



TO SEXUAL VIOLENCE

**GOVERNMENT STRATEGY TO PREVENT
AND COUNTERACT SEXUAL VIOLENCE**

2016 / 2021

The Secrétariat à la condition féminine, in collaboration with the government departments and bodies committed to the 2016-2021 Government Strategy to Prevent and Counteract Sexual Violence, has produced this publication.

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MESSAGE FROM THE PREMIER



Sexual violence has devastating consequences for the victims and the people around them. It is an intrusion on the individual's very dignity, a selfish, degrading, destructive gesture that can disrupt an individual's life or affect the person forever.

In my capacity as Premier, a father and a citizen, I would, of course, wish that no one experience the pain stemming from such inexplicable abuse. Unfortunately, despite our laws, the awareness campaigns that have been conducted or the outstanding work of organizations dedicated in our day-to-day lives to preventing and counteracting such violence, the phenomenon still occurs.

We have a collective duty to prevent sexual violence and to combat it, regardless of its nature or the context in which it occurs. Our indignation in the face of such acts must, first and foremost, lead to concrete action.

Our government must assume its responsibilities in this fight. We have acted in the past, but it is clearly necessary to do more. For this reason, we have elaborated this new Strategy, which tackles head on the question by proposing concrete solutions adapted to this day and age.

Let us act together on behalf of the victims. Let us say together, loud and clear, that no means no, period.

Philippe Couillard
Premier of Québec

MESSAGE FROM THE MINISTER



No one can remain indifferent to the incredible courage that the victims of sexual violence display to denounce the unacceptable and the intolerable.

We have a collective duty to act to prevent and counteract such abuse. We must also adopt the means to support the victims to help them rebuild their lives.

Through the implementation of the Government Strategy to Prevent and Counteract Sexual Violence, our government is introducing new, concrete, better targeted tools to act while continuing to support existing measures.

We must act to enhance legal support. We must act to better support the victims of sexual assault in the process of denouncing aggressors. We must act against sexual exploitation by supporting, for example, individuals who wish to abandon prostitution. That is what the Québec government is seeking.

Numerous government departments and bodies have mobilized, are collaborating closely and contributing to the solution by emphasizing initiatives that call upon sectors that are at once different and complementary.

To ensure that the Strategy is wholly effective, we must combine it with the mobilization of society as a whole. During the consultation process, we noted a shared determination to combine our strengths, pool our skills and share our knowledge in order to respond to this problem that is undermining the core values of our society.

Through this Strategy, our government, in collaboration with its partners from the communities and civil society, is adopting the means to act concretely for the victims of sexual violence.

Together, we can prevent and counteract sexual violence throughout Québec.

Lise Thériault

Deputy Premier, Minister responsible for Small and Medium Enterprises, Regulatory Streamlining and Regional Economic Development, Minister responsible for the Status of Women and Minister responsible for the Lanaudière region

ACKNOWLEDGEMENTS

The 2016-2021 Government Strategy to Prevent and Counteract Sexual Violence stems from the contribution and reflection of several key players from the governmental, paragovernmental, community, university and research sectors.

What is more, we would like to thank the organizations and individuals who collaborated on the different phases of the consultation, who highlighted the challenges, formulated observations and proposed possible solutions concerning sexual assault and sexual exploitation.

Their contribution was crucial to the elaboration of initiatives that adequately address emerging or persistent problems in the realm of sexual violence.

Government departments and bodies committed to the Strategy:

Directeur des poursuites criminelles et pénales

Ministère de la Famille (including the Secrétariat aux aînés)

Ministère de la Justice (including the Bureau de lutte contre l'homophobie)

Ministère de la Santé et des Services sociaux

Ministère de la Sécurité publique

Ministère de l'Éducation et de l'Enseignement supérieur

Ministère de l'Immigration, de la Diversité et de l'Inclusion

Ministère des Affaires municipales et de l'Occupation du territoire

Ministère du Travail, de l'Emploi et de la Solidarité sociale (including the Secrétariat du travail)

Office des personnes handicapées du Québec

Secrétariat à la condition féminine

Secrétariat aux affaires autochtones (Ministère du Conseil exécutif)

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INITIALISMS AND ACRONYMS

BLCH	Bureau de lutte contre l'homophobie
CALACS	Centres d'aide et de lutte contre les agressions à caractère sexuel
CAVAC	Centres d'aide aux victimes d'actes criminels
CISSS	Integrated health and social services centre
CIUSSS	Integrated university health and social services centre
CLES	Concertation des luttes contre l'exploitation sexuelle
CLSC	Local community service centre
CQLC	Commission québécoise des libérations conditionnelles
CRNEM	Comité des responsables nationaux de l'Entente multisectorielle
DPCP	Directeur des poursuites criminelles et pénales
FAMILLE	Ministère de la Famille
ITSS	Sexually transmitted and blood-borne infections
LGBT	Lesbian, gay, bisexual and trans
MAMOT	Ministère des Affaires municipales et de l'Occupation du territoire
MEES	Ministère de l'Éducation et de l'Enseignement supérieur
MIDI	Ministère de l'Immigration, de la Diversité et de l'Inclusion
MJQ	Ministère de la Justice
MSP	Ministère de la Sécurité publique
MSSS	Ministère de la Santé et des Services sociaux
MTESS	Ministère du Travail, de l'Emploi et de la Solidarité sociale
OPHQ	Office des personnes handicapées du Québec
SA	Secrétariat aux aînés
SAA	Secrétariat aux affaires autochtones
SCF	Secrétariat à la condition féminine
SCG	Secrétariat à la communication gouvernementale
SPVM	Service de police de la Ville de Montréal
SQ	Sûreté du Québec

OVERVIEW

More than 20 years after the submission of the report entitled Les agressions sexuelles: STOP¹, the problem of sexual violence is still topical, despite efforts to combat it. The 2016-2021 Government Strategy to Prevent and Counteract Sexual Violence (the Strategy) is a new, concrete milestone aimed at curbing this major social problem of which women and children are the main victims.

The 55 government actions presented are new or include innovative facets. They round out and complement the existing measures, listed in Appendix 1 of this document.

The Strategy targets two problems: sexual assault and sexual exploitation. Taboo subjects that arouse prejudice anchored in the dynamic of unequal power relationships, sexual assault and sexual exploitation engender numerous detrimental consequences among victims, the people around them and society in general.

During the consultations that preceded the elaboration of the Strategy, it was apparent that sexual assault and sexual exploitation are problems that in several ways share common characteristics. First, sexual assault and sexual exploitation are acts that seek to subjugate a person through an abuse of power that can lead to the use of force, coercion, an implicit or explicit threat, or other types of manipulation. The victims of sexual assault or sexual exploitation are then at risk of being subjected to other forms of violence such as physical or psychological violence and are thus exposed to numerous after-effects. Lastly, sexual assault and sexual exploitation undermine fundamental rights, in particular dignity, physical and psychological integrity and individual security.

That being the case, it should be noted that sexual assault and sexual exploitation are problems that also have specific characteristics. The Strategy takes into account this observation and proposes several initiatives pertaining in particular to them.

THE STRATEGY TARGETS TWO PROBLEMS: SEXUAL ASSAULT AND SEXUAL EXPLOITATION.

Beyond the government's commitments presented in this document and the initiatives of community organizations that help victims, especially the centres d'aide et de lutte contre les agressions à caractère sexuel (CALACS), it is important to emphasize that sexual violence concerns society as a whole. Each individual and each living environment can contribute to the attainment of the Strategy's objectives. For this reason, special attention is focused on public awareness.

Women and children are the main victims of sexual violence. The situation of certain groups in the population makes them more vulnerable to such violence. In this respect, the disabled, Aboriginal peoples, refugees, immigrants or members of the ethnocultural minorities, seniors, prostitutes, and lesbian, gay, bisexual and trans (LGBT) individuals come to mind. The victims do not constitute a homogeneous group. The Strategy takes into account their specific situations and realities.

SEXUAL VIOLENCE IN ABORIGINAL POPULATIONS

The initiatives stemming from this Strategy will be carried out for the benefit of all Quebecers, including the Inuit and the First Nations. To respond to the problem of sexual violence in Aboriginal communities with concrete measures better adapted to their situation, the government is nonetheless advocating separate intervention that will take into consideration particularities and differences, especially cultural and sociological ones, specific to the First Nations and the Inuit. Consequently, the measures to satisfy the needs of Aboriginal populations with respect to sexual violence will be elaborated separately within the framework of a specific government approach, which will incorporate the government's initiatives in response to an array of Aboriginal social issues. This comprehensive approach will take into account ongoing deliberations by the Québec government concerning Aboriginal social development. The measures focusing, in particular, on sexual violence will hinge, among other things, on the recommendations of the Committee on Citizen Relations at the conclusion of the Self-initiated order

**TABOO SUBJECTS THAT AROUSE
PREJUDICE ANCHORED IN THE
DYNAMIC OF UNEQUAL POWER
RELATIONSHIPS, SEXUAL ASSAULT
AND SEXUAL EXPLOITATION
ENGENDER NUMEROUS
DETRIMENTAL CONSEQUENCES
AMONG VICTIMS, THE PEOPLE
AROUND THEM AND SOCIETY
IN GENERAL.**

STATISTICS

Police statistics from the Ministère de la Sécurité publique² are the main validated data source used to catalogue and monitor changes in sexual offences in Québec. It should be noted that sexual offences include sexual assault, sexual assault with a weapon and aggravated sexual assault and other sexual offences, including sexual touching, sexual exploitation, incest, corrupting children, and luring a child by means of a computer system*.

Moreover, it should be emphasized that according to the 2014 General Social Survey - Victimization (GSS)³, sexual assault reporting rates were estimated at only 5%. Existing data in this field are fragmentary and must be interpreted accordingly.

In Québec, as elsewhere in the world, women and girls are predominantly the victims of sexual offences. Indeed, police statistics for 2014 focusing on sexual offences indicate that 84% of the victims are female and 96% of the alleged offenders are male.

* This category of offences mainly concerns crimes committed against minors. It should be noted that this category affects the overall profile of sexual offence victims.

assigned to it by the National Assembly concerning Aboriginal women's living conditions as affected by sexual assault and domestic violence.

In 2014, in Québec

Police forces compiled

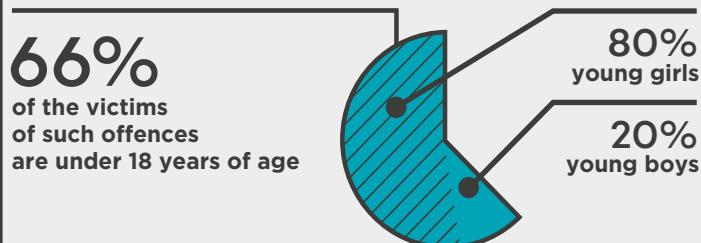
5 340 | sexual offences

Police data indicate in respect of the offences overall that:

84% of the victims of sexual offences are girls and women

66%

of the victims of such offences are under 18 years of age



96% of the alleged offenders are male

75% are man

25% are boys

84,2% of young victims and

78,8% of adult victims know the alleged offender.

It should be noted that the statistics reflect sexual offences reported in a given year and not necessarily in the year in which they were committed.

THE CONSULTATIONS

In 2014, government representatives met with more than 35 organizations concerned with the problem of sexual assault to discuss various challenges and initiatives to be carried out in this respect.

In the fall of 2014, in conjunction, among other things, with the #BeenRapedNeverReported movement, many sexual assault victims shared their experience publicly. On November 25, 2014, the National Assembly unanimously adopted a motion, which read in part:

"THAT the Members of the National Assembly proudly wear the white ribbon during the Days to End Violence Against Women campaign as a symbol of their non-partisan solidarity to end violence against women, which simply cannot be tolerated in a society that upholds justice and equality;

THAT the National Assembly acknowledge the recent wave of sexual assault accusations appearing in the Québec media;

THAT it recognize that sexual violence, mainly directed toward women, is an extremely serious social problem that concerns everyone;

THAT it encourage victims to report all forms of assault to the appropriate authorities and that it urge the Government to continue to improve on the services currently available to victims;"

In the wake of this motion, the members of the Committee on Citizen Relations heard 18 organizations in March 2015, which were asked to express an opinion on the *Rapport sur la mise en œuvre du Plan d'action gouvernemental 2008-2013 en matière d'agression sexuelle* and to share their perspective of the challenges and the solutions to be prioritized in the future. In June and September of the same year, the Forum itinérant en matière d'agression sexuelle was held in Montréal, Rivière-du-Loup and Gatineau and assembled 100 participants. The organizations were also invited to contribute to the reflection by submitting in writing to the Secrétariat à la condition féminine their comments and proposals.

