THE CITY OF
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Public Submission Summary

Federal Legislation on Prostitution

Background

On December 20, 2013, the Supreme Court of Canada decided that three prostitution-related offences in the Criminal Code were unconstitutional. These are:

• Keeping or being in a common bawdy-house;

• Living on the avails of prostitution; and

• Communicating in public for the purpose of prostitution.

While the act of prostitution itself is not illegal, the Supreme Court of Canada found that, by making these activities illegal, the dangers that prostitutes face were increased. The Court concluded prostitutes' rights to life, liberty and security of the person — rights which are guaranteed to everyone — were being violated.

To avoid prostitution being unregulated for a period of time, the Court gave the Federal Government one year to respond. In the meantime, the three offences will continue to be enforced under the Criminal Code of Canada.

The City of Calgary Response

The Federal Government is responsible for creating the laws related to prostitution and for deciding how to respond to the Supreme Court's decision.

In February, Council approved a Notice of Motion to conduct engagement of external stakeholders through a public submission process in the wake of a recent Supreme Court of Canada ruling that opens the door to new federal legislation on prostitution.

While The City of Calgary does not know what decision Parliament will make, City Council recognizes that prostitution has impacts and Council would like to better understand Calgarians' views about the current impacts of prostitution on communities, families and businesses.

"This process is part of a multi-faceted approach to help us develop a response to potential changes around prostitution and prostitution-related activities. We are taking a look at the issue from a grassroots level by seeking to understand and identify these impacts."

Tracy Bertsch, Director of Animal & Bylaw Services and Chair of The City of Calgary Steering Committee on Prostitution

It is important to note the following key points when reviewing results highlighted in the subsequent report:

- This engagement exercise was requested by Calgary City Council and was designed in collaboration with City Administration. The core purpose was to solicit feedback from stakeholders about the issues outlined in the subsequent report.

- Feedback for each option was provided on a self-selected basis by stakeholders during the two-week engagement process. As such, broader conclusions regarding the general attitudes of the public as a whole should not be made.

Results Summary

In total, there were 1,861 visits to the submission website and 797 individuals/stakeholders completed the entire submission document. The average completion time was just over 36 minutes in total. It is important to note that the base sizes for each question varies, as respondents did not need to provide a response to each before moving onto the next screen.
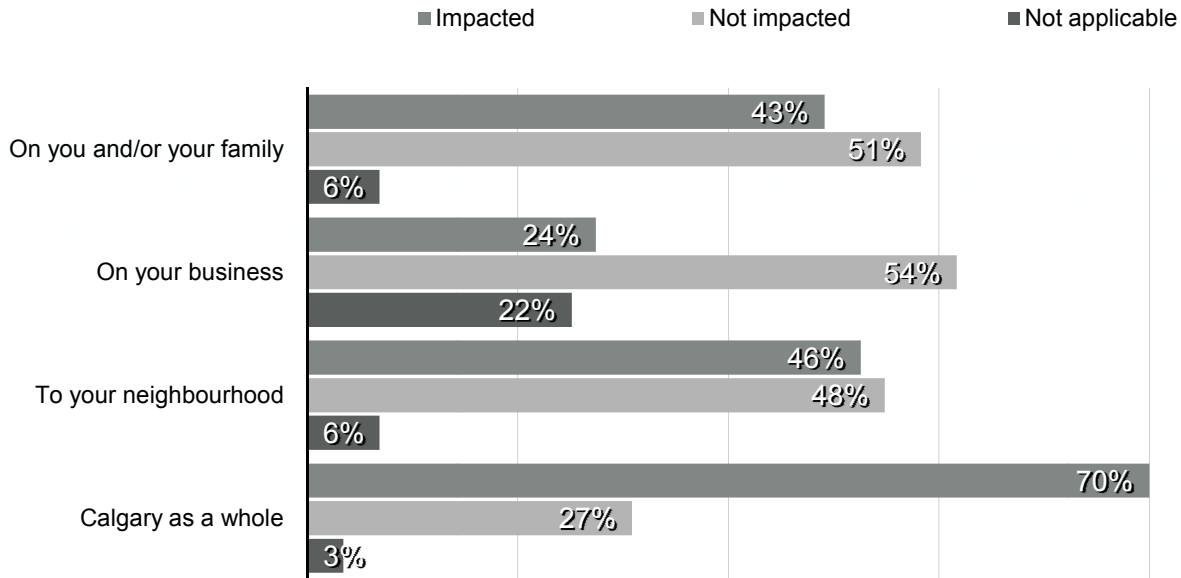
Submission Respondent Profile

