitor and Director of Legal Services be instructed to prepare an amending by-law in accordance with recommendations 1 and 2 of this report and bring same directly to Council for enactment in 120 days.

4. That the Public Service, through their regulatory responsibilities for vehicles for hire, explore a partnership with the National Human Trafficking Education Centre to increase the prevention of human trafficking and sexual exploitation.

5. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On June 24, 2021, Council concurred in the recommendation of the Executive Policy Committee and directed the Public Service to report back within 180 days detailing how making business licences available to adult-oriented businesses reconciles and/or complies with *The Protection of Communities and Exploited Persons Act,* incorporating consultations with:

A. Organizations that work with victims of human trafficking including, but not limited to, the Ma Mawi Wi Chi Itata Centre and The Joy Smith Foundation.

B. Stakeholders specifically in line with the National Inquiry Calls to Justice 4.3, 18.14, 12.14, and 9.11 calling upon governments to promote safety and security in partnership with people with lived experience in the sex industry.

C. Escorts and body rub practitioners and the Sex Workers of Winnipeg Action Coalition.

D. The Massage Therapy Association of Manitoba, Manitoba Justice and Manitoba Health.

Council approval is required to move forward with proposed changes, adopt an amended licensing by-law, and to establish the changes as outlined in this report.

IMPLICATIONS OF THE RECOMMENDATIONS

The proposed by-law amendments will repeal licences for Escort Agencies, Independent Escort Agencies, Escorts, Body Rub Practitioners, and Body Rub Parlours. As a result, 31 licences will no longer be required nor issued by the City.

The City of Winnipeg's licencing of adult-orientated businesses is not in breach of Bill C-36. However, repealing these licences from the Doing Business in Winnipeg (DBIW) By-law and the proposed partnership with the National Human Trafficking Education Centre will align with Bill C-36 policy objectives to:

- Protect those who sell their own sexual services.
- Protect communities, and especially children, from the harms caused by prostitution.
- Reduce the demand for prostitution and its incidence.

The Public Service, through the Vehicles for Hire regulatory Division of the Parking Authority, will consult with both the National Human Trafficking Education Centre and their licensees on the implementation of education courses intended to increase awareness and education to prevent the use of vehicles for hire that may be leveraged for human trafficking or sexual exploitation.

Consequential amendments of City of Winnipeg By-laws:

Upon adoption of the report, the following by-laws will need to be amended to reflect the changes of the DBIW by-law:

1. Municipal Enforcement By-law No. 59/2016
2. Downtown Winnipeg Zoning By-law No. 100/2004
3. Winnipeg Zoning By-law No. 200/2006

Consequential amendments to both Zoning By-laws are technical. However, any amendment to the Zoning By-laws will require public hearings as part of that process.

Financial Implications:

Repealing the noted licences will result in an annual financial impact of $23,058.
The below chart outlines the current licences that have been issued within the last year:

Licence Type	Annual Fee	Licences Issued
Body Rub Parlour	$5070	2
Body Rub Practitioners	$371	27
Escort Agency	$5070	0
Independent Escort Agency	$2530	1
Escort	$371	1

HISTORY/DISCUSSION

The *Doing Business in Winnipeg* (DBIW) *By-law* was passed by Council on April 23, 2008, and implemented on June 1, 2008. The DBIW By-law addressed recommendations in the Red Tape Commission Report of 2005, and significantly reduced the number of businesses in Winnipeg that would be required to hold a licence, focusing on three key principles for licensing businesses in Winnipeg: 1) Public Health Protection; 2) Fire Safety; 3) Crime Prevention.

During the development and adoption of the current DBIW By-law, Council considered Red Tape Recommendation 3 which was designed to reduce red tape for small businesses and to focus the City's resources on key public and municipal regulatory goals. A balanced approach to business regulation was proposed, whereby business activities would be regulated strategically

in order to meet clear and specific goals. On December 19, 2007, Council concurred with the Winnipeg Public Service that the new DBIW By-law should be limited to regulating businesses only where it is necessary to address issues of public health, fire safety, law enforcement and crime prevention. This rationale is consistent with the authority vested by the City of Winnipeg Charter.