 **THAT IT RECOGNIZE THAT SEXUAL VIOLENCE, MAINLY DIRECTED TOWARD WOMEN, IS AN EXTREMELY SERIOUS SOCIAL PROBLEM THAT CONCERNSS EVERYONE.** 

Twelve regional and supraregional meetings and specific consultations were organized in 2013-2014 with respect to sexual exploitation. More than 250 public, parapublic, membership-based, community, university and research organizations were consulted to ascertain their perspectives and recommendations concerning the problem.

Specific consultations were also conducted in 2013 and 2014 among Aboriginal organizations⁴ to better grasp the challenges that communities and the Aboriginal peoples in urban environments are facing and to better understand the concerns of organizations with respect to sexual assault and sexual exploitation.

These viewpoints gave rise to comprehensive reflection on the problem of sexual violence and were considered in conjunction with the elaboration of this Strategy.

Within the government, the expertise and knowledge of government departments and bodies was employed to identify priority issues and to pursue deliberations aimed at elaborating concrete measures to respond to them.

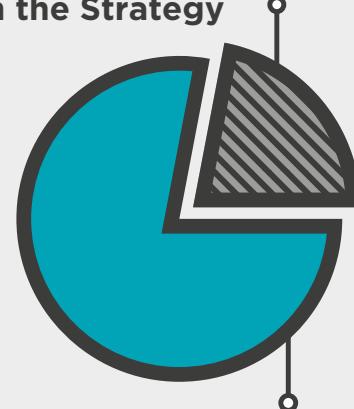
Total budget allocated

\$200 million

over the next 5 years

**to prevent and counteract
sexual violence**

**\$44 million
to implement
the 55 measures
in the Strategy**



**\$156 million
allocated to the
recurrent initiatives**

INVESTMENTS

The *2016-2021 Government Strategy to Prevent and Counteract Sexual Violence* implements new concrete action or measures that include innovative aspects. An overall budget of \$44 million, including \$26 million in new appropriations, has been earmarked to implement the 55 measures in the Strategy.

It is worth noting that a considerable number of initiatives pertaining to sexual assault and sexual exploitation are recurrent and are funded from the appropriations of government departments and bodies. In addition to the funds invested to implement the Strategy, the total budget allocated to the recurrent initiatives over the next five years is estimated at \$156 million.

The Québec government will devote \$200 million over the next five years to preventing and counteracting sexual violence.

THE PROMOTION OF EGALITARIAN RELATIONSHIPS BETWEEN WOMEN AND MEN AND SEXUALITY EDUCATION

THE PROMOTION OF EGALITARIAN RELATIONSHIPS

Numerous government initiatives to achieve gender equality are acting as levers to support the fight against sexual violence. The 2007-2010 and 2011-2015 action plans to promote gender equality led to the implementation of measures focusing on the security and physical and psychological integrity of women but also targeted the emergence of egalitarian relationships free of violence, especially sexual violence.

A concern for complementarity between the promotion of egalitarian relationships and the prevention of sexual violence will continue to guide several government initiatives in this regard. The implementation of the measures in this Strategy will be bolstered by the place reserved in the future government strategy for gender equality for initiatives aimed at counteracting sexual and sexist stereotypes and measures to promote egalitarian models and behaviour.

SEXUALITY EDUCATION

Sexuality education is contributing to promoting egalitarian relationships and is a means of preventing sexual abuse. Sexuality education for young people was mentioned as a particularly crucial issue during the consultations on sexual assault, sexual exploitation and gender equality. The recurrence and consistency of comments in this respect emphasize the importance of broaching and proposing government action targeted along these lines.

**SEXUALITY EDUCATION
IS CONTRIBUTING TO PROMOTING
EGALITARIAN RELATIONSHIPS
AND IS A MEANS OF PREVENTING
SEXUAL VIOLENCE.**

In this respect, it is worth noting that in 2015, the Ministère de l'Éducation et de l'Enseignement supérieur launched a two-year pilot project to implement sexuality education aimed at students from preschool to the end of secondary school. The learning seeks, in particular, to enable students to better understand sexuality and encourage them to reflect on certain questions such as messages on sexuality in public space, sexual stereotypes and the use of social networks.

GENDER-BASED ANALYSIS

The *2016-2021 Government Strategy to Prevent and Counteract Sexual Violence* adheres to the approach initiated in 1997 by the Québec government that seeks to integrate gender-based analysis (GBA) into public policies and thereby promote the attainment of gender equality. This approach seeks to recognize the differentiated realities and needs of women and men when government action is pinpointed, planned and implemented. The GBA was thus used to elaborate this document both as regards the observations established and to identify the orientations and objectives.

In this respect, each government department and body that is a partner in the Strategy undertakes, when possible, to integrate the GBA into the implementation of the measures for which it is responsible.

THE STRUCTURE OF THE STRATEGY

The *2016-2021 Government Strategy to Prevent and Counteract Sexual Violence* comprises three interdependent, complementary themes:

- » Prevent
- » Intervene with respect to the psychosocial, medical, legal, police and correctional dimensions
- » Develop knowledge and share expertise to act more effectively

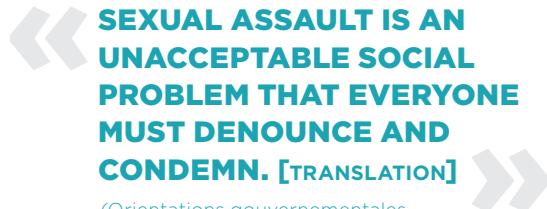
The initiatives presented with respect to each of the themes target certain objectives whose attainment will be subject to rigorous follow-up.

**SEXUAL VIOLENCE IS
EVERYBODY'S CONCERN.**



SEXUAL ASSAULT

The Québec government's initiatives to combat sexual assault are based on the *Orientations gouvernementales en matière d'agression sexuelle* (government policy directions), and on the legislation governing the problem (see the "Legal framework" section). The government policy directions define, among other things, the guiding principles aimed at structuring initiatives pertaining to sexual assault. The principles stipulate, in particular, that sexual assault is criminal, that it is an act of power and domination committed by one person against another that victims must be supported and that sex offenders must acknowledge and assume criminal responsibility for the acts they have committed.



SEXUAL ASSAULT IS AN UNACCEPTABLE SOCIAL PROBLEM THAT EVERYONE MUST DENOUNCE AND CONDEMN. [TRANSLATION]

(Orientations gouvernementales,
Guiding principle N° 5, p. 24)

Since the publication of the government policy directions, two government action plans (2001-2006 and 2008-2013) have been implemented. The action plans have significantly improved services and access to them, adapted intervention to the victims' needs, and broadened the knowledge of interveners from the milieus concerned by the problem of sexual assault.

Because of their relevance, numerous measures stemming from the action plans are now integrated into the practices of government departments and bodies and their implementation is continuing. The measures represent substantial annual investments and many of them are under the responsibility of the Ministère de la Santé et des Services sociaux.

SEXUAL ASSAULT⁵

Sexual assault is an act of a sexual nature, with or without physical contact, committed by an individual without the consent of the target person, or in certain cases, notably in those of children, involving affective manipulation or blackmail. It is an act aiming at subjecting somebody else to one's own impulses by abuse of power, use of force or constraint, or by implicit or explicit threat. Sexual assault violates fundamental rights, in particular a person's right to physical and psychological integrity and safety.

This definition applies regardless of the age, sex, culture, religion, and sexual orientation of the victim or attacker, the type of sexual assault committed, the place or environment in which it occurs, and the nature of the relationship between the victim and the offender.

The entire array of ongoing government initiatives regarding sexual assault (see the list in Appendix I) constitute a solid foundation for the new measures presented in this Strategy.

BECAUSE OF THEIR RELEVANCE, NUMEROUS MEASURES STEMMING FROM ACTION PLANS ARE NOW INTEGRATED INTO THE PRACTICES OF GOVERNMENT DEPARTMENTS AND BODIES AND THEIR IMPLEMENTATION IS CONTINUING.

PRIORITIES IN THE REALM OF SEXUAL ASSAULT

1 HEIGHTEN AWARENESS AND INFORM TO CHANGE BEHAVIOUR

According to a survey conducted in 2016, Quebecers recognize that sexual assault is a criminal act subject to penal measures⁶. On the other hand, certain taboos, myths, prejudices and stereotypes persist and can lead to a distorted perception of sexual assault in society. The trivialization of certain gestures can give the impression that several forms of sexual assault are socially accepted and can also curb disclosure, denunciation or the mobilization of witnesses.

Public awareness and the mobilization of living environments can help to change behaviour. Indeed, educational institutions, sport environments, the workplace and facilities that shelter or provide care for the disabled are important sites for engaging in prevention and awareness-raising.

- » Over the next five years, **awareness campaigns** will be carried out. They will take different forms and target specific segments of the population or environments, such as higher education. Emphasis will be placed on the use of an array of means of communication, including the social media.

2 SUPPORT THE VICTIMS

During the consultations that helped to highlight the challenges that sexual assault poses, a number of participants emphasized the importance of facilitating the victims' transition in the legal system. Indeed, information stemming from support groups, statistics and research shows that victims are reluctant to disclose⁷ their situation to someone and even more reluctant to denounce assault to the police. It is worth noting that the relationship between the victim and the attacker is a major consideration for a number of victims in the decision whether or not to denounce sexual assault. For the victim, to denounce a known aggressor may imply the disclosure of her situation to her loved ones and the people around her, exposure to the judgment of her peers and the weakening of family ties. The denunciation can also affect the determination of her living environment and access to the services that she needs, as in the case of a person with a disability. It should be stressed that in the vast majority of sexual assault cases the victim knows the aggressor.

That being the case, denunciation and the judicial proceedings that can stem from it represent for certain victims a means of regaining control over their situation. Consequently, the availability of specific services and support for the victims better equips them to reduce the difficulties linked to the transition to court.

To this end, several measures will be implemented, including:

- » **the adoption of a meeting program** between criminal and penal prosecuting attorneys and the victims;
- » **the acquisition of mobile videoconferencing systems** to promote the **accessibility of tele-testimony** during legal proceedings.

3 SUPPORT INTERVENTION

Sexual assault affects all socioeconomic backgrounds and all social groups: women and children, but also the disabled, the Aboriginal peoples, seniors, LGBT individuals, men, members of the ethnocultural minorities, and so on. It is essential to train the interveners who work with sexual assault victims to foster the sharing of a common perspective of the problem and adapt practices to the varied realities and needs of the victims and to emerging challenges. The complementarity of intervention by organizations devoted to sexual assault is also an important factor to ensure adequate support for the victims.

Provision has been made for an array of measures to support and optimize initiatives aimed at sexual assault victims, including:

- **the design and provision of training** for interveners in the realm of sexual assault and for professional staff in the health and social services network;
- **support for the Centre d'expertise Marie-Vincent** with respect to the training that it offers concerning intervention among young Aboriginal children who are the victims of sexual assault and their families;
- **training for the staff of the Office des personnes handicapées du Québec**, which offers direct services to the disabled, their families and loved ones, concerning the problem of sexual assault;
- **training for interveners** in the centres d'aide aux victimes d'actes criminels (CAVAC) network **concerning specific intervention among child witnesses**.

4 DEVELOP KNOWLEDGE TO ACT MORE EFFECTIVELY

While the knowledge developed in Québec concerning sexual assault sheds some light on the matter, there is no complete picture of victimization in Québec's population in relation to the problem. What is more, a number of interveners have stressed that knowledge concerning the realities and needs of certain vulnerable sexual assault victims must be broadened. The pooling and sharing of data, analyses and best practices will engender in-depth knowledge that makes it possible to better prevent sexual assault and react effectively to it. This will also lead to the development of ties between a number of interveners, thereby fostering the coherence and complementarity of initiatives.

- An overview of different types of **sexual violence committed against LGBT individuals** will be produced to better grasp the needs of this population.



SEXUAL EXPLOITATION

Sexual exploitation is a problem that exists in all regions of Québec. As is true of sexual assault, women and minors are over-represented among the victims of sexual exploitation.