The following are demographics across the submissions - it is important to note that these were not mandatory questions and may not fully represent the range of those who completed the submission form.
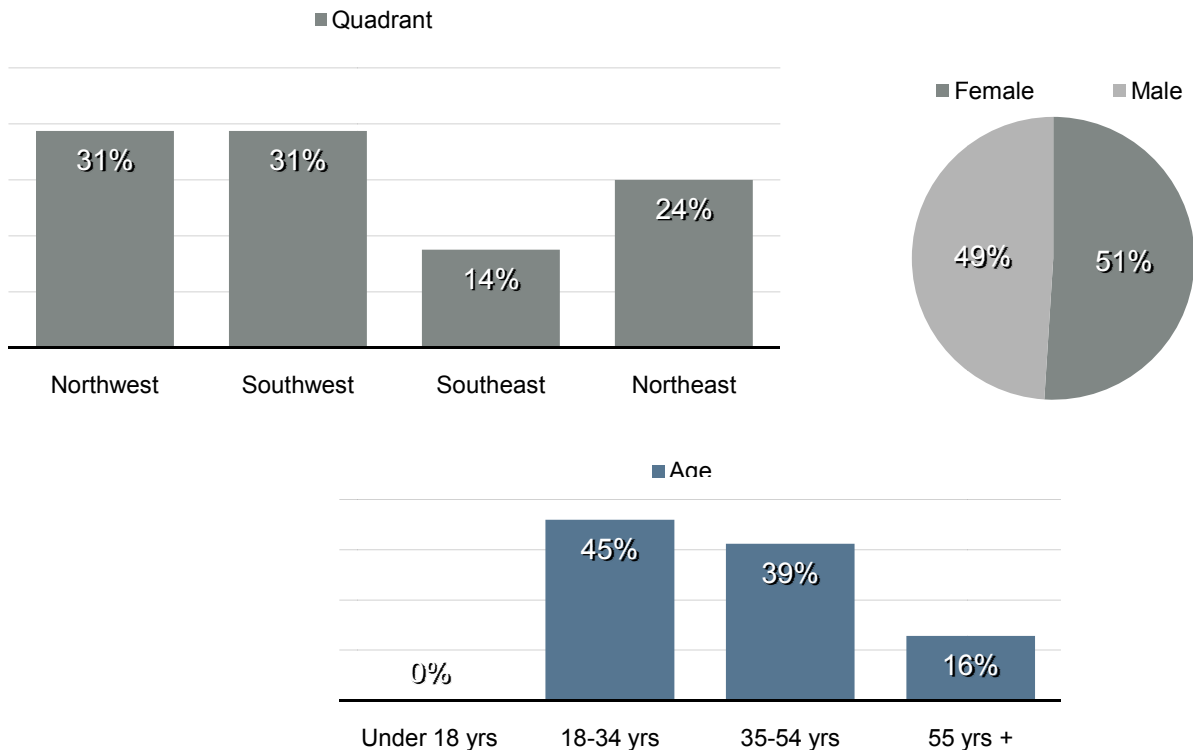
Impacts of Prostitution

In an effort to better understand the views about the perceived impacts of prostitution in Calgary, respondents were asked to provide an open-ended response to each of the four categories below OR to select not impacted or not applicable.

Almost half of respondents (43%) feel prostitution has impacted them personally and the majority (70%) say they believe prostitution does have impacts to Calgary as a whole. Just less than one-quarter (24%) say their business has been, or is, impacted by prostitution while just under half (46%) say their neighbourhood was/is impacted.

Legend: ■ Impacted ■ Not impacted ■ Not applicable

On you and/or your family
- Impacted: 43%
- Not impacted: 51%
- Not applicable: 6%

On your business
- Impacted: 24%
- Not impacted: 54%
- Not applicable: 22%

To your neighbourhood
- Impacted: 46%
- Not impacted: 48%
- Not applicable: 6%

Calgary as a whole
- Impacted: 70%
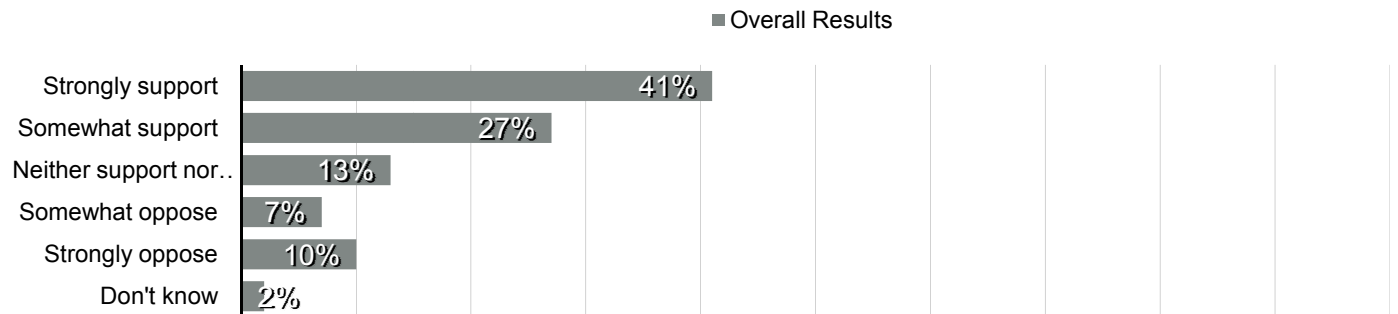- Not impacted: 27%
- Not applicable: 3%