The DBIW By-law amendments proposed in this report are consistent with the original direction of Council, with updates based on subsequent amendments and consultations. The By-law has since been amended on three occasions to further reduce the number of business types licenced by the City. For example, business types that fell under the umbrella of 'public health protection' (Body Modification Services (tattooing), Food Services, and Swimming Pools) were removed on April 1, 2015, as a result of the transfer of public health inspection services from The City of Winnipeg to the Province of Manitoba.

Currently, the licencing Branch of the Community By-Law Enforcement Division issues approximately 900 licences annually, more than three-quarters of which are for Accommodation Licences. In general, a significant majority of businesses in Winnipeg do not require a business licence from The City of Winnipeg to operate. A change in the name of the By-law from "*Doing Business in Winnipeg"* to "*Community Safety Business Licencing"* will better reflect the nature, intent, and scope of the By-law and licenced activities.

In an effort to address the increasing prevalence of methamphetamine and other illicit drugs in our community, the City's Executive Policy Committee, in its July 2, 2019, meeting, directed the Public Service to conduct a review of the City's legislative authority to require scrap metal dealers to require photo identification of sellers and report back to the appropriate standing committee. As a result, an amendment was made on May 29, 2020, to include dealers in bicycle parts in the bicycle dealers licensing category, and to include dealers in scrap metal in the used goods dealers licensing category.

On September 26, 2019, Council concurred in the recommendation of the Executive Policy Committee and adopted changes to the Neighbourhood Liveability By-law No. 1/2008, and the Vacant Buildings By-law No. 79/2010 for the purposes of enhancing neighbourhood liveability. As part of that report titled "Strategies and Tools to Enhance Neighbourhood Liveability", Recommendation 10 directed the Public Service to further examine whether additional regulations on problematic business activities will enhance the City's ability to address and maintain community standards, and report back to Council at, or before, its final meeting of 2020.

On June 24, 2021, Council concurred in a number of recommendations related to the DBIW By-law including;

- Consolidation of classes of "accommodation" Licences.
- Requiring floor plans on new/renewal licence application.
- Adding Antique Dealers back into the by-law.
- Changes to Scrap Metal and Precious Metal dealers sections within the by-law.
- Added new Fines in the Municipal By-law Enforcement Act (MBEA).

Recommendations that were originally proposed on June 16, 2021, to the Executive Policy committee of Council, related to adult-orientated business focused on applying a health, safety, well-being, and protection approach to adult-orientated businesses so that minimum safety standards are in place and educational resources are available. They included;

- Reduction of the fees for practitioners and escorts from $371 to $25 for all applications and renewals effective October 4, 2021.

- Implementing a mandatory information session for practitioners, escorts, and staff at those businesses effective October 4, 2021, so that resources including health, social services, and community policing are readily available.

- Allowing for online receipt and approval of body rub practitioner and escort licences.

- Eliminating the requirement for a certificate from the records review board as part of the licensing of body rub practitioners and escorts.

- Requiring CCTV system in the main reception area, and panic alarms in all rooms used by practitioners.

All recommendations proposed related to adult-orientated businesses (Body Rub Parlours, Practitioners, Escorts, and Escorts Agencies) were laid over for 180 days to allow time to provide detail on how making business licences available to adult-orientated businesses reconciles and/or complies with the *Protection of Communities and Exploitation Persons Act*, by incorporating consultations as mentioned in the Reason for the Report.

The *Protection of Communities and Exploited Persons Act* indicates that this law regime seeks to protect the dignity and equality of all Canadians by denouncing and prohibiting the purchase of sexual services, the exploitation of the prostitution of others, the development of economic interests in the sexual exploitation of others and the institutionalization of prostitution through commercial enterprises, such as strip clubs, massage parlours and escort agencies that offer sexual services for sale.

Adult-Orientated Business – Licensing History

Escorts, Escort Services, Body Rub Parlours, and Body Rub Practitioners have traditionally been licenced in Winnipeg and throughout Canada for a variety of reasons, including concerns about appropriate land use, crime prevention and the suppression of conditions that are conducive to crime rather than the reduction of harm to escorts and body rub practitioners.

The location where Escort Services and Body Rub Parlours can operate is regulated by the Zoning By-law 200/2006 and the Downtown Winnipeg Zoning By-law No. 100/2004, rather than the DBIW By-law. The Zoning By-law prohibits both Escort Agencies and Body Rub Parlours from being located outside the area regulated by the Downtown Zoning By-law. The Downtown Zoning By-law allows them as a conditional use. Conditional uses are uses that are generally consistent with other uses in the zone and may be allowed at the discretion of Council if certain conditions are met.

