

### In Memoriam

This project is dedicated to Sherry Upright.

Around 8:30 a.m. on January 3<sup>rd</sup>, 1999 on a highway East of Fort Saskatchewan, Alberta, fumes from a leaking gasoline container on the passenger seat of a 1990 white Honda Accord were ignited by a cigarette. The resulting explosion caused the driver to lose control of the car and it rolled into the ditch tossing both Richard Benjamin Spencer, 26, and Sherry Upright, 25, from the wreckage.

When the police came across Sherry's body they marked it up to a traffic fatality. Further investigation showed that this was anything but a simple accident. Sherry had been strangled hours before the impact jettisoned her lifeless body from its hiding place in the trunk of Richard Benjamin Spencer's car.

Sherry worked on the Quebec Street track to support herself and her daughter and played an important role in the growth of Prostitution Alternatives Counselling and Education.

Her name will not be added to the list of murdered and missing women in Vancouver. As of this date no one actually knows how many of the women from Vancouver's sex trade are missing or have been murdered. If the number of women who will die from preventable diseases, such as HIV or Hepatitis C, were added to the list it could easily number in the thousands.

This project is dedicated to their memory and to Sherry.

### **EXECUTIVE SUMMARY**

In March 1994 Paige Latin brought together a group of sex workers, academics and concerned community members who recognized the lack of relevant services available to young women in the survival sex trade and opened Prostitution Alternatives Counselling and Education (PACE) Society.

One of their first goals was the creation of a housing program solely dedicated to this unrecognized population. PACE has grown from a small volunteer run organization, operating out of Paige Latin's one bedroom apartment to an award winning and nationally recognized service agency. The PACE outreach program extends farther and goes later than any other agency. They offer outreach, crisis intervention, youth groups, parent support and referrals, community and client advocacy, prevention programs in youth detention facilities and have a comprehensive research and education program.

This proposal is an innovative model for creating cost effective, self-sustaining, long term, safe and affordable housing for young women leaving the survival sex trade.

## BACKGROUND

One day the history of prostitution in Vancouver will be written. When the author arrives at the 1990s they will have no choice but to write a tragedy of good people making bad or willfully ignorant but ultimately self-serving decisions. It will be a tale of competing sectors of self-interest that share a saddening tragic complicity in the rising HIV, Hepatitis C, rape, assault and murder rates of women and children in the sex trade. We may never know the reasons why, but we already know the outcome. The people least likely to benefit from the increasing emphasis on 'sexually exploited youth' are the discarded and devalued young women who provide the fodder for Vancouver's 'helping industry'. University researchers, social workers, Ministry staff, consultants, non-profit agencies vying for government contracts, the charity, health and criminal justice industries continue to profit with little or no measurable impact on the lives of those that they are supposed to serve. There is an increasing recognition that the way in which we deliver programs and services in Vancouver share part of the blame for perpetuating the suffering of these children.

### **Our Kids Too: Sexually Exploited Youth in British Columbia: an adolescent Health Survey, The McCreary Centre Society, 1999**

Some key findings from this survey reveal that:

Most sexually exploited youth are female

80% have been in government care  
90% have been physically and/or sexually abused

Nearly all smoke cigarettes, and about 4 in 10 began smoking before they were 9 years old.

A majority are frequent users of alcohol, marijuana, and other illegal drugs.

Nearly 8 in 10 were 13 years old or less when they first had sexual intercourse. Two-thirds had 6 or more partners.

The average age of entry into the sex trade was 13 years.

Over half have been pregnant  
Nearly half tried to commit suicide in the past year

When asked to suggest what services they would find helpful, youth in all four communities said:

Safe housing  
Education and employment opportunities  
Alcohol and drug services

**Out From the Shadows: the International Summit of Sexually Exploited Youth**

**DECLARATION**

We, the sexually exploited child and youth delegates gathered in Victoria, Canada, for *Out From the Shadows: the International Summit of Sexually Exploited Youth*, declare the following:

**We declare** that the term child or youth prostitute can no longer be used. These children and youth are sexually exploited and any language or reference to them must reflect this belief.

**We declare** that the commercial sexual exploitation of children and youth is a form of child abuse and slavery.

**We declare** that all children and youth have the right to be protected from all forms of abuse, exploitation and the threat of abuse harm or exploitation.

**We declare** that the commercial exploitation of children and youth must no longer be financially profitable.

**We declare** that all children and youth have the right to know their rights.

**We declare** that the issue of child and youth sexual exploitation must be a global priority and nations must not only hold their neighbors accountable but also themselves.