Support for Approaches

Respondents were asked to give feedback on various approaches are used by other cities to increase the health and safety of

those affected by prostitution.

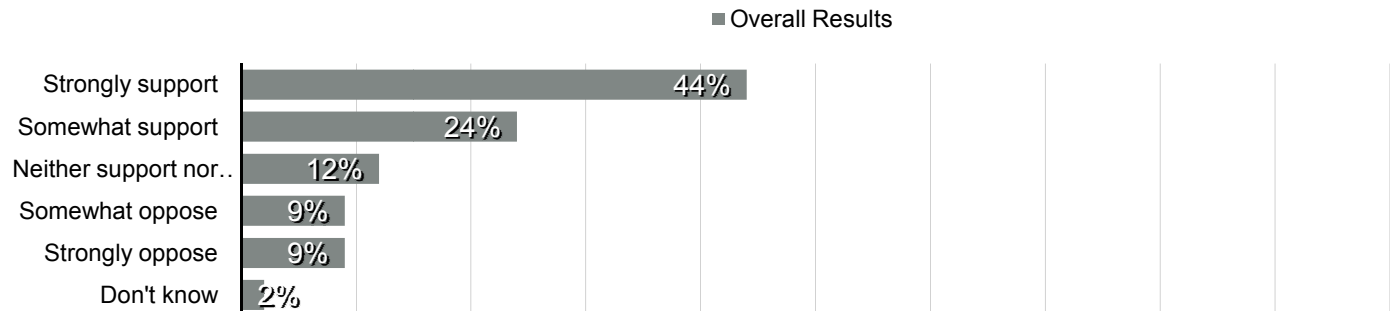**Question:** Please indicate how strongly you support or oppose the following approaches used.

Approach #1: Research and Ongoing Building of Knowledge Approach

This approach helps governments and non-profit organizations understand prostitution and learn the most effective ways to protect the health and safety of all Calgarians. Examples could include supporting partnerships between community organizations and universities to learn how to increase the health and safety of all of our community members.
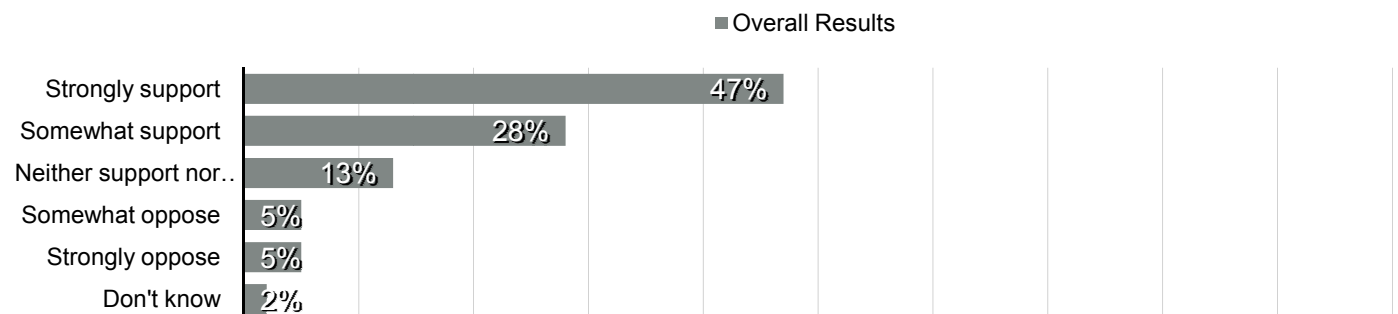
■ Overall Results

Category	Percent
Strongly support	41%
Somewhat support	27%
Neither support nor..	13%
Somewhat oppose	7%
Strongly oppose	10%
Don't know	2%

Approach #2: Exiting Approach

This approach focuses on assisting individuals in leaving prostitution once they are ready to do so. Examples could include programs to help workers leave prostitution, such as education and life skills development, and employment counseling.