Adult-Oriented Businesses – Stakeholder Engagements

Engagement:

The City reached out to stakeholders to gather input on by-law recommendations. Stakeholders included:

1. Resource/support providers
2. Indigenous organizations
3. Government representatives, and professional associations
4. Body rub practitioners, escorts, (lived experience)

The objectives of the stakeholder engagement were to:

- Determine support and opposition to licensing body rub parlours and escort agencies.
- Understand the safety implications of licensing and not licensing body rub parlours and escort agencies with and without harm reduction measures.
- Identify potential measures to improve the safety of body rub parlours and escort agencies.

Four stakeholder sessions were hosted to gather input on licensing adult-oriented businesses and improving safety. The small group sizes allowed for a more open and comfortable conversation. The stakeholder sessions began with a brief introductory presentation followed by a facilitated group discussion around three topics. Participants were also encouraged to share additional topics during the discussion.

The City also invited body rub practitioners and escorts to share their input through an anonymous form in recognition of the sensitivities around the project. The anonymous form allowed those on the front-line to participate that were not comfortable with attending a stakeholder session in-person.

What we Heard – Highlight information within the Stakeholder Engagement Summary

Stakeholders were asked to discuss the benefits and drawbacks of licensing body rub parlours and escort agencies during the sessions.

Feedback received from participants of the engagements resulted in a broad spectrum of opinions and perspectives.

Please note, the following summary is provided in greater context in Appendix A – Stakeholder Engagement Summary

Stakeholder Session – Resource/Support Providers:

Resources/support providers had mixed opinions on the benefits and drawbacks of licensing. Some providers felt that there are no advantages to licensing and that it normalizes violence against women, girls, and boys. They also explained that licensing makes it easier to take advantage of vulnerable people.

Other providers argued that demand will continue to exist for adult-oriented services even if the City stops licensing. This could result in less protection for body rub practitioners and escorts.

Resources/support providers had mixed opinions on how the City could improve safety for body rub practitioners and escorts. One organization explained that there is no way to make adult-oriented businesses safe, even with licensing, because customers always come before practitioners.

Resources/support providers found common ground that addressing the root causes that lead to victimization and exploitation would improve safety. Poverty, transphobia, and homophobia were all noted as root causes and could be addressed with tools such as guaranteed minimum incomes, funding initiatives, and engaging with organizations that currently work on addressing the root causes.

Stakeholder Sessions - Indigenous Organizations:

During engagement sessions with Indigenous organizations, concerns were expressed that licensing body rub parlours and escort agencies encourages sexual exploitation and human trafficking. Even the language used in the DBIW by-law can give people the wrong impression and normalize violence. Other problematic terms that were noted included 'workers', 'child/juvenile prostitute', and 'sex industry'. These terms do not accurately represent the experience of survivors and minimize what is going on.

Participants questioned how the City would be able to improve the safety of Indigenous women and girls working as body rub practitioners and escorts through a by-law and licensing. They also noted that Winnipeg has the most sexual exploitation of Indigenous persons on the streets. Sexual exploitation is getting worse and the age of victims is getting younger.

Stakeholder Session – Government and Professional Associations:

Participants at the government and professional associations stakeholder session felt that licensing businesses and workers allowed police to establish relationships with the owners and workers. They noted it requires a lot more resources to monitor non-licenced businesses. However, perceptions of police surveillance were noted as a drawback.

It was also noted that restricting adult-oriented businesses to Downtown was a drawback of the current licences. Some parlours are operating outside of Downtown as health spas because they cannot get the proper licence. This can create confusion among customers and presents a challenge for law enforcement.

Professional associations also expressed concerns not only for the safety of body rub practitioners and escorts, but also registered massage therapists and customers seeking registered massages if the City were to stop licensing. The problem with sexual harassment and assaults was noted as a growing problem. The By-law and licences could help distinguish the difference between a massage and a body rub.

Stakeholder Session – Body Rub Practitioners and Escorts (lived Experience):

While support for licensing businesses was strong, practitioners and escorts did not support licensing individuals. They explained that licensing requirements for individuals are a barrier because of the fees and perceived safety concerns with police surveillance.