**We declare** that governments are obligated to create laws which reflect the principle of zero tolerance of all forms of abuse and exploitation of children and youth.

It is time to admit to admit the obvious. What have been doing is not working.

Over 90% of intravenous drug users in the Downtown Eastside have Hepatitis C and Vancouver has the highest reported HIV rate in the Western World. This means that the millions of dollars that we have spent had **no** impact.

**PROJECT GOALS:**

1. To establish up to 20 units of cost-effective, long-term, safe, and affordable housing for young women in the survival sex trade over the next three years.
2. To create a new and innovative 'made in Vancouver' solution for opening self-sustaining long-term affordable housing for this population that can serve as a model for communities throughout Canada.
3. To establish and demonstrate the effectiveness of this model for community partnerships between non-profits, foundations, private sector individuals, Federal, Provincial, and Municipal representatives that are committed to finding long term, cost-effective, solutions to the issue of young women in the survival sex trade.

**OBJECTIVES:**

1. Over the next three years the PACE Housing Project Coordinator will work with young women in the survival sex trade and committed volunteers to establish up to 20 units of safe affordable housing. The young women (under 24 years of age) will invest 'sweat-equity' by renovating their own apartments in exchange for a 3-year lease. In exchange for continued involvement in the renovation of units for other young women they will also receive from \$75 to \$100 a month. The benefits of involvement in a peer culture in tandem with a

## Convention on the Rights of the Child

Canada formally ratified the United Nations Convention on the Rights of the Child on December 13, 1991. The 3 following articles from the Convention directly address the sexual exploitation of youth:

### Article 34

1. State Parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes, State Parties shall in particular take all appropriate national, bilateral and multilateral measures to prevent:

The inducement or coercion of a child to engage in any unlawful sexual activity;

The exploitative use of children in prostitution or other unlawful sexual practices;

The exploitative use of children in pornographic performances and materials.

### Article 35

State Parties shall take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of or traffic in children for any purpose or in any form.

### Article 36

State parties shall protect the child against all other forms of exploitation prejudicial to any aspects of the child's welfare.

**Ignorance is no defense before the law**

below shelter allowance rental rate will extend far beyond the creation of affordable housing stock..

2. Banks, foundations, and private individuals will offer extended mortgages to PACE Society that equal the amount of revenue received from the young women that will reside in the housing project thereby creating a revenue neutral project. Over a period of time the invested equity will be devoted to establishing additional housing project other groups in the survival sex trade (boys, transgendered, adult women, women with children....).

3. To comprehensively document the results and place them on the PACE web site (opening August 30<sup>th</sup>). There will be an emphasis placed on gaining input from all partners. Historically the funding recipient reports on the outcomes of the project to the funder. We will encourage the funders to not only actively involve themselves (in the belief that they have more to offer than just money) in establishing the project but to identify what works and to immediately implement it.

4. Housing programming information for clients is available upon request.

## PARTNERSHIPS

Partners are the most critical element to ensure the success of this initiative. Supplying housing, no matter how affordable, is not a golden bullet that will magically transform the lives of young women in the survival sex trade. Even if we were able to supply safe and affordable housing to all of the young women in the survival sex trade a wide variety of issues would overwhelm the capacity of

Psychologists have begun to debate what parents and youth workers have always suspected -the importance, if not primacy, of peer groups on a child's development. The Atlanta Center for Disease Control has completed a comprehensive 5-year, 5-city health related program study involving youth in the survival sex trade with over 15,000 participants which concluded that in order to be truly effective peers must be the ones to deliver programs and messages. This and other literature has also identified that programs that originate from indigenous peer-based initiatives like PACE have the greatest possibility of long term success.

any single agency. The consequence of relying on a one size fits all model of service delivery has been demonstrated by Vancouver's 93% Hep C infection and the highest HIV rate in the Western World. Above and beyond a lack of safe and affordable housing young women in the survival sex trade face a wide variety of other issues:

- substance management issues
- lack of education
- little or no employable skills that can be listed on a resume
- health issues ranging from HIV, HEP C, endocarditis, to pelvic inflammatory disease
- mental health issues such as depression and suicide
- family reunification
- overcoming barriers to establishing healthy social relationships

For the increasing numbers of young aboriginal women on the streets of Vancouver the effects of cultural dislocation, intergenerational welfare dependency, substance abuse and involvement in the sex trade make the implementation of effective and relevant interventions that much more difficult.