While it affects individuals from all backgrounds, some organizations have pinpointed poverty, social exclusion, running away and homelessness as risk factors linked to sexual exploitation. Symptoms of post-traumatic stress disorder and physical and mental health, drug addiction and social isolation problems have been observed, especially by interveners in the field, among many individuals who are sexually exploited^{8,9}. It is advisable to take into account all of these problems and guide the victims to the appropriate support services.

SEXUAL EXPLOITATION IS A PROBLEM THAT EXISTS IN ALL REGIONS OF QUÉBEC.

The problem of the sexual exploitation of minors calls for special consideration from the standpoint of prevention and intervention. In its advisory opinion La prostitution: il est temps d'agir (2012), the Conseil du statut de la femme emphasized that “research reveals that more than 80% of adult prostitutes in Canada began to prostitute themselves as minors [and that] the average age for entry into prostitution is between 14 and 15 years of age”¹⁰. [TRANSLATION]

IN CANADA, THE AVERAGE AGE FOR ENTRY INTO PROSTITUTION IS BETWEEN 14 AND 15 YEARS OF AGE. [TRANSLATION]

SEXUAL EXPLOITATION

Sexual exploitation is a complex problem, in particular because of the different contexts in which it can occur, e.g. prostitution, erotic massage parlours, strip clubs, and so on, and the attendant criminal activity such as procuring, human trafficking for the purpose of sexual exploitation, the purchase of sexual services, and so on. Through its numerous forms, sexual exploitation usually implies a situation, a context or a relationship in which one individual takes advantage of the vulnerability or the dependency of a person, or an unequal power relationship, in order to use the person's body for sexual purposes for his personal benefit. The benefit can be pecuniary, social or personal, such as sexual gratification, or any other form of advantage.

In this Strategy, the victims of sexual exploitation are deemed to include the victims of human trafficking for the purpose of sexual exploitation. Furthermore, the Strategy broaches more specifically the problem of prostitution, since prostitutes are at high risk of being the victims of sexual exploitation.

Certain crimes linked to sexual exploitation, such as procuring and human trafficking, are covered by the *Criminal Code* (see the “Legal framework” section) and are a display of an abuse of power that cannot be tolerated in a society that defends gender equality and the right of every individual to physical and psychological integrity. However, its illicit, clandestine nature means that sexual exploitation can seem like a marginal phenomenon, which can lead to its trivialization and the underestimation of its magnitude and repercussions on the victims and society.

Even so, in Québec as elsewhere in the world, lucrative activities linked to the sex industry and prostitution in various forms are firmly rooted¹¹ and are partly controlled by criminal networks, including street gangs¹². Strip clubs, sex bars¹³, erotic massage parlours, escort agencies and the street are all places^{14, 15} where individuals, predominantly women and adolescent girls, are sexually exploited or at high risk of being so: “A conservative estimate of the sexual services offered in Québec established at more than 2 600 000 the number of transactions related to commercial prostitution in a given year. Considering the high number of venues that offer sexual services in Québec, it is important to understand that the figure could be higher¹⁶.”

[TRANSLATION]

THE ADOPTION BY THE FEDERAL PARLIAMENT OF THE PROTECTION OF COMMUNITIES AND EXPLOITED PERSONS ACT MAKES IT ILLEGAL TO PURCHASE SEXUAL SERVICES AT ANYTIME, ANYWHERE.

PROSTITUTION AND SEXUAL EXPLOITATION

The Bedford judgement handed down in December 2013 by the Supreme Court of Canada¹⁷ led to significant legislative amendments in the realm of prostitution and the fight against sexual exploitation. The adoption by the federal Parliament of the Protection of Communities and Exploited Persons Act¹⁸ makes it illegal to purchase sexual services at anytime, anywhere. New offences related to procuring and the exploitation of others through prostitution have been established, others have been updated, and most of the offences related to prostitution are now deemed to be offences against the person¹⁹. Prostitutes are deemed to be exposed to exploitation and violence and have, to a large extent, been decriminalized²⁰.

GOVERNMENT ACTION WITH RESPECT TO SEXUAL EXPLOITATION

Since 2007, in particular in conjunction with the 2007-2010 and 2011-2014 Québec response plans to street gangs, the government has supported numerous organizations concerned with the problem of sexual exploitation to enable them to carry out activities devoted to prevention, intervention and research on the topic. More specifically, public funding has enabled the organizations to carry out initiatives aimed at preventing or reducing the incidence of recruiting of adolescent girls and boys for the purpose of sexual exploitation, organizing conferences and awareness-raising measures, among other things in the schools, offering support and guidance to sexually exploited individuals and documenting their needs.

The initiatives are in addition to recurring government measures aimed, for example, at the suppression by the police of sexual offences including the sexual exploitation of children on the Internet, or initiatives to reduce the ravages of prostitution on the health and safety of the individuals concerned and screening by the health and social services network of sexually transmitted and blood-borne infections.

Based on experience in recent years and the knowledge and practices developed, this Strategy proposes concrete, targeted action focusing on prevention and intervention aimed at the victims of sexual exploitation or individuals at risk of being exploited, and on the suppression of the attendant criminal activity.

PRIORITIES IN THE REALM OF SEXUAL EXPLOITATION

1 PREVENT THE RECRUITING OF MINORS

Despite the limited information available on the profile of the victims of sexual exploitation in Québec, the Portrait provincial du proxénétisme et de la traite de personnes (2013) gave rise to two key observations:

- “Victims come from all socioeconomic backgrounds but pimps appear to target individuals from disadvantaged socioeconomic backgrounds.
- The victims are often vulnerable young girls who are at risk, such as runaways or girls placed in reception centres”²¹. [TRANSLATION]

Pimps use several methods to manipulate their victims: they can resort to non-coercive means such as seduction or deceit, and coercive means such as social isolation, especially by moving the victim from one city to another or by means of illegal confinement²². The social media and the Internet are, generally speaking, recruiting tools used by pimps, who can tempt young people with a glamorous vision of prostitution. Because of their vulnerability, numerous adolescent girls targeted by pimps are trapped by the criminals and gradually drawn into a situation where they are exposed to exploitation and violence. Of the 437 victims of procuring considered in the Portrait provincial du proxénétisme et de la traite de personnes, 39% were minors (the average age of the victims was 20 and more than 90% of them were female)²³. To protect young people, especially adolescent girls, from the risk of sexual exploitation, and to prevent them from taking up prostitution:

- a **prevention and intervention program devoted to the sexual exploitation of young people** will be established. It will support local prevention projects elaborated in collaboration with partners and community interveners;
- **awareness-raising activities** that target, in particular, young girls at risk of sexual exploitation will be carried out.

2 CURB CRIME LINKED TO SEXUAL EXPLOITATION

The suppression of criminal activity linked to sexual exploitation and human trafficking for the purpose of sexual exploitation requires the development of cutting-edge expertise, specialized investigation techniques and partnerships between police forces.

To cope with the complexity of such criminal activity and bolster suppression:

- **police action** in this respect will be **stepped up** on an interregional basis in Québec;
- a new **Comité de concertation de lutte contre l'exploitation sexuelle des enfants sur Internet** of the Directeur des poursuites criminelles et pénales will be responsible for coordinating proceedings and ensuring the pooling of expertise in this respect.

3 SUPPORT INDIVIDUALS WISHING TO LEAVE PROSTITUTION

The Conseil du statut de la femme has noted that “investigations conducted in different countries reveal that 89% or more of women prostitutes want to abandon prostitution²⁴.” [TRANSLATION] Several Québec organizations devoted to helping prostitutes confirm this predominant desire.

However, it has also been noted that the abandonment of prostitution is a lengthy process, one in which relapses occur frequently. Indeed, many prostitutes are sorely afflicted from the standpoint of their physical and mental health, display symptoms of post-traumatic stress disorder, are socially isolated, and have limited resources. Access to support adapted to their situation can help them to abandon prostitution but also to avoid a relapse, which poses an array of challenges and obstacles.

- To support individuals who wish to abandon prostitution, **a pilot project involving resource persons** will be carried out in certain cities in Québec. The resource persons will guide those wishing to leave prostitution through the steps that enable them to do so.

4 DEVELOP KNOWLEDGE TO ACT MORE EFFECTIVELY

Sexual exploitation encompasses an array of parties, including victims, pimps and clients who create demand for sexual services and who come from all backgrounds and social classes²⁵. The solutions applied to the problem of sexual exploitation must take into account the complexity of the problem and the interveners concerned.

- Since knowledge in this respect must be broadened, initiatives are planned aimed at **better understanding, in particular, the magnitude of sexual exploitation**, the risk factors, the profile and development of the individuals exploited, and the impact of prostitution on girls and women.



THE LEGAL FRAMEWORK

As noted earlier, this Strategy principally targets two issues, sexual assault and sexual exploitation, which are covered by a provincial and federal statutory framework. To provide an overview of the framework, certain facets of the applicable legislation are examined below, either because they establish the criminal nature of behaviour associated with the problems, or because they structure social-legal intervention among the adults and children who are the victims of it.

THE CRIMINAL NATURE OF SEXUAL ASSAULT AND SEXUAL EXPLOITATION

The problems of sexual assault and sexual exploitation within the meaning of this Strategy can manifest themselves in several forms, some of which are explicitly prohibited by the *Criminal Code*²⁶.

First, in Canadian law, sexual assault is an assault that is committed in circumstances of a sexual nature such that the sexual integrity of the victim is violated²⁷. Accordingly, for an individual to be convicted of the offence of sexual assault, the prosecutor must prove beyond any reasonable doubt:

- sexual touching;
- the sexual nature of the contacts;
- the absence of the victim's consent²⁸;
- "the [defendant's] intention to engage in sexual touching"²⁹;
- "the knowledge of the absence of consent by the victim or a lack of concern or wilful blindness in this respect"³⁰.

The *Criminal Code* defines consent as voluntary agreement to sexual activity and specifies several situations in which it cannot be inferred. Such is the case, for example, if the consent is given by a person who is incapable of forming it or if the consent is expressed by a third party. What is more, consent cannot be inferred when the defendant has encouraged the sexual activity through a breach of trust or an abuse of power. The same is true when behaviour or words are evidence of the absence of agreement to engage in the sexual activity, even if such behaviour or words occur after consent has been manifested³¹.

As a general rule³², consent by a person under 16 years of age cannot be offered as a means of defence against an accusation of sexual assault. To protect children and adolescents, the *Criminal Code* also prohibits sexual touching, i.e. touching part of the body for sexual purposes, and incitement to sexual touching, i.e. inviting, engaging in or encouraging touching for a sexual purpose, involving a person under 16 years of age. Such gestures are also prohibited in respect of an adolescent between 16 and 18 years of age when a situation of authority or trust exists in respect of the adolescent³³.

It should be noted that the provisions respecting sexual offences, subject to the exceptions stipulated concerning the proximity of age, also apply to adolescents between 12 and 17 years of age, in accordance with the *Youth Criminal Justice Act*³⁴.

Aside from offences relating to the problem of sexual assault, the criminal nature of certain activities that can be linked to sexual exploitation is also reflected in the *Criminal Code*.

Indeed, the *Criminal Code* contains several offences related to prostitution, such as obtaining sexual services for compensation (the purchase of sexual services), communication with a view to obtaining such services, obtaining a financial or material benefit stemming from the delivery of such services by others, procuring and knowingly advertising to offer the sexual services of others for compensation³⁵.

Human trafficking, in particular when committed for the purpose of sexual exploitation, obtaining a material benefit from human trafficking and the retention or destruction of documents for this purpose, are also offences prohibited by the *Criminal Code*. Trafficking in persons is defined as recruiting, transporting, transferring, receiving, holding, concealing or harbouring a person, or exercising control, direction or influence over the movements of a person, for the purpose of exploiting them or facilitating their exploitation³⁶.

Since 2002, an individual has also been prohibited from communicating by a means of telecommunication such as a computer with a person under 18 years of age with a view to facilitating the perpetration of a sexual offence or luring the person³⁷.

It goes without saying that sexual offences other than those already mentioned can be linked to sexual assault or sexual exploitation as targeted by this Strategy. Take, for example, the production of child pornography³⁸, incest³⁹ or the non-consensual distribution of intimate images⁴⁰. Lastly, it may well be that offences that are not of a sexual nature, such as assault, threats, illegal confinement or harassment, are present when sexual assault or sexual exploitation occurs.

OTHER LEGISLATIVE PROVISIONS

Other statutes, which do not establish as criminal offences behaviour related to sexual assault or sexual exploitation, apply to these problems.