Body rub practitioners noted that they feel more safe and comfortable working for a licenced parlour compared to working independently. Independent work was perceived as a much higher risk at the session. Practitioners expressed concerns that parlours would no longer be able to operate if the City stopped licensing. They noted that all practitioners are screened before being hired and there is a culture of trust between their co-workers.

Body rub practitioners indicated that the requirement in the DBIW By-law for security cameras and surveillance systems is not needed because they are already in place at parlours. Both body rub practitioners and escorts agreed that making it easier to obtain business licences and allowing businesses to operate outside of the Downtown area would improve safety because protections could be extended to more workers in more areas of the city. Escorts also noted that having to maintain a Downtown office space is a challenge because their work sites vary and it is not permitted in their Downtown office under the current DBIW by-law.

Anonymous Form:

When asked how the City could improve safety if body rub parlours and escort agencies were no longer licenced, the majority of respondents (54%) indicated that decriminalization of sexual services would improve safety. Other ideas included the application of general workplace health and safety rules, labour rules, and reducing the stigma around sexual services.

Stakeholder Engagement Suggestions:

It was identified from some participants that if the City were to continue licensing these establishments, sexual services could occur creating the potential for unintended harm to vulnerable persons working within the industry. It was identified that sexual services are normal in these types of establishments and it is critically important to understand the impact of normalizing violence against women, girls, and 2SLGBTQQIA+ persons and the role body rub parlours and escort agencies play in their victimization.

It was also identified that, by the City licensing these establishments, it sends mixed messages that sexually exploiting women is acceptable and that buying sexual services is not illegal.

As part of the consultation discussions, it was clearly pointed out from some participating organizations that the City needs to take an active role in working with the Provincial and Federal counterparts to address the root causes of why vulnerable peoples are targets of sexual exploitation and the need to fully understand the issues. It was suggested that the City be actively involved with organizations that support vulnerable individuals within the industry and provide funds to support their efforts to end gender violence, support exploited peoples, and support guaranteed minimum incomes.

It was indicated by body rub practitioners that Body Rub Parlours are safer than other places to work, and safety measures are already in place to address staff safety and exploitation from occurring by management of these businesses. It was suggested that police need to take violence against body rub practitioners seriously and focus on supporting them, rather than discouraging them from the work they do.

There was concern that if the City no longer licenced Body Rub Parlours it takes away their safety and security of working in such an establishment, including financial stability and the ability to support their families. There was strong support for removing Body Rub Practitioner and Escort licencing as they don’t feel safe providing personal information that ends up going to police with the belief that police are only interested in surveillance, not safety.

It is important to note that this report’s focus is specific to those of Body Rub Parlours, Practitioners, Escort Agencies, and Escorts; relative factors and other aspects of the sex industry were often mentioned as the broader context for this conversation related to the challenges and benefits of licensing the industry within Winnipeg.

Jurisdictional Review

A jurisdictional review was conducted with a focus on Edmonton, Toronto, Saskatoon, Hamilton, and Regina as noted in Appendix B. All jurisdictions reviewed currently have mandatory licence regulations for individuals and service establishments.

Further to our consultations, discussions occurred with the Senior Counsel for Justice Canada who advised that they are not aware of any other jurisdictions in Canada that currently do not regulate the industry. The idea of not regulating the industry in Winnipeg was supported, and was further pointed out the direct link of aligning with Bill C-36 policy objectives by not regulating the industry.

Renaming of the DBIW By-law

The scope of the current DBIW By-law is extremely limited, and most businesses do not fall under any of the categories of licensing currently prescribed. Changing the name of the By-law to the Community Safety Business Licensing By-law will provide greater clarity on the purpose, intent, and scope of the licensing By-law.

NEXT STEPS:

Repealing sections of the DBIW By-law represents one of many actions The City of Winnipeg is taking. The following four actions will further protect communities and enhance community safety. Actions to increase education and awareness for prevention, reach and assist marginalized people, and protect children within City facilities continue and are outlined below:

#1. Partnering with The National Human Trafficking Education Centre:

The proposed partnership will be in two parts:

First, all City of Winnipeg grant recipients through Community Services, where those organization's activities involve children or youth, will be provided the opportunity to participate in a free customized half-day training session specific to recognizing the signs of sexual exploitation and human trafficking from the National Human Trafficking Education Centre. The session will be hosted by The City of Winnipeg, Community Services Department, in partnership with the National Human Trafficking Education Centre. In addition, three online modules will be available free of charge for those who cannot attend the in-person training opportunities. The total time for the three modules is approximately three hours.