Therefore, a key partner in this initiative is:

**URBAN NATIVE YOUTH ALLIANCE (UNYA)**

UNYA is a society that has served the Greater Vancouver Area for the past 7 years and has developed an excellent standing within the community. The majority of the services provided are focused on youth between the ages of 11 to 24 years. UNYA began as a means of dealing with issues around the need for pre-employment training and has expanded to meet other needs and concerns within the Aboriginal Community. Among the programs that UNYA offers are:

#### *Aries Alternate School*

The Aries Alternate School is a program for Aboriginal street youth that are not attending regular public school. The youth involved in the Aries project must have made a conscious decision to turn their lives around. Aries is open to youth between the ages of 13 to 19 years that have been involved in a street lifestyle.

#### *Youth Outreach*

The Outreach is prevention and intervention program aimed at helping youth between the ages of 11 to 15 years stay away from, or move away from a street lifestyle. One of the goals of this program is to help youth become aware of the risks and dangers of street life before they become entrenched.

#### *Safe Houses for Street Youth*

Two projects provide a safe and stable environment for youth 16 – 24. It is a place of comfort to help them make the first move from the street. Youth are directed to the appropriate agencies to receive the best of the services available to them. The Safe

Houses provide a place for re-unification of Native youth with their community and tradition where appropriate.

**What they bring:**

The PACE housing project will supply long-term safe and affordable housing for young women who have made the first move from the street into UNYA safe houses. Staff at UNYA would also continue to supply key support and resources for these young women once they have moved into the PACE project.

A new model for delivering services to a population whose needs we are only now beginning to recognize are not being met by 'traditional' services in Vancouver requires an equally as unique model for developing housing.

A model with demonstrated success is:

**HABITAT FOR HUMANITY**

Habitat for Humanity International (HFHI) works with those in need of adequate shelter.

The shelter recipients work side-by-side with volunteers from all walks of life to build simple, decent houses. The houses are built with no profit added and no interest charged, with the money coming from the new homeowners' house payments, donations and no interest loans provided by supporters. The monies in the Fund for Humanity are then used to build more houses.



In recent years, Habitat for Humanity International has experienced phenomenal growth. Habitat for Humanity International has over 1,300 affiliates (local Habitat organizations) in all 50 states, plus more than 100 international affiliates in 58 countries. In September 1997, Habitat for Humanity International dedicated its 60,000th home worldwide.

**What they bring:**

The Habitat for Humanity model of using volunteers, donated labour and materials and striving to ensure that the projects are as fiscally self-sustaining as possible is an overlooked and underutilized model that could be easily adapted to meet the needs of young women in the survival sex trade.

With over 30 years of experience in creating affordable housing they are an invaluable addition to this project.

Their demonstrated ability to supply a rewarding volunteer experience, solicit donated materials, while building fiscally responsible affordable housing is an attractive way to involve:

**INDIVIDUALS AND THE PRIVATE SECTOR**

Partnerships with the private sector is not so much a question of establishing new models as it is the need for re-establishing or reinvigorating a sense of community. Unions or service agencies like the Rotary or Kiwanis built the buildings, bought the dialysis machines and donated their personal time and abilities to worthwhile causes. The owner of an hardware store donated materials. A lawyer helped an agency or community group

incorporate. The real estate agent helped to buy the property. The salesman helped develop materials for raising funds.

The concept of private and public sectors was neither as well developed nor the lines between the two as sharply drawn as now. The 1960's and 70's saw the specialization of social service systems and the rise of a professional class of 'community leaders'; while the '80s and '90s saw an explosive growth in the role and power of non-governmental organizations (NGOs).

Now the United Way, service agencies and other 'community leaders' all compete for money and the role of the individual has been diminished, if not extinguished. This project is an answer to the frustration of people who want to help, but they don't want their contribution to their community to be reduced to simply signing a cheque without directly seeing what impact their money will have; by directly involving individuals and the private sector in this new and innovative program that can demonstrate its effectiveness.

Given the opportunity the private sector and individuals would be excited to be involved with a project that is:

- ◆ An unique program with a demonstrated capacity for flexibility.
- ◆ Willing to make use of the skills and abilities of individuals and organizations – not just their dollars.
- ◆ Committed to developing a sustainable project that won't solely rely on ongoing funding.
- ◆ Proactive rather than simply reactive – changes conditions and not simply reacts to them (to solve rather than help).

No matter how good any project is, if no one knows, it might as well not have happened.

That is where the involvement of a respected international organization becomes critical.

An organization such as:

### **SAVE THE CHILDREN CANADA**

The organization is dedicated to improving the lives of the most needy children in Canada and overseas, regardless of race, sex, colour or religious affiliation. It is committed to achieving the objectives of the United Nations' Declaration of the Rights of the Child and implementing those rights.