For example, the *Charter of human rights and freedoms*⁴¹ and the *Canadian Charter of Rights and Freedoms*⁴² affirm the individual's right to life, freedom, safety and integrity and stipulate that individuals enjoy certain legal guarantees in their relations with the State and the criminal justice system.

The *Youth Protection Act*⁴³ applies to children or adolescents whose security or development is or can be deemed to be compromised. Such is the case, in particular, when a child or an adolescent is subjected to psychological mistreatment, sexual abuse or physical mistreatment⁴⁴. Anyone who observes that the security or development of a minor is or may be deemed to be compromised must report the matter to the director of youth protection.

What is more, the *Act respecting assistance for victims of crime*⁴⁵ applies to anyone who, in the course of an indictable offence committed in Québec, sustains bodily or psychological injury or a tangible loss, whether or not the perpetrator of the criminal act has been identified, arrested, prosecuted or convicted⁴⁶. The Act also applies to the victim's loved ones and dependants⁴⁷. It recognizes that such individuals have the right to be treated courteously, fairly and with understanding, to be informed, compensated under certain conditions and protected, and to obtain the assistance services appropriate to their situation. Moreover, the Bureau d'aide aux victimes d'actes

criminels in the Ministère de la Justice is responsible, among other things, for promoting victims' rights, ensuring the development of assistance programs for victims and fostering the establishment and maintenance of the centres d'aide aux victimes d'actes criminels (CAVAC).

As for the *Act respecting assistance and compensation for victims of crime*⁴⁸, it enables crime victims, including sexual assault victims, to obtain financial compensation for the bodily and psychological injury and tangible loss sustained and reimbursement for the medical and paramedical care provided for their rehabilitation⁴⁹. The Act applies whether or not the aggressor has been prosecuted or found guilty of the offence⁵⁰.

The *Canadian Victims Bill of Rights* also confers certain rights on crime victims, including the victims of sexual assault or sexual exploitation offences. The rights have been divided into four main categories, i.e. the right to information, the right to protection, the right to participation and the right to restitution. It should be emphasized that such rights must be exercised through the means stipulated by the Act. Accordingly, the *Criminal Code* establishes a series of procedural safeguards intended for victims and vulnerable witnesses. For example, when certain criteria are satisfied, the court may authorize the witness to testify in the presence of a support person⁵¹, or to do so outside the courtroom, behind a screen or by means of closed-circuit television⁵². In the same way, it is sometimes possible to hold an in camera hearing⁵³, appoint a lawyer to conduct the cross-examination when the defendant represents himself⁵⁴ or to issue publication ban orders⁵⁵.

Lastly, the *Civil Code of Québec*⁵⁶ stipulates, among other things, that a person who wishes to be compensated for harm sustained during an act that may constitute a criminal offence has up to 10 years starting on the date on which he learns that the injury is attributable to the act in which to take a legal action. The time limit is, however, 30 years if the injury results from sexual assault, violence sustained during childhood, or the violence of a spouse or a former spouse. Consequently, the 10- and 30-year time limits are not calculated commencing on the date of the crime but instead starting on the day on which the victim realizes that the physical injury is attributable to the crime.

Furthermore, the Québec government has committed itself to conforming to the obligations stipulated in several international instruments ratified by Canada that deal with violence against women and children, in particular the *Convention on the Elimination of All Forms of Discrimination Against Women*⁵⁷ and its optional protocol⁵⁸, the *Convention on the Rights of the Child*⁵⁹ and the *Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography*⁶⁰, and the *United Nations Convention on the Rights of Persons with Disabilities*⁶¹, whose preamble recognizes that “women and girls with disabilities are often at greater risk, both within and outside the home of violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation.” The first two conventions mentioned recognize, among other things, that sexual assault is a form of discrimination against women.

To conclude, it should be noted that Canada ratified the *United Nations Convention against Transnational Organized Crime*⁶² and its protocols, including the protocol aimed at preventing, suppressing and punishing human trafficking, especially women and children⁶³, and that it supported the adoption by the United Nations General Assembly of the *Declaration on the Elimination of Violence against Women*⁶⁴, which recognizes that violence against women violates human rights and fundamental freedoms.



ACTIONS

THEME 1 PREVENT

THEME 2 INTERVENE WITH RESPECT TO
THE PSYCHOSOCIAL, MEDICAL, LEGAL,
POLICE AND CORRECTIONAL DIMENSIONS

THEME 3 DEVELOP KNOWLEDGE AND
SHARE EXPERTISE TO ACT MORE EFFECTIVELY

THEME 1 PREVENT

The prevention of sexual violence seeks to strengthen social opprobrium of such abuse, combat its trivialization and promote egalitarian, respectful relationships. More specifically, it targets the protection of individuals who are more vulnerable to sexual violence. Prevention hinges, in particular, on information and public awareness and the mobilization of different living environments.

OBJECTIVE 1.1

Inform, heighten public awareness and mobilize Quebecers concerning sexual assault, sexual exploitation and the attendant myths and prejudices

Societal changes rely on information and heightened public awareness. Access to accurate, up-to-date information on sexual violence and its different manifestations and existing aid resources enables victims to turn to the services they may need and helps their loved ones to understand what they are experiencing and to support them. Awareness-raising activities dispel persistent myths and prejudices concerning sexual violence. It also helps to mobilize individuals by presenting concrete examples of the role that each one can play in preventing and combating sexual violence.

INFORMATION, AWARENESS-RAISING AND PREVENTION ACTIVITIES

ACTION 1 CARRY OUT SEXUAL VIOLENCE AWARENESS CAMPAIGNS

Multi-faceted awareness campaigns that take into account persistent problems and challenges will be carried out. They will focus on the general public, living environments (higher education, the sports community, and so on) or targeted groups such as young people, vulnerable individuals, witnesses of sexual violence and LGBT individuals.

The campaigns will rely on various means of communication geared to the target audience, including the traditional media, websites, the social media, brochures and other documents.

Coordinator: SCF

Collaborators: DPCP, FAMILLE, MEES, MIDI, MJQ, MJQ (BLCH), MSP, MSSS, MTESS, OPHQ, SAA, SCG

ACTION 2 DEVELOP AND IMPLEMENT INFORMATION AND AWARENESS-RAISING TOOLS AIMED AT ADOLESCENTS CONCERNING THE MYTHS AND REALITIES LINKED TO PROSTITUTION

Pimps use several methods to manipulate their victims, in particular non-coercive means such as seduction and deceit and tempt young people, in particular, with a “glamorous” vision of prostitution. Because of their vulnerability, certain adolescents are targeted by the criminal milieu and are thus gradually drawn into sexual exploitation.

Information and awareness-raising tools aimed at adolescents, in particular those who may be at risk of being recruited to engage in prostitution, will be elaborated and implemented.

Coordinator: SCF

Collaborators: MEES, MJQ, MSP, MSSS

ACTION 3 INVENTORY THE INFORMATION TOOLS AIMED AT PEOPLE WITH DISABILITIES

To be able to recognize sexual assault, people with disabilities must be able to understand unacceptable behaviour. It is necessary to adapt the information tools intended for such individuals to enable them to understand the sexual assault that they commit or to which they are subjected.

Coordinator: MSSS

Collaborator: OPHQ

ACTION 4 PROMOTE THE DISSEMINATION IN THE HEALTH AND SOCIAL SERVICES NETWORK OF SEXUALITY EDUCATION INITIATIVES FOR PEOPLE WITH INTELLECTUAL DISABILITIES OR AN AUTISM SPECTRUM DISORDER AND INFORMATION CAMPAIGNS FOR FAMILIES FOCUSING ON THEIR YOUNG OR ADULT CHILDREN'S SEXUALITY

The health and social services network now offers sexuality education programs designed for people with intellectual disabilities or an autism spectrum disorder.

To maximize the programs' positive impact and ensure their availability throughout the province, it is important to promote their dissemination and knowledge sharing. What is more, for people with acute or profound intellectual disabilities in particular, information aimed at parents is essential to prevent sexual assault and revictimization.

Coordinator: MSSS

ACTION 5**TRANSMIT TO IMMIGRANT WOMEN INFORMATION AIMED AT PREVENTING SEXUAL ASSAULT AND SEXUAL EXPLOITATION, THROUGH THE NETWORK OF SERVICE PROVIDERS IN THE MINISTÈRE DE L'IMMIGRATION, DE LA DIVERSITÉ ET DE L'INCLUSION**

Immigrant women and women from the ethnocultural minorities may not be sufficiently aware of their rights and recourse with respect to sexual assault and sexual exploitation, which makes them more vulnerable.

This action seeks to strengthen the role of service providers in the Ministère de l'Immigration, de la Diversité et de l'Inclusion in the dissemination of information that enables the women concerned to recognize and name the sexual violence of which they are the victims and to use existing aid resources.

Coordinator: MIDI

ACTION 6**SUPPORT PROJECTS AIMED AT PREVENTING AND COUNTERACTING SEXUAL VIOLENCE OF LESBIAN, GAY, BISEXUAL AND TRANS (LGBT) INDIVIDUALS**

This action will support specific initiatives aimed at preventing and counteracting sexual violence against LGBT individuals. It might also contribute to the subsequent establishment of actions adapted to such individuals.

In light of its expertise, the Bureau de lutte contre l'homophobie (BLCH) in the Ministère de la Justice will be closely linked to the realization of this action.

Coordinators: MJQ, SCF

Collaborators: MJQ (BLCH)

OBJECTIVE 1.2**Support the mobilization of living environments in their efforts to prevent and detect sexual assault**

In living environments such as childcare centres, higher education institutions, sports teams and care centres there is a desire to contribute to the prevention and detection of sexual assault. To support the role that living environments can play, provision will be made for actions that respond to their need to be informed and properly equipped.

CHILDCARE SERVICES**ACTION 7****REVIEW THE PROCEDURES RESPECTING CHILDREN'S SECURITY AND OVERSIGHT OF CHILDCARE SERVICES**

The *Educational Childcare Act* seeks to promote the quality of educational childcare services provided by the childcare service providers that it covers.

This action is intended, in particular, to analyze the possibilities of broadening the field of application of the Act and to standardize the process of verifying the information necessary to establish an impediment in order to protect children in the best possible manner.

Coordinator: FAMILLE

Collaborator: MSP

ACTION 8 HIGHLIGHT A SECTION ON THE SEXUAL ASSAULT OF CHILDREN IN THE GUIDE ENTITLED *LA SANTÉ DES ENFANTS... EN SERVICES DE GARDE ÉDUCATIFS*

The update of the guide *La santé des enfants... en services de garde éducatifs* calls for the addition of information to heighten awareness among and inform childcare services staff and home childcare providers of the problem of sexual assault.

By broaching the prevention of the sexual abuse of children, the section will better equip the staff concerned to detect children likely to be the victims of sexual assault and to steer families to the appropriate aid resources and protection services.

Coordinator: FAMILLE

HIGHER EDUCATION INSTITUTIONS

ACTION 9 ADOPT A POLICY FRAMEWORK OR FRAMEWORK LAW TO ENSURE THAT COLLEGES AND UNIVERSITIES COMMIT THEMSELVES TO PREVENTING AND COUNTERACTING SEXUAL VIOLENCE AGAINST THE STUDENT POPULATION

Through the adoption of a policy framework or a framework law aimed at preventing and counteracting sexual violence, the Ministère de l'Éducation et de l'Enseignement supérieur wishes, in particular, to promote the good practices adopted in the higher education networks and encourage institutions to pinpoint and adopt structuring sexual violence prevention and intervention measures.

Coordinator: MEES

Collaborator: SCF

ACTION 10 COLLABORATE ON THE IMPLEMENTATION OF MOBILIZATION INITIATIVES CARRIED OUT IN HIGHER EDUCATION INSTITUTIONS AIMED AT PREVENTING SEXUAL VIOLENCE

This action seeks to mobilize all of the partners in the college and university networks to create environments free of sexual assault and harassment and to support inter-establishment collaboration such as the province-wide “Sans oui, c'est non!” campaign focusing on the prevention of sexual violence.

Coordinator: SCF

Collaborator: MEES

THE SPORTS COMMUNITY

ACTION 11 CONTRIBUTE TO THE DEVELOPMENT OF AN INTERNET PLATFORM THAT ASSEMBLES AWARENESS-RAISING AND TRAINING TOOLS INTENDED FOR AND ADAPTED TO THE SPORTS COMMUNITY (SPORTBIENETRE.CA WEBSITE) AND UPDATE CERTAIN EXISTING TOOLS

The Internet platform will present awareness-raising and training tools aimed, in particular, at preventing sexual assault in the sports community and an integrated referral system intended for victims, witnesses of abuse or individuals who have questions concerning sexual assault in the sports community.