The second form of the partnership will be through the City of Winnipeg's Vehicle For Hire (VFH) Regulatory Division of the Parking Authority. The VFH Division will explore opportunities to leverage training provided by the National Human Trafficking Education Centre as part of the licensing requirements for new and existing licensees. The goal of the National Human Trafficking Education Centre is to increase education and awareness for the prevention of human trafficking and sexual exploitation. These actions will further support the policy objectives of Bill C-36.

Recently the Joy Smith Foundation launched the National Human Trafficking Education Centre – a unique online hub offering educational resources to help Canadians understand and fight human trafficking. The proposed partnerships will leverage the expertise and accessibility of the

Centre to further address sexual exploitation. As part of our partnership, the National Human Trafficking Education Centre training will provide participants with a certificate of completion for all training provided.

#2. Winnipeg Police Service, Counter Exploitation Unit:

The Winnipeg Police Service (WPS) enforcement related to human trafficking and sexual exploitation falls under the responsibility of the Counter Exploitation Unit (CEU). This unit deals with human trafficking, street prostitution, escorts/escort agencies, under-age prostitution, and massage parlour investigations. There are a number of initiatives that the Unit conducts that are proactive in dealing with sexual exploitation.

The CEU implemented an awareness/education campaign to empower partner agencies to better understand their mandate not only for the enforcement of laws, but the strategy of prevention. This enabled agencies to see their role in prevention and to be resources for each other. Over the years, this has included presentations provided to Indigenous-led agencies, the Manitoba Teacher's Society, the Manitoba Hotel Association, Child and Family Services, Probations, Downtown Winnipeg Biz.

The CEU is a part of various committees, such as the Winnipeg Outreach Network that includes 17 agencies comprised of outreach workers who have a common goal of the safety of their employees while conducting outreach while also being a resource for each other. Other committees CEU is actively involved with include the Human Trafficking Response Team (Manitoba Chapter), and the Sexually Exploited Youth Community Coalition.

The CEU is committed to working with community organizations and recognizes the value of working with various organizations that are mandated to work with Indigenous women, children, girls and boys that are disparately represented in the sex trade to develop their own solutions to sexual exploitation and will continue to be committed to partnering with these organization in combating sexual exploitation.

#3. **Winnipeg Poverty Reduction Strategy (2021 - 2031):**

City Role in Poverty Reduction:

While other governments may have more direct oversight to social factors that connect to poverty (e.g. income assistance, health, education, housing) the municipal government does have a direct responsibility for the health, safety and welfare of inhabitants, as articulated and agreed upon, in the November 25, 2021, Council-approved Winnipeg Poverty Reduction Strategy (2021 -2031).

This report connects to the Poverty Reduction Strategy in several ways, as described in further detail at the end of this report.

#4. Community Services Department Partnership with Canadian Centre for Child Protection:

Since the fall of 2015, the Public Service has been working in partnership with the Canadian Centre for Child Protection (C3P) to implement a first-of-its-kind plan to protect children from sexual abuse and exploitation by examining and enhancing safety policies, reporting procedures and staff training at City-operated facilities. This partnership builds upon existing City of Winnipeg

staff training and public safety strategies by weaving expertise provided by C3P into these strategies, and at the time of its creation, C3P designated Winnipeg as the first municipality in Canada to create a strategy that focuses explicitly on the prevention of child sexual exploitation and the establishment of safe municipal recreation environments for children. The strategy has accomplished the following goals since its inception:

- Completion of an organizational risk assessment of recreation facilities.
- Development and implementation of staff awareness training to better understand child sexual abuse.
- Development of an Administrative Directive on staff conduct.
- Updated supervising protocols, and reporting protocols.
- Development of an ongoing public awareness campaign and communications strategy.
- Implementation of surveillance / CCTV upgrades at facilities.

This is an ongoing partnership that continues to provide new City of Winnipeg staff with training related to awareness and prevention of child abuse and exploitation, while also providing all existing front-line staff with online refresher courses on an annual basis to maintain this awareness and knowledge.