Save the Children started as the vision of one bright and compassionate lady, Eglantyne Jebb. In 1913, seeing frightened, starving children after the Balkan War, she was deeply moved and decided to rally for children in need everywhere.

In 1919, she founded the Save the Children Fund. In 1921, a committee of the Save the Children Fund was formed in Canada. Eglantyne herself drafted the original Declaration of the Rights of the Child, which was approved unanimously by the League of Nations in 1924. Years after her death in 1928, the pleas from her list were adopted by the 1990 Convention on the Rights of the Child.

Perhaps her most vital contribution to the children was her observation that the welfare of the child is interdependent with the welfare and the education of the entire community. Thanks to her remarkable insight, since 1919 the organization has increasingly refined its

objective to helping children through improving child-related segments of the community.

**What they bring:**

With over 80 years of service and an international reputation Save the Children Canada recognizes the need to support implementable strategies to respond to the issue of youth in the survival sex trade. Save the Children will not only support the development and implementation of this project but upon its completion will support organizations throughout Canada in adapting this model in their own communities.

Even with the involvement of non-profits and the private sector there is still a need for the involvement of the:

**GOVERNMENT**

Partnerships are where each side receives benefit through cooperating on an initiative. All three levels of government would reduce or waive taxes, fees, and charges to permit the creation of this project. Indirect savings will accrue to all three levels through reduced hostel use, lower welfare caseloads, lower rates of young women in care, and a reduced demand on the health care system, especially emergency care.

**CITY OF VANCOUVER**

The City of Vancouver is one of the few municipalities that has consistently supported the development of non-profit housing. In the first year there will be no request for capital

assistance their demonstrated expertise and input will be invaluable to the success of this project.

## **PROVINCIAL**

### **MINISTRY OF CHILDREN AND FAMILIES: YOUTH AGREEMENTS**

Youth agreements are legal contracts between the ministry and high-risk youth between the ages of 16 and 19 who can't live at home or have no parent or other person willing to help them. This program is only open to youth with:

- ◆ Serious behavioural or mental health problems.
- ◆ Severe substance misuse or addictions.
- ◆ Homeless AND not attending school, not working or not participating in a rehab program.
- ◆ *Involvement in the sex trade.*

The youth only receive around \$500.00 a month. Regardless of how much support is available the ability to not only survive but to overcome any one of the above issues is severely hindered by the lack of affordable housing. The PACE housing project could meet the needs of youth agreement participants in Vancouver who are involved in the survival sex trade.

#### **What they bring**

Attached to the youth agreement program is new staff to deliver services including drug and alcohol counsellors, outreach workers and youth support workers. These support services will co-ordinate a continuum of services to assist young women in making the transition from the sex trade and off the streets.

### **WORK PLAN/OUTCOME MEASUREMENTS/YEAR ONE**

Year one is dedicated to both finalizing a model for establishing housing for young women leaving the survival sex trade and opening the first site. The PACE office is already located at a site with up to six potential units. There is every expectation that we will exceed the work plan/outcome measurement schedule for the first year. Every two months a report including the outcome measurements will be submitted to funders, Housing Projects Development Committee members, partners and other interested individuals.

### **FIRST THREE MONTHS:**

#### **PROJECT DEVELOPMENT**

Further develop the vision  
 Name the coordinating committee  
 Identify and recruit additional skills needed  
 Solicit community support  
 Develop capital and program needs  
 Project capital and operational costs  
 Formally recruit development team

#### **DEVELOPMENT TEAM\***

Coordinating committee  
 Housing consultant  
 Lawyer  
 Architect/designer  
 Construction trades coordinator  
 Client reps  
 Partners\*\*

\*not all positions represented are necessary

\*\*an emphasis will be placed on development team member partners being represented by both a staff member and a young women with relevant experience in the survival sex trade. The young women will receive an honourarium for involvement.

### **MONTHS FOUR TO FIVE:**

#### **Work Plan:**

1. Begin negotiations for purchase of first site

2. Identify and contact potential partners, funders, additional resources, volunteers and ministries that should be involved in this project
3. Identify sources of funding including equity, bank loans, municipal and provincial housing
4. Development of budget including: land costs, construction, legal, architectural, engineering permits, inspections, construction insurance, financing costs, taxes
5. Develop the internal evaluation tools of base line questionnaire, and interview format
6. Look at other models for developing shelter options
7. Advertise for first applicants
8. Initiate programming and standards expected of residents
9. Develop a 'Good-Neighbour' policy
10. Finalize Work Plan and outcome measurements for months 6-12 to funders and participants