The action also seeks to update and make more accessible certain information and awareness-raising tools intended for administrators, interveners and the parents of young athletes.

Coordinator: MEES

THEME 2 INTERVENE WITH RESPECT TO THE PSYCHOSOCIAL, MEDICAL, LEGAL, POLICE AND CORRECTIONAL DIMENSIONS

Intervention with respect to the psychosocial, medical, legal, police and correctional dimensions mainly seeks to support and protect sexual violence victims, for example by offering them support services that satisfy their needs and by intervening among assailants to reduce the risk of reoffending.

The intervention concerns the victims and their loved ones, the assailants and interveners in different environments who work directly or indirectly with these individuals. The segments of the population that are most vulnerable to sexual violence will be given special consideration in conjunction with the measures.

OBJECTIVE 2.1

Facilitate the transition by the victims of sexual assault or sexual exploitation to the legal system and analyze certain facets of the compensation services available

Several organizations that help sexual violence victims emphasize that the transition to the legal system can be trying for them. While the government already supports services aimed at mitigating such difficulties, in particular the legal support services that the centres d'aide aux victimes d'actes criminels (CAVAC) offer, new actions will be proposed to offer a wider range of measures to mitigate the adverse effects that victims may experience during judicial proceedings.

FACILITATE THE TRANSITION BY VICTIMS TO THE LEGAL SYSTEM

ACTION 12 ADOPT A MEETING PROGRAM BETWEEN CRIMINAL AND PENAL PROSECUTING ATTORNEYS AND THE VICTIMS

Participation in the judicial process can represent a difficult transition for sexual assault or sexual exploitation victims.

The establishment of a program to systematically organize meetings between the criminal and penal prosecuting attorneys and the victims will ensure that victims have available all of the relevant, useful information pertaining to their participation.

Coordinator: DPCP

Collaborator: MJQ

ACTION 13 PROMOTE ACCESS TO TELE-TESTIMONY THROUGH THE ACQUISITION OF MOBILE VIDEOCONFERENCING SYSTEMS

Recourse to measures aimed at facilitating testimony, including tele-testimony, can be relevant to encourage and facilitate participation by victims in legal proceedings and to reduce difficulties and their fears in this respect.

The acquisition of mobile tele-testimony systems in regions where needs have been pinpointed, including the Aboriginal communities, will broaden the availability of this tool in all regions of Québec.

Coordinator: MJQ

ACTION 14 PRODUCE AN INFORMATION TOOL THAT HEIGHTENS THE AWARENESS OF INTERVENERS IN THE JUDICIAL SYSTEM TO THE MEASURES AIMED AT FACILITATING TESTIMONY

The production of an information tool concerning the measures aimed at facilitating testimony will help to broaden the knowledge of interveners in the judicial system on the use of such measures in order to better respond to the victims' needs.

Coordinator: MJQ

Collaborator: DPCP

BETTER INFORM THE VICTIMS**ACTION 15 PRODUCE AND DISSEMINATE INFORMATION CAPSULES ON THE JUDICIAL PROCESS AND THE ROLE OF THE CRIMINAL AND PENAL PROSECUTING ATTORNEY IN CONJUNCTION WITH THE HANDLING OF SEXUAL ASSAULT OR SEXUAL EXPLOITATION CASES**

Legal proceedings, in particular in the realm of sexual assault or sexual exploitation, can raise numerous questions among the victims, their loved ones and the public. Information capsules will seek to explain and demystify certain facets of the proceedings and round out the information already available on the DPCP website.

Coordinator: DPCP

ACTION 16 ENRICH THE INFORMATION PROGRAMS OF THE MINISTÈRE DE LA JUSTICE INTENDED FOR VICTIMS

The INFOVAC and CAVAC-INFO programs inform victims, in particular about the charges brought against their alleged aggressor, decisions that concern them and the resources available to help and guide them in the judicial process.

The production of a good practices tool, which will be made available to the partners, such as police forces, the DPCP, court offices and the CAVAC, will effectively transmit the information necessary for the application of the INFOVAC and CAVAC-INFO programs and to reach all of the victims mentioned in a court record.

Coordinator: MJQ

Collaborators: DPCP, MSP

ACTION 17 ENSURE THE ORGANIZATION OF SERVICES OFFERED TO VICTIMS BY THE CORRECTIONAL SERVICES OF THE MINISTÈRE DE LA SÉCURITÉ PUBLIQUE AND THE COMMISSION QUÉBÉCOISE DES LIBÉRATIONS CONDITIONNELLES (CQLC)

This action seeks to enable the victims to express themselves and obtain specific information on their incarcerated aggressor.

Coordinators: MSP, CQLC

Collaborator: MJQ

BETTER SUPPORT VICTIMS AND EVALUATE COMPENSATION AND EMERGENCY FINANCIAL ASSISTANCE SERVICES

ACTION 18 DEVELOP A TOOL INTENDED FOR INTERVENERS WHO WORK WITH VICTIMS TO SUPPORT THEM IN THE DENUNCIATION PROCESS

Some people are reluctant to reveal that they are sexual violence victims. Indeed, they may feel powerless and not know how to report the situation to the police.

The elaboration of a tool intended for interveners who work with victims, which would, for example, contain a list of typical questions likely to be posed by the police, could help to support them in the denunciation process.

Coordinator: MJQ

Collaborators: DPCP, MSP

ACTION 19 ANALYZE THE RELEVANCE OF ABOLISHING THE LIST OF CRIMES COVERED IN SCHEDULE 1 OF THE *CRIME VICTIMS COMPENSATION ACT* AND MAKE PROVISION FOR THE COMPENSATION SYSTEM TO APPLY HENCEFORTH TO ALL VICTIMS OF OFFENCES AGAINST THE PERSON

According to the findings of the analysis, the crime victims compensation services could be enhanced and would make eligible any victim of an offence against the person.

Coordinator: MJQ

ACTION 20 ESTABLISH RULES GOVERNING THE ATTRIBUTION OF EMERGENCY FINANCIAL ASSISTANCE FOR VICTIMS

The implementation of emergency financial assistance paid under certain conditions might encourage victims, including sexual abuse violence victims, to leave a situation that compromises their security.

Coordinator: MJQ

OBJECTIVE 2.2**Bolster measures to combat sexual exploitation and the attendant criminal activity**

Sexual exploitation is a complex problem that calls for a response both from the standpoint of prevention and intervention, and suppression. In the realm of prevention and intervention, measures adapted to individuals who are sexually exploited or at risk of being so are emphasized, with a view to encouraging consensus building between social, medical, legal and police services. Measures aimed at enhancing the ability of public organizations to combat crime at the source of sexual exploitation will strengthen the government's response in this respect. The sexual exploitation of minors is accorded special attention.

BETTER CURB CRIME RELATED TO SEXUAL EXPLOITATION**ACTION 21 ESTABLISH AT THE SÛRETÉ DU QUÉBEC (SQ) A NEW STRUCTURE TO COORDINATE THE FIGHT AGAINST HUMAN TRAFFICKING AND PROSTITUTION RINGS**

The establishment of a new coordination structure centred on Québec City, Boucherville, Mascouche and Gatineau will optimize the fight against sexual exploitation for commercial purposes and prostitution rings throughout the Sûreté du Québec's territory. The hubs will serve, in particular, as central offices for investigations of human trafficking and prostitution rings.

Coordinator: MSP

Collaborator: SQ

ACTION 22 MAINTAIN AN INTEGRATED POLICE TEAM TO FIGHT SEXUAL EXPLOITATION WITH A MANDATE TO COMBAT PROSTITUTION AND HUMAN TRAFFICKING RINGS FOR THE PURPOSE OF SEXUAL EXPLOITATION ACTIVE ON AN INTER-REGIONAL BASIS IN QUÉBEC

It is anticipated that a police coordinating body will be established and an integrated team will operate with a mandate to combat prostitution and human trafficking rings for the purpose of sexual exploitation active on an inter-regional basis in Québec, in particular by:

- targeting individuals or groups that allow the sexual exploitation of others to prosper, either through the purchase of sexual services or through the profits that they derive therefrom;
- reducing the economic interest of the sexual exploitation of others by recovering to the utmost the proceeds and instruments stemming from this illegal activity.

Coordinator: MSP

Collaborators: DPCP, MJQ

ACTION 23 PRODUCE AN INVESTIGATION GUIDE FOCUSING ON HUMAN TRAFFICKING

To optimize the response capability of the police, an investigation guide specific to human trafficking will be produced. It will target the distinctive characteristics of this type of investigation and list the best practices and partners and resources in each region.

Coordinator: MSP

Collaborator: SQ

ACTION 24 TRAIN CRIMINAL AND PENAL PROSECUTING ATTORNEYS IN THE REALM OF SEXUAL EXPLOITATION

Training focusing specifically on sexual exploitation prosecutions will better equip criminal and penal prosecuting attorneys when they are asked to conduct criminal prosecutions in the field.

Coordinator: DPCP

SUPPORT SEXUAL EXPLOITATION VICTIMS AND THE ABANDONMENT OF PROSTITUTION

ACTION 25 PRODUCE AND DISSEMINATE A DIRECTORY OF COMMUNITY AND PUBLIC RESOURCES THAT CAN APPROACH PROSTITUTES WISHING TO ABANDON PROSTITUTION

The directory seeks to inventory the relevant information on services that can support individuals who wish to abandon prostitution. It will serve as a tool for interveners in the community, public and parapublic sectors who may be called upon to support the processes that prostitutes undertake.

Coordinator: SCF

Collaborators: MAMOT, MEES, MIDI, MJQ, MJQ (BLCH), MSP, MSSS, MTESS, SAA

ACTION 26 SUPPORT THE INTRODUCTION IN CERTAIN CITIES IN QUÉBEC OF RESOURCE PERSONS WITH A MANDATE TO INFORM AND SUPPORT INDIVIDUALS WHO WISH TO ABANDON PROSTITUTION

The abandonment of prostitution poses challenges and presents obstacles. Not only is the process of abandoning prostitution difficult and complex but it is equally difficult to avoid a relapse.

This action seeks to introduce guidance staff to facilitate the social reintegration of individuals wishing to abandon prostitution.

Coordinator: SCF

ACTION 27 ESTABLISH A FIVE-YEAR PILOT PROJECT TO ENSURE THAT A CAVAC INTERVENTION OFFICER IS PRESENT IN THE SERVICE DES ENQUÊTES SPÉCIALISÉES OF THE SERVICE DE POLICE DE LA VILLE DE MONTRÉAL (SPVM), THEREBY ENHANCING ACCESS BY SEXUAL EXPLOITATION VICTIMS TO SUPPORT SERVICES

The presence of a CAVAC intervention officer specializing in intervention among sexual exploitation victims will enhance the effectiveness of referrals and concerted social-legal intervention in cases involving the victims of procuring or human trafficking.

Coordinator: MJQ

BETTER COUNTERACT THE SEXUAL EXPLOITATION OF YOUNG PEOPLE AND CHILDREN

ACTION 28 COORDINATE PROSECUTIONS IN THE REALM OF THE FIGHT AGAINST THE SEXUAL EXPLOITATION OF CHILDREN ON THE INTERNET AND ENSURE THE SYSTEMATIC SHARING OF INFORMATION AND EXPERTISE BY THE COMITÉ DE CONCERTATION DE LUTTE CONTRE L'EXPLOITATION SEXUELLE DES ENFANTS SUR INTERNET

The growing number of police investigations and the complexity and duration of trials involving the sexual exploitation of children on the Internet are contributing to the increase in the number of active cases in the field.

The coordination of the cases, which takes into account technological, legislative and jurisprudential developments, will promote the systematic sharing of information and expertise, collaboration between interveners, and the adoption of best practices.

Coordinator: DPCP

Collaborator: MSP

ACTION 29 ESTABLISH A PREVENTION AND INTERVENTION PROGRAM DEVOTED TO THE SEXUAL EXPLOITATION OF YOUNG PEOPLE

This action seeks to support local projects elaborated by community interveners based on a local assessment of the problem of sexual exploitation of young people that hinges on a structured prevention and intervention approach.