FINANCIAL IMPACT

Financial Impact Statement

Date: December 29, 2021

Project Name:

First Year of Program **2022**

Strategies and Tools to Enhance Neighbourhood Liveability via the Doing Business in Winnipeg By-law – Problematic Business Activities

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	(13,451)	(23,519)	(23,990)	(24,469)	(24,959)
Net Budget Adjustment Required	$ 13,451	$ 23,519	$ 23,990	$ 24,469	$ 24,959

Additional Comments: Subject to approval of Recommendation 1 and the amending bylaw as outlined in Recommendation 3 being prepared for Council enactment in 120 days, the repealed licences would no longer generate revenue from June 2022 onward. The Net Budget Adjustment Required represents foregone revenue within the Community Services Department 2022 and 2023 Preliminary Budgets and future years. Mill Rate Support is required to offset the revenue losses.

Original signed by K.Lemoine

Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services Department (as to legal issues)
- Winnipeg Police Service
- Winnipeg Parking Authority (Vehicles For Hire Branch)

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg
01-2a Collaborate to make safe communities.
Direction 6: Take a broad-scaled, complete and collaborative approach to crime prevention.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) as follows:
They embody the following **Guiding Principles**:

- We will Uphold Human Rights
- We will Honour Relationships and Reconciliation with Indigenous Peoples
- We will Address Systemic Oppression, Trauma and Social Inequity
- We will Promote and Maintain the Welfare of All Residents
- We will Develop Trust and Meaningful Partnerships to find solutions and drive change.

They align with the following **Goals and Objectives**:
Goal 1: Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

Related 10-year Objectives:

B. City decisions and actions are informed by Lived Experience perspectives, trusting relationships are established.

Goal 8: Equity in Community Safety is Increased through Collaboration:

Related 10-year Objectives:

A. Community and equity-based approaches to safety are prioritized and resourced, particularly for First Nations, Métis Nation, Inuit, Black, Racialized and Religious Minority groups and in areas of higher poverty.
B. There is increased safety and security of Indigenous women, girls, 2SLGBTQ+ people, and youth, as the City pursues partnerships and joint initiatives, and prioritizes safety in its decision-making.

The information and recommendations presented in this report also advance the following **Actions,** as listed in the Winnipeg Poverty Reduction Strategy Implementation Plan (2021 - 2023):

(Note: The Public Service Lead with Collaborating departments are noted in brackets.)

Action 8.4: Safety for People Working in the Sex Industry - Build relationships with community organizations that promote and ensure the safety and security of people working in the sex industry, particularly Indigenous women, girls, and 2SLGBTQ+ people, and discuss ways the City could support and enhance their work. (Community Services – CMS)

Action: 8.12: Counter-Exploitation Strategies with Hotel and Transportation Industries - Continue to explore new strategies to work with the hotel and transportation industries to encourage and facilitate reporting of trafficking or sexual exploitation of women, girls, and 2SLGBTQ+ people. (Winnipeg Police Service - WPS)

The following additional **Actions** also connect generally to this report, as they relate to increasing community safety and the prevention of human trafficking, sexual exploitation, and violence against women, girls and 2SLGBTQ+ people:

Action 8.1: Community Safety and Well-being Plan - Work collaboratively with community stakeholders, people with lived experience and City departments, including the Winnipeg Police Service and Community Services, to create a Community Safety and Wellbeing Plan that includes short, medium, and long-term action plans. (WPS and CMS)

Action 8.3: 24/7 safe spaces - Provide long-term, sustainable funding to Indigenous-led, low barrier, culturally appropriate 24/7 safe spaces and services for Indigenous women, girls and 2SLGBTQ+ people who are homeless or at risk of homelessness, transitioning out of the child welfare system, dealing with chronic poverty, fleeing domestic violence or who are victims of sexualized violence and exploitation. (CMS)

Action 8.11: Active Support for Women Fleeing Violence - Continue to actively support women who are fleeing violence or have been subjected to sexualized violence and exploitation by providing them with active referrals and information. (WPS)

SUBMITTED BY

Department: Community Services
Division: Community By-law Enforcement Services
Prepared by: T. Cormier, Licensing Coordinator
Date: December 29, 2021
File No: CMS-2021-13

Attachments:

Appendix A – Stakeholder Engagement Report

Appendix B – Jurisdictional Review – Summary of Adult Services By-laws, Research, and Supporting Documentation