#### **Outcome Measurements:**

1. Report on negotiations
2. Report on potential partners, funders, additional resources, volunteers and ministries that should be involved in this project
3. Report on identified sources of funding including equity, bank loans, municipal and provincial housing
4. Release budget for input
5. Field test internal evaluation tools of base line questionnaire, and interview format
6. Report on relevance of other models for developing shelter options
7. Select first applicants
8. Release for discussion: programming and standards expected of residents
9. Distribute 'Good Neighbour' policy to community agencies and residents

## **II. MONTHS SIX TO EIGHT**

### **WORK PLAN**

1. Initiate purchase of first site
2. Select and move in first tenants
3. Identify costs not recognized in initial budget
4. Collect evaluation information from young women
5. Identify costs not recognized in initial budget
6. Collect evaluation information from young women
7. Release draft document "REAL OPTIONS FOR YOUNG WOMEN IN THE SURVIVAL SEX TRADE" to committee members and on web site

### **OUTCOME MEASUREMENTS**

1. Report on purchase of first site
2. Report on progress of first tenants
3. Integrate costs into year two and three budgets

4. Collate data for incorporation in final report
5. Develop budgets for years two and three
6. Collate data from evaluations and release information, integrate relevant points
7. Collect input from committee and individuals on draft and revise

### **MONTHS NINE TO ELEVEN:**

#### **WORK PLAN**

1. Identify properties for years two and three
2. Select and move in next tenants in year one site
3. Release draft budget for years two and three
4. Continue collecting information from first tenants and initiate data collection from second tenants
5. Release second draft of 'REAL OPTIONS FOR YOUNG WOMEN IN THE SURVIVAL SEX TRADE' to committee members and on the web site

#### **OUTCOME MEASUREMENTS**

1. Begin negotiations for purchasing properties
2. Continue reporting on progress of first and second tenants
3. Finalize budget for years two and three with identified capital and programming costs with attendant identified funders
4. Refine data
5. Incorporate input

### **YEAR ONE PROJECT COMPLETION:**

A press conference will be held to announce the official opening of the first site and 'REAL OPTIONS FOR YOUNG WOMEN IN THE SURVIVAL SEX TRADE' will be released. The work plan/outcome measurements for years two and three will also be released.

#### **LETTERS OF SUPPORT AND CONFIRMATION OF INVOLVEMENT**

To be attached

#### **COMMUNICATIONS STRATEGY**



The model for developing housing for this vulnerable population will be published at the completion of the project, for incorporation in programs throughout Canada. The PACE web-site will make the results available to international researchers, agencies and policy makers. (To be incorporated in WORK PLAN/OUTCOME MEASUREMENTS in greater detail)

**EVALUATION:**

The project will identify a 'best practices model' by utilizing evaluative research methods including base line questionnaires, quantitative and qualitative data collection instruments and focus group methodology. PACE will either be apply for funding in order to determine the long-term impact of this project on the participants or solicit the involvement of qualified research professionals within the University community.

**BUDGET SUMMARY:**

The budget below is only for developmental costs. The capital cost budget has been submitted to the appropriate funders and is available for review.

<b>ITEMS</b>	<b>AMOUNT</b>	<b>REVENUE</b>	<b>AMOUNT</b>
<b>Personnel</b>		<b>Government</b>	
Project and Volunteer Coordinator	35,000.00	<b>Municipal</b>	
Housing Support and Outreach Worker	35,000.00	<b>Provincial</b>	
Funding Officer	20,000.00		
Honoraria	7,500.00		
<b>Sub-Total*</b>	<b>106,275.00</b>	<b>Federal</b>	
<b>Equipment</b>			
Phone/Fax/Cel	250.00		
Equip./Computer	2,500.00		
Post./copy/office supplies	500.00		
Web Site	360.00	<b>Foundations</b>	
<b>Sub-Total</b>	<b>3,610.00</b>		
<b>Supplies/Services</b>			
Administration/Support Staff	5,425.00		
Bank Charges	150.00		
Rent	6,000.00	<b>Unions</b>	
<b>Sub-Total</b>	<b>11,575.00</b>		
<b>Travel</b>			
Bus Passes for youth	540.00	<b>Private/In Kind</b>	
Mileage	2,400.00		
Conferences	3,500.00		
<b>Sub-Total</b>	<b>6,440.00</b>		
<b>Other</b>			
Miscellaneous/contingency funds	12000.00		
<b>Sub-Total</b>	<b>12,000.00</b>		
<b>TOTAL:</b>	<b>139,900.00</b>	<b>TOTAL:</b>	

\* includes benefits at .09%