Coordinator: MSP

Collaborators: MJQ, MSSS, SAA, SCF

ACTION 30 INTRODUCE MULTISECTORIAL TEAMS TO BETTER COORDINATE INTERVENTION AIMED AT YOUNG PEOPLE WHOSE SITUATIONS CAN COMPROMISE THEIR SECURITY

Based on pilot projects, this action will support the introduction of front-line multisectorial intervention teams in five environments where problems related to the security of young people have been documented, in particular as regards sexual exploitation.

The teams could comprise representatives of police forces and interveners in the psychosocial, legal, youth centre and community organization sectors.

Coordinator: MSP

Collaborators: MJQ, MSSS

ACTION 31 UPDATE THE ENTENTE MULTISECTORIELLE RELATIVE AUX ENFANTS VICTIMES D'ABUS SEXUELS, DE MAUVAIS TRAITEMENTS PHYSIQUES OU D'UNE ABSENCE DE SOINS MENAÇANT LEUR SANTÉ PHYSIQUE

The multisectorial agreement seeks to guarantee better protection and offer children the necessary assistance while ensuring effective collaboration between government departments, establishments and the main partners.

An update will take into account changing knowledge and practices in the realm of sexual assault and youth protection, especially from the standpoint of specific problems such as sexual exploitation, honour-based violence, and sects. The update will also seek to ensure coherence between the multisectorial agreement and existing legal and administrative frameworks.

Coordinator: Comité des responsables nationaux de l'Entente multisectorielle (CRNEM), coordinated by the MSSS

The CRNEM includes representatives of the following government departments and bodies: DPCP, FAMILLE, MEES, MJQ, MSP, MSSS

OBJECTIVE 2.3

Enhance intervention practices through training and the elaboration of tools

The phenomenon of sexual violence is not static. Research and the work of organizations in the field are changing the understanding of problems and knowledge of facets such as the profile and needs of victims, different prevention and intervention practices and the emergence of challenges such as the role of the information and communications technologies in the perpetration of sexual violence. Actions are, therefore, intended to support interveners in their desire to improve their practices and gain access to additional tools.

INTERVENERS IN THE JUSTICE AND PUBLIC SECURITY SECTORS

ACTION 32 PRODUCE A PROFILE OF THE FEMALE CLIENTELE OF QUÉBEC'S CORRECTIONAL SERVICES FROM THE STANDPOINT OF SEXUAL EXPLOITATION, PROSTITUTION AND HUMAN TRAFFICKING INSIDE AND OUTSIDE THE COUNTRY, AND DEVELOP AN INTERVENTION APPROACH AMONG WOMEN OFFENDERS

This action seeks to better ascertain the needs of female clientele under the responsibility of the Direction générale des services correctionnels in the Ministère de la Sécurité publique who have engaged in prostitution or have been the victims of sexual exploitation or human trafficking.

In this way, it will be possible to develop an approach specific to the female clientele for the purpose of social reintegration, in particular through the development of information sessions, training, programs and specialized services.

Coordinator: MSP

ACTION 33 EQUIP THE POLICE TO ENSURE APPROPRIATE, ADAPTED INTERVENTION WITH RESPECT TO SEXUAL ASSAULT

The police are often the first people to intervene among sexual assault victims.

The updating of police practices concerning assault and recourse to various awareness-raising and training tools will better equip the interveners concerned and provide up-to-date information to enable them to offer victims the appropriate support.

Coordinator: MSP

ACTION 34 OFFER TRAINING SESSIONS ON THE PROBLEM OF SEXUAL EXPLOITATION

Numerous community interveners and several experts from the research sector have developed specialized expertise in the realm of sexual exploitation that they are authorized to share.

This action seeks to broaden the training offered on the problem of sexual exploitation and related problems and to make it more accessible to interveners in police forces and correctional institutions and all of the interveners concerned by these problems.

Coordinator: MSP

Collaborators: MJQ, MSSS, SAA

ACTION 35 ELABORATE A PROSECUTOR'S GUIDE FOCUSING ON SEXUAL OFFENCES, SEXUAL EXPLOITATION, HUMAN TRAFFICKING AND OTHER RELATED OFFENCES AND ENSURE ITS DISSEMINATION AMONG CRIMINAL AND PENAL PROSECUTING ATTORNEYS

This guide for criminal and penal prosecuting attorneys will enable them to broaden their knowledge of sexual offences, sexual exploitation, human trafficking and other related offences, and serve as a reference in the field.

Coordinator: DPCP

ACTION 36 TRAIN INTERVENERS IN THE CENTRES D'AIDE AUX VICTIMES D'ACTES CRIMINELS (CAVAC) NETWORK CONCERNING SPECIFIC INTERVENTION AMONG CHILD WITNESSES

The training will enable the CAVAC to develop intervention practices adapted to child witnesses in legal proceedings with a view to facilitating their appearance in court.

Coordinator: MJQ

INTERVENERS FROM ENVIRONMENTS RELATED TO IMMIGRATION OR THE ETHNOCULTURAL MINORITIES

ACTION 37 EXAMINE THE PROBLEMS AND NEEDS OF IMMIGRANT AND ETHNOCULTURAL MINORITY SEXUAL ASSAULT VICTIMS FROM THE STANDPOINT OF THE INTERPRETATION SERVICES TO WHICH THEY HAVE RECOURSE AND PINPOINT SOLUTIONS THAT CAN RESOLVE THE PROBLEMS

The cultural biases and personal taboos of the interpreter working to support a sexual assault victim can alter the charge or the victim's testimony or affect the services offered to her.

A profile of the use of interpreters in sexual assault cases will define and describe, as the case may be, problematical situations, then determine the relevant solutions.

Coordinator: SCF

Collaborators: DPCP, MEES, MIDI, MJQ, MSP, MSSS

INTERVENERS WORKING WITH THE DISABLED AND IN THE HEALTH AND SOCIAL SERVICES SECTORS

ACTION 38 TRAIN THE STAFF OF THE OFFICE DES PERSONNES HANDICAPÉES DU QUÉBEC, WHICH OFFERS DIRECT SERVICES TO THE DISABLED, THEIR FAMILIES AND LOVED ONES, CONCERNING THE PROBLEM OF SEXUAL ASSAULT

The disabled are at greater risk of sexual assault. To disclose the assaults that they experience, they can encounter obstacles that individuals without a disability do not confront.

With a view to enhancing its practices, the staff of the OPHQ who offer services to the disabled, their families and their loved ones will be made aware of the problem of sexual assault.

Coordinator: OPHQ

ACTION 39 DESIGN AND MAKE AVAILABLE TRAINING ON SEXUAL ASSAULT FOR INTERVENERS AND PROFESSIONAL STAFF IN THE HEALTH AND SOCIAL SERVICES NETWORK

Because of their duties, interveners and professional staff in the health and social services network meet many people affected by the problem of sexual assault.

Training specifically devoted to the problem will better equip the staff concerned in the health and social services network to intervene.

Coordinator: MSSS

ACTION 40 ADAPT TO CURRENT CONDITIONS THE METHODS OF DISSEMINATING THE TRAINING OFFERED TO INTERVENERS IN DESIGNATED CENTRES FOR SEXUAL ASSAULT VICTIMS IN EMERGENCIES TO ENSURE THE ACCESSIBILITY AND CONTINUED AVAILABILITY OF SUCH TRAINING

Staff in the designated centres play a key role among sexual assault victims. This action seeks to develop their expertise and ensure its long-term availability.

Coordinator: MSSS

ACTION 41 PROMOTE THE DISSEMINATION OF PRACTICES AND INTERVENTION AIMED AT PINPOINTING AND TREATING THE CONSEQUENCES OF SEXUAL ASSAULT AMONG VICTIMS WITH A DISABILITY

Current statistics on sexual assault rates involving the disabled are closely linked to their vulnerability and stigmatization.

Support for the victims is essential to treat the consequences of assault and avoid revictimization.

Better knowledge at the provincial level of practices and intervention in this respect will contribute to their development and dissemination.

Coordinator: MSSS

ACTION 42 INVENTORY ADAPTED EVALUATION AND INTERVENTION TOOLS TO HELP SEXUAL ABUSERS WITH A DISABILITY AND ENSURE THEIR DISSEMINATION IN THE HEALTH AND SOCIAL SERVICES NETWORK

Intervention aimed at abusers with a disability are one means of preventing sexual assault.

To promote reliance on adapted intervention to help abusers with a disability, it is important to inventory and make available in the health and social services network information and documentation on intervention specifically aimed at them.

Coordinator: MSSS

INTERVENERS WORKING WITH ABORIGINAL CHILDREN

ACTION 43 SUPPORT THE CENTRE D'EXPERTISE MARIE-VINCENT WITH RESPECT TO THE TRAINING THAT IT OFFERS CONCERNING INTERVENTION AMONG YOUNG ABORIGINAL CHILDREN WHO ARE THE VICTIMS OF SEXUAL ASSAULT AND THEIR FAMILIES

This action will contribute to the development of professional expertise in Aboriginal communities, enhance intervention, heighten awareness among families, equip them and contribute to the well-being of children who are the victims of sexual assault in Québec's Aboriginal communities, and the well-being of their families.

Coordinator: SCF

Collaborator: SAA

INTERVENING PARTIES WORKING WITH LGBT SEXUAL ASSAULT VICTIMS

ACTION 44 DEVELOP AND OFFER TRAINING FOR INTERVENERS WORKING WITH LESBIAN, GAY, BISEXUAL AND TRANS (LGBT) SEXUAL ASSAULT VICTIMS

This action will broaden the knowledge and skills of interveners working with LGBT sexual assault victims with a view to adapting their intervention to such individuals.

In light of its expertise, the Bureau de lutte contre l'homophobie (BLCH) in the Ministère de la Justice will be closely associated with the implementation of this action.

Coordinators: MJQ, SCF

Collaborator: MJQ (BLCH)

THEME 3 DEVELOP KNOWLEDGE AND SHARE EXPERTISE TO ACT MORE EFFECTIVELY

Access to solid data and diversified knowledge make it possible to better orient decisions and actions and highlight certain facets of sexual violence that are less well known or less extensively documented. Québec can rely on interveners, experts and researchers from several sectors. Their contribution to preventing and counteracting sexual violence is significant and actions will focus on supporting collaboration in this respect.

The sharing of expertise, which gives rise, among other things, to networking, fosters the enhancement of each individual's practices. It also enables interveners from different sectors to grasp their respective initiatives and approaches. Such exchanges can lead to greater complementarity and more coherent action.

OBJECTIVE 3.1

Support the development of knowledge and the dissemination of accurate, up-to-date information on sexual assault and sexual exploitation

The availability of solid, up-to-date data on sexual violence is essential to understand the phenomenon and its evolution. Such information and the knowledge developed on the topic also guide decision-making on choices and action priorities and facilitate the measurement of outcomes. This objective reflects a desire to offer interveners in the public, parapublic, community and research sectors and Quebecers in general data and knowledge that is useful to prevent sexual violence and intervene in this respect.

SPECIFIC DATA CONCERNING SEXUAL ASSAULT AND SEXUAL EXPLOITATION

ACTION 45 PRODUCE AND DISSEMINATE ANNUAL STATISTICAL PROFILES ON SEXUAL ASSAULT, OTHER SEXUAL OFFENCES AND SEXUAL EXPLOITATION IN QUÉBEC

The production and dissemination of annual statistical profiles of sexual offences, including sexual assault and other offences of a sexual nature reported and registered by police forces in Québec, reveal the problems, their evolution and various components.

The enhancement of the profiles through the addition of regional profiles will account for regional conditions. The elaboration of an initial profile on sexual exploitation will shed light on the problem.

Coordinator: MSP

Collaborators: SQ and municipal police forces

ACTION 46 SUPPORT RESEARCH AIMED AT DOCUMENTING THE PHYSICAL, PSYCHOLOGICAL, RELATIONAL AND SOCIAL IMPACT OF PROSTITUTION ON GIRLS AND WOMEN IN QUÉBEC AND DISSEMINATE THE FINDINGS

A research project has been selected to document in Québec the physical, psychological, relational, social and economic impact of prostitution on girls and women who are experiencing it or have done so. The analysis of the data will be differentiated according to age.

The findings of the research will broaden understanding of the phenomenon, the development of intervention practices and the adaptation of services.

Coordinator: SCF

Collaborators: MSP, MSSS

ACTION 47 PRODUCE A PROGRESS REPORT ON PROCURING, HUMAN TRAFFICKING AND OTHER FORMS OF SEXUAL EXPLOITATION FOR COMMERCIAL PURPOSES, IN PARTICULAR BY MEANS OF CRIMINAL INTELLIGENCE AND OTHER AVAILABLE DATA SOURCES

By relying on various sources, especially criminal intelligence, this action focuses on the production in a version accessible to the public of at least one progress report on procuring, human trafficking and other forms of sexual exploitation for commercial purposes in Québec. Such a progress report will be useful to monitor changes in criminal activity linked to sexual exploitation, evaluate its scope, describe its operating methods, and identify the main players. The progress report will also emphasize the impact of such crime, especially on the victims.

Coordinator: MSP

Collaborateurs: SQ and municipal police forces

DOCUMENT THE PROBLEM AND INTERVENE MORE EFFECTIVELY AMONG DISABLED SEXUAL ASSAULT VICTIMS**ACTION 48 SUPPORT RESEARCH AIMED AT DOCUMENTING THE PROBLEM OF SEXUAL ASSAULT COMMITTED AGAINST THE DISABLED BY MEANS OF THE PROGRAMME DE SUBVENTIONS À L'EXPÉRIMENTATION**

This action seeks to document the problem of sexual assault committed against the disabled, in particular to support initiatives better adapted to such individuals from the standpoint of prevention, detection, intervention or the elaboration of programs and measures.

Coordinator: OPHQ

Collaborator: SCF

DOCUMENT THE PROBLEM AND INTERVENE MORE EFFECTIVELY AMONG LGBT SEXUAL ASSAULT VICTIMS

ACTION 49 DOCUMENT THE PROBLEM OF SEXUAL ABUSE AGAINST LESBIAN, GAY, BISEXUAL AND TRANS (LGBT) INDIVIDUALS AND ADAPT CERTAIN INFORMATION AND AWARENESS-RAISING TOOLS TO TAKE INTO ACCOUNT THEIR SITUATION

The production of a profile of different forms of sexual violence committed against LGBT individuals will clarify their needs, in particular with respect to information and awareness-raising, then adapt certain tools in light of the observations made.

In view of its expertise, the Bureau de lutte contre l'homophobie (BLCH) in the Ministère de la Justice will be closely associated with the implementation of this action.

Coordinator: SCF

Collaborators: MJQ, MJQ (BLCH)

OBTAIN AN UPDATED PERSPECTIVE OF SEXUAL HARASSMENT IN THE WORKPLACE

ACTION 50 PRODUCE A PROFILE OF SEXUAL HARASSMENT IN THE WORKPLACE IN QUÉBEC AND DOCUMENT RELIANCE ON EXISTING RECOURSE IN THIS RESPECT

A quantitative and qualitative profile of the prevalence and characteristics of sexual harassment in the workplace in Québec, reliance on and the relevance of recourse, and perceptions of the problem will facilitate more effective prevention and awareness-raising among employers and workers.

Coordinator: MTESS (Secrétariat du travail)

Collaborator: SCF

DOCUMENT THE USE OF CERTAIN SERVICES AND ENHANCE THEIR PERFORMANCE

ACTION 51 DESIGN AND IMPLEMENT A PROVINCE-WIDE TOOL TO COLLECT CLINICO-ADMINISTRATIVE DATA FROM DESIGNATED CENTRES TO PROVIDE EMERGENCY SERVICES TO SEXUAL ASSAULT VICTIMS

The use of such a tool will make it possible to compile reliable data that can be compared from one region to the next from the standpoint of the eight stages of medicosocial intervention in designated centres, produce a profile of the clientele and the services offered and, if need be, adjust the services.

Coordinator: MSSS

ACTION 52 EXCERPT, COMPILE AND ANALYZE DATA ON THE USE OF THE SERVICES OFFERED IN RESPECT OF SEXUAL ASSAULT IN THE CISSS/CIUSSS (CLSC MISSION) IN THE HEALTH AND SOCIAL SERVICES NETWORK

The health and social services network offers numerous services to sexual assault victims and to aggressors.

Data on the use of such services will clarify the trajectory of services and adjust, if need be, prevention, intervention and research activities.

Coordinator: MSSS

ACTION 53 MONITOR THE IMPLEMENTATION AND IMPACT OF THE ENTENTE MULTISECTORIELLE RELATIVE AUX ENFANTS VICTIMES D'ABUS SEXUELS, DE MAUVAIS TRAITEMENTS PHYSIQUES OU D'UNE ABSENCE DE SOINS MENAÇANT LEUR SANTÉ PHYSIQUE

Since the signing in 2001 of the multisectorial agreement, considerable effort has been made in the field to enhance consensus building and the application of a socio-legal procedure in the case of child victims of sexual abuse, physical mistreatment or neglect that threatens their physical health.

This action seeks to examine the scope of the multisectorial agreement and its impact on the children concerned. The evaluation of its introduction will be useful to determine whether the objectives that it pursues have been attained.

Coordinator: MSSS

Collaborators: DPCP, FAMILLE, MEES, MJQ, MSP

OBJECTIVE 3.2

Encourage the sharing of information and expertise and collaboration between interveners

The enhancement of practices and the sharing of relevant, effective tools hinges, in particular, on collaboration and exchanges between interveners. Québec already has a wealth of expertise and numerous proven projects and tools. The Strategy seeks to more extensively pool these advantages for the benefit of everyone. Promoting opportunities for networking is a key element.

ACTION 54 CONTRIBUTE TO THE LIEU DE VEILLE STRATÉGIQUE SUR LA PRÉVENTION DE L'EXPLOITATION SEXUELLE ET LA SORTIE DE LA PROSTITUTION SET UP BY THE CONCERTATION DES LUTTES CONTRE L'EXPLOITATION SEXUELLE (CLES)

The CLES is carrying out a project that involves the establishment of a strategic monitoring centre intended for individuals concerned with the question of sexual exploitation.

In addition to supporting certain activities in the strategic monitoring centre, the Secrétariat à la condition féminine will act as a point of contact between the centre and the government departments and bodies concerned by the problem of sexual exploitation in order to facilitate the sharing of knowledge between communities and the government.

Coordinator: SCF

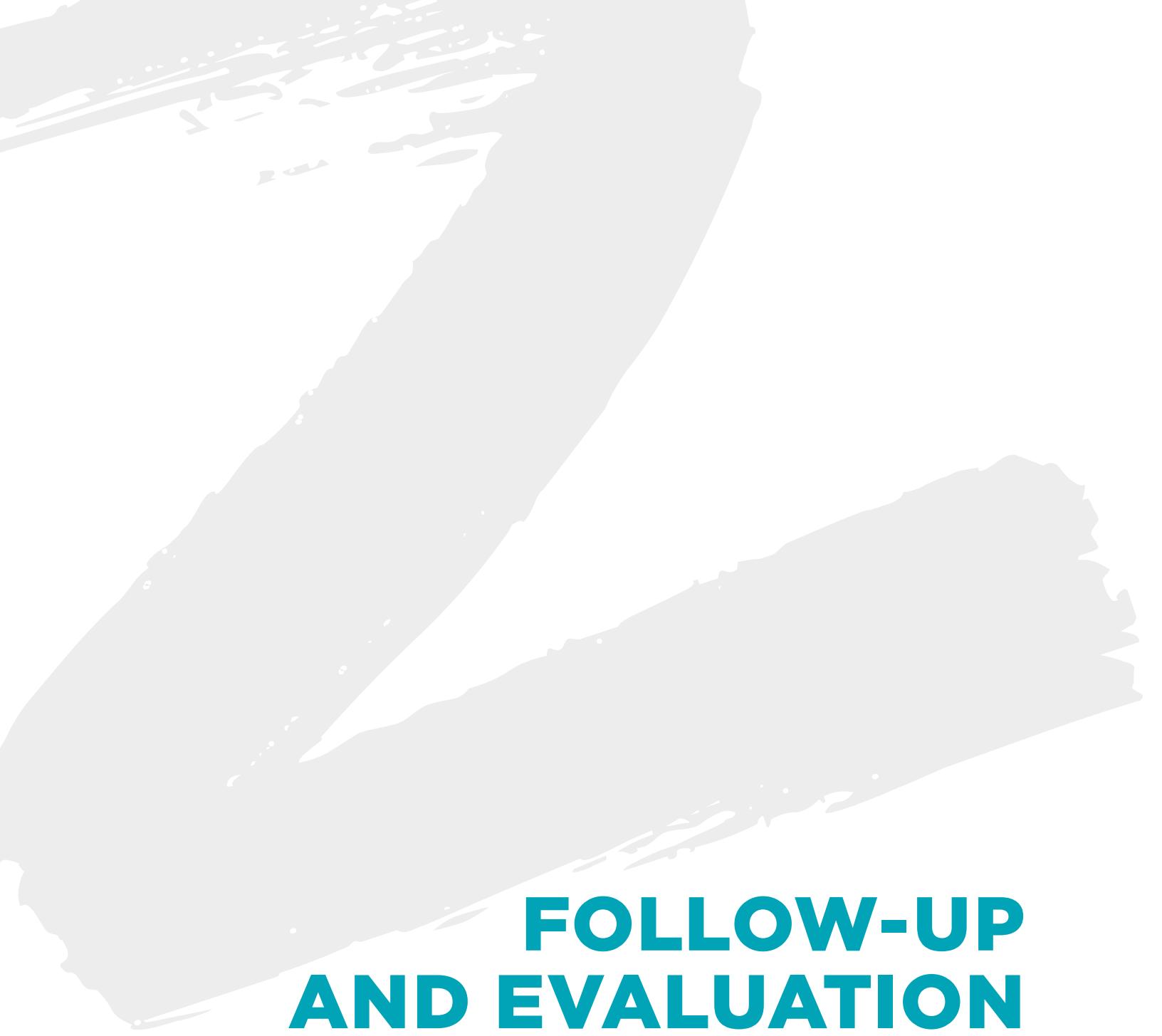
ACTION 55 ORGANIZE TWO EVENTS DEVOTED TO EXCHANGES AND THE TRANSFER OF EXPERTISE ON SEXUAL VIOLENCE THAT ASSEMBLE INTERVENERS FROM DIFFERENT ENVIRONMENTS

Consensus building is an essential condition to the success of the initiatives of all of the partners in the realm of sexual violence.

The organization of two events devoted to sexual violence seeks to create opportunities for the interveners concerned to discuss best practices regarding prevention, detection and intervention pertaining to sexual violence and to share their expertise.

Coordinator: SCF

Collaborator: DPCP, FAMILLE, MAMOT, MEES, MIDI, MJQ, MJQ (BLCH), MSP, MSSS, MTESS, OPHQ, SAA



FOLLOW-UP AND EVALUATION

Twelve government departments and bodies are responsible for the implementation of the 2016-2021 Government Strategy to Prevent and Counteract Sexual Violence. They contributed to the elaboration of the Strategy according to their mission and expertise. For each action, a government department or body is identified as the coordinator (in some instances, there is more than one coordinator). As such, the department or body ensures the fulfilment of its commitments, monitors their progress and oversees, where warranted, their evaluation. Moreover, government departments and bodies are named as collaborators. By means of their expertise, they contribute to the implementation of the actions concerned.

The Comité des sous-ministres en matière de violence conjugale, familiale et sexuelle, in keeping with its mandate, will implement the appropriate follow-up body. The latter will, for example, have an opportunity to broach in its deliberations the progress report on the implementation of the Strategy or the outcomes and follow-up to its evaluation.

Furthermore, participation by non-governmental organizations in the implementation of the Strategy is valuable. Aside from the usual collaborative relationships that will be pursued between representatives of government departments and bodies and community groups or the research sector, two events devoted to exchanges and sharing expertise on sexual violence are explicitly planned during the implementation of the Strategy. They will assemble, in particular, interveners from the community, university and government sectors.

Several actions stipulated in the Strategy seek to broaden knowledge of sexual violence, such as the production of a profile on sexual harassment in the workplace or documentation on the problem of sexual violence against LGBT individuals. The data, studies and analyses will be considered during the implementation of the Strategy since the latter can evolve bearing in mind their findings.

Lastly, in accordance with the directives issued by the Conseil du trésor concerning follow-up and evaluation, the Strategy includes an evaluation framework. It contains, in particular, indicators focusing on implementation and impact for each of the actions. From the outset of the implementation of the Strategy, the framework will facilitate monitoring of the implementation of the actions and, ultimately, measurement of the impact of the Strategy and the investments allocated to it. All of the government departments and bodies committed to the Strategy will ensure the monitoring and evaluation, which the Secrétariat à la condition féminine will coordinate.

APPENDIX I

RENEWED OR RECURRENT ACTIONS

Numerous initiatives pertaining to sexual violence have been carried out in the past within the framework of previous action plans devoted to sexual assault or related government actions. Several of the initiatives are recurrent and are integrated into the practices of government departments and bodies. Without being exhaustive, the following list illustrates the scope and diversity of ongoing government action in this respect.

THEME 1 PREVENT

Financially support organizations that engage in prevention among young people in the realm of sexual assault.

MSSS

Support and guide managers and interveners in the health and social services and education networks and their partners to carry out effective prevention and promotion measures focusing on the health, well-being and educational success of young people in the schools, under the Healthy Schools approach.

MSSS

Publicize promotion and prevention tools in the realm of sexuality among professionals in the health and social services and the education networks and community interveners under the Mosaïk project.

MSSS

Publicize the obligation to report to the director of youth protection (DYP) the situation of any child who is a sexual assault victim or at risk of being the victim of such an assault.

MSSS

Promote the standardization of the process of screening and verifying the judicial records of staff working with vulnerable clienteles.

MSP

Update and enhance the *Learning about Québec* guide made available to would-be immigrants and newcomers to enrich information on the democratic values of Québec society.

MIDI

Enhance the content of information sessions on the settlement and integration processes and French courses to include facets on the problem of sexual violence.

MIDI

Subsidize intervention projects submitted by community organizations, which, under specific agreements, target preventing sexual violence among immigrants.

MIDI

Pursue the verification of judicial records or the absence of impediments in accordance with existing legal frameworks in order to protect children from sexual abusers among individuals working in educational childcare services or with children.

FAMILLE

Heighten awareness among and inform staff in the childcare services network about the problem of sexual assault.

FAMILLE

Collaborate with public and community partners and support them in the development and implementation of initiatives aimed at counteracting the abuse of seniors, including sexual assault.

**FAMILLE
(SA)**

Pursue the verification of judicial records or the absence of impediments in accordance with existing legal frameworks in order to protect children from sexual abusers among individuals who apply for the issuing or renewal of an authorization to teach in the school boards or private establishments.

MEES

Pursue the verification of judicial records or the absence of impediments in accordance with existing legal frameworks in order to protect children from sexual abusers through the renewal of the allowances intended for the verification of the judicial records of new employees in the education network.

MEES

THEME 2 INTERVENE WITH RESPECT TO THE PSYCHOSOCIAL, MEDICAL, LEGAL, POLICE AND CORRECTIONAL DIMENSIONS

Offer training to criminal and penal prosecuting attorneys in the realm of sexual assault.

DPCP

Protect victims and witnesses in conjunction with legal proceedings concerning cases related to offences of a sexual nature.

DPCP

Apply the directives of the Directeur des poursuites criminelles et pénales that concern cases involving offences of a sexual nature.

DPCP

Maintain and promote the toll-free telephone referral service intended to guide sexual assault victims, their loved ones and interveners to the appropriate services for all regions.

MJQ

Maintain financial support for the centres d'aide aux victimes d'actes criminels (CAVAC).

MJQ

Ensure the application of the INFOVAC program in all judicial districts and the systematic sending of the "Victim Impact Statement" form and the brochure containing information for victims to all victims identified in court files or their loved ones, as the case may be.

MJQ

Promote the application of the Act to amend legislative provisions concerning the disclosure of confidential information in order to protect individuals by offering awareness-raising sessions to interveners in the sectors concerned by the problem of sexual assault.

MJQ

Support the funding of organizations that offer services to sexual assault victims, regardless of age and sex.

MSSS

Financially support the Regroupement québécois des centres d'aide et de lutte contre les agressions à caractère sexuel (RQCALACS) in the elaboration and dissemination of its training program on sexual assault in an intersectional perspective in order to better satisfy the specific needs of women who are discriminated against because of their sexual orientation, disability, cultural identity, citizenship status, skin colour, and so on.

MSSS

Financially support organizations that offer services to sexual abusers.

MSSS

Ensure that sexual abusers and individuals at risk of engaging in abuse have access to support services in all regions of Québec.

MSSS

Maintain financial support for the Programme d'évaluation, de traitement et de recherche pour les auteurs d'agression sexuelle (PETRAAS) in the Établissement de détention de Percé.

MSSS

Ensure follow-up to the impact of the Act to amend the Professional Code and other legislative provisions in the field of mental health and human relations (Bill 28) on the services offered to sexual abusers.

MSSS

Pursue collaboration with the Centre d'expertise Marie-Vincent aimed at transferring expertise in the realm of intervention among child sexual assault victims.

MSSS

Pursue financial support for community organizations that work specifically with sexually exploited individuals or those at risk of being exploited.

MSSS

Pursue the implementation of key directions concerning standards governing access, continuity, quality, effectiveness and efficiency of general social services offered by CISSS and CIUSSS for all clienteles.

MSSS

Make accessible prevention and screening material for sexually transmitted and blood-borne infections for all vulnerable populations that benefit from integrated screening and prevention services (SIDEP) inside and outside the CISSS and direct them to the appropriate services if need be.

MSSS

Coordinate the Comité des responsables nationaux de l'Entente multisectorielle relative aux enfants victimes d'abus sexuels, de mauvais traitements physiques ou d'une absence de soins menaçant leur santé physique (CRNEM) and clarify the role, responsibilities and contribution expected of the agreement's partners by: (a) ensuring a shared understanding of the agreement at the province-wide level and by sharing it with different networks; (b) informing the networks of the CRNEM's mandate; and (c) promoting the application of the agreement in the Aboriginal communities.

CRNEM
(MSSS)

Ensure the agreement's implementation in each region: (a) through the maintenance of a regional committee coordinated by the CISSS on which a representative of each network must sit; (b) through the obligation for the regional committees to meet once a year and establish partnership mechanisms; (c) through the implementation of a follow-up mechanism focusing on the application of the multisectorial agreement; and (d) by informing the CRNEM by means of annual reviews about the members of the regional committees and activities pertaining to the agreement held in each region.

**CRNEM
(MSSS)**

Satisfy training needs at the regional level or specific to a network and ensure the dissemination of good practices with respect to the application of the agreement.

**CRNEM
(MSSS)**

Evaluate, at the request of the judiciary, at the pre-sentence stage, **individuals convicted** of offences related to sexual delinquency or who have pleaded guilty to such offences.

MSP

Evaluate the sexual offenders sentenced who are under the responsibility of the Direction générale des services correctionnels in the Ministère de la Sécurité publique, following sentencing.

MSP

Ensure the maintenance of activities offered specifically to sexual offenders at the Établissement de détention de Percé.

MSP

Promote access by sexual offenders to specialized programs and services.

MSP

Verify the coherence of the conditions imposed in the criminal division with those in the release measures granted by the correctional system, if need be.

MSP

Make available the services of a resource person to support interveners in the Direction générale des services correctionnels in the Ministère de la Sécurité publique when contentious cases arise in the context of the application of the *Act to amend various legislative provisions as regards the disclosure of confidential information to protect individuals*.

MSP

Promote the recognition of the problems of sexual assault and sexual exploitation examined by complementary educational services during the initial training of teachers, in particular with regard to sexuality education and education on egalitarian relationships.

MEES

**THEME 3 DEVELOP KNOWLEDGE AND SHARE EXPERTISE
TO ACT MORE EFFECTIVELY**

Pursue the implementation of intersectoral regional consensus building in the realm of sexual assault by ensuring coordinated action in this respect in the health and social services network in each region.

MSSS

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- 8 CONSEIL DU STATUT DE LA FEMME. *Avis - La prostitution : il est temps d'agir*, 2012, 154 pages.
- 9 Comments made during the consultations on sexual exploitation conducted in 2013-2014.
- 10 CONSEIL DU STATUT DE LA FEMME. *Op. cit.*, page 46.
- 11 SERVICE DU RENSEIGNEMENT CRIMINEL DU QUÉBEC. *Portrait provincial du proxénétisme et de la traite de personnes*, September 2013, page 20.
- 12 "More than half (53.2%) of the suspects involved in more than one procuring case have links to street gangs" (*ibid.*, page 14). "The members of street gangs are most often mentioned as being linked to procuring, to such an extent that procuring appears to be their main sphere of activity in several regions of Québec" (*ibid.*, page 9).
- 13 Sex bars offer full sexual services in hidden booths (*ibid.*, page 7).
- 14 "Montréal has no fewer than 200 erotic massage parlours and 30 licenced topless bars, compared with only two in Vancouver" (Conseil du statut de la femme, *op. cit.*, page 30).
- 15 The Concertation des luttes contre l'exploitation sexuelle inventoried 420 sites linked to the sex industry with known addresses in the Greater Montréal area (including escort agencies and independent escorts), including 348 on Montréal Island alone. Source: Concertation des luttes contre l'exploitation sexuelle (CLES). *Rapport de recherche: portrait de l'industrie du sexe au Québec*, 2014, page 21.
- 16 SERVICE DU RENSEIGNEMENT CRIMINEL DU QUÉBEC. *Op. cit.*, page 7.
- 17 CANADA (Procureur général) c. Bedford, 2013 CSC 72.
- 18 *Protection of Communities and Exploited Persons Act* (S.C. 2014, chapter 25).
- 19 FEDERAL DEPARTMENT OF JUSTICE. *Document technique: projet de loi C-36, Loi modifiant le Code criminel pour donner suite à la décision de la Cour suprême du Canada dans l'affaire Procureur général du Canada c. Bedford et apportant des modifications à d'autres lois en conséquence (Loi sur la protection des collectivités et des personnes victimes d'exploitation)*, 2014, p. 4-5.
- 20 *Preamble to the Protection of Communities and Exploited Persons Act*.
- 21 SERVICE DU RENSEIGNEMENT CRIMINEL DU QUÉBEC. *Op. cit.*, page 11.
- 22 *Ibid.*, page 10.
- 23 *Ibid.*, page 17.
- 24 CONSEIL DU STATUT DE LA FEMME. *Op. cit.*, page 108.
- 25 *Ibid.*, page 32.
- 26 L.R.C. (1985), chapter C-46.
- 27 *R. c. Chase*, [1987] 2 RCS 293, par. 11.
- 28 *R. c. Ewanchuk*, [1999] 1 RC 330, par. 25.
- 29 *R. c. Ewanchuk*, [1999] 1 RCS 330, par. 42.

- 30 *Ibid.*
- 31 *Criminal Code*, see note 26, sections 271 to 273.1.
- 32 The proximity in age of the individuals concerned warrants certain exceptions stipulated in the *Criminal Code*.
- 33 *Criminal Code*, see note 26, sections 151 to 153.
- 34 L.C. 2002, chapter 1.
- 35 *Criminal Code*, see note 26, sections 286.1 to 286.4.
- 36 *Ibid.*, sections 279.01 to 279.03.
- 37 *Ibid.*, page 172.1.
- 38 *Ibid.*, page 163.1.
- 39 *Ibid.*, page 155.
- 40 *Ibid.*, page 162.1.
- 41 RLRQ, chapter C-12.
- 42 *Constitution Act, 1982*, Schedule B to the Canada Act 1982 (UK), chapter 11.
- 43 RLRQ, chapter P-34.1.
- 44 *Ibid.*, page 38.
- 45 RLRQ, chapter A-13.2.
- 46 *Ibid.*, section 1.
- 47 *Ibid.*
- 48 RLRQ, chapter I-6.
- 49 *Ibid.*; see, in particular, sections 3 to 5.1.
- 50 *Ibid.*, section 13.
- 51 *Criminal Code*, see note 26, sections 486.1.
- 52 *Ibid.*, section 486.2.
- 53 *Ibid.*, section 486.
- 54 *Ibid.*, section 486.3.
- 55 *Ibid.*, sections 486.4 and 486.5.
- 56 RLRQ, chapter CCQ.
- 57 (1979) 1249 R.T.N.U. 13 (n° 20378).
- 58 (1999) 2131 R.T.N.U. 83 (n° 20378).
- 59 (1989) 1577 R.T.N.U. 3 (n° 27531).
- 60 (2000) 2171 R.T.N.U. 227 (n° 27531).
- 61 (2006) 2515 R.T.N.U. 3 (n° 44910).
- 62 (2000) 2225 R.T.N.U. 209 (n° 39574).
- 63 (2000) 2237 R.T.N.U. 319 (n° 39574).
- 64 Adopted on December 20, 1993 by the UN General Assembly in Resolution 48/104.

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