■ Overall Results

Category	Percent
Strongly support	44%
Somewhat support	24%
Neither support nor..	12%
Somewhat oppose	9%
Strongly oppose	9%
Don't know	2%

Approach #3: Prevention/Education Approach

This approach focuses on public education and awareness of issues and risks associated with prostitution. Examples could include developing a public education campaign to raise awareness about how individuals get involved in prostitution activities.

■ Overall Results

Category	Percent
Strongly support	47%
Somewhat support	28%
Neither support nor..	13%
Somewhat oppose	5%
Strongly oppose	5%
Don't know	2%

Approach #4: Community Development Approach
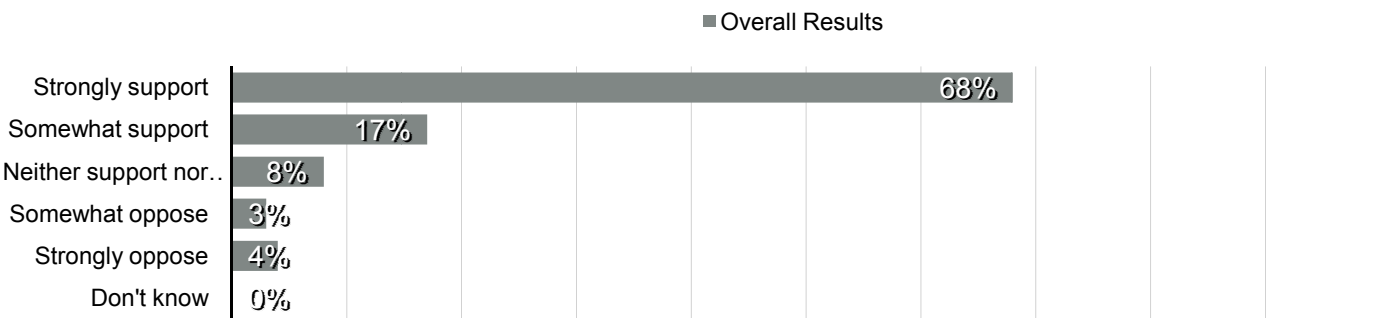
The approach looks at ways of working with individuals and/or groups to make positive changes in their communities. Examples could include setting up meetings between residents and others involved in prostitution to work on creating a safe environment for all.

■ Overall Results

Strongly support	57%
Somewhat support	22%
Neither support nor..	8%
Somewhat oppose	4%
Strongly oppose	7%
Don't know	2%
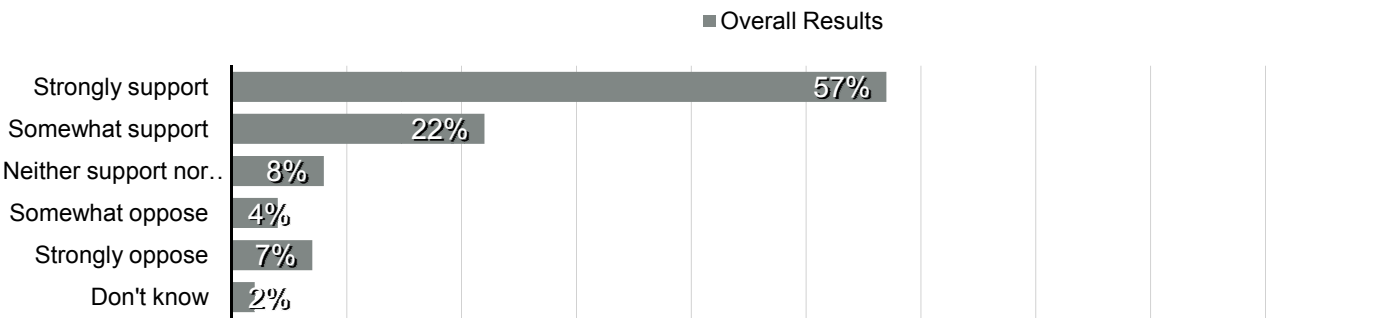
Approach #5: Intervention Approach

This approach aims to help community members, including those working in prostitution, to remain safe and healthy and respectful of others' rights and needs. Examples could include contraceptive support and establishment of a community safety network.

■ Overall Results

Strongly support	68%
Somewhat support	17%
Neither support nor..	8%
Somewhat oppose	3%
Strongly oppose	4%
Don't know	0%

Ranking Approaches

Question:

Taking into consideration the five approaches previously described used by other cities, please rank which approaches you most strongly support using a scale from 1 to 5 (1 having the least support and 5 the highest).

RESULTS - RANKED HIGHEST SUPPORT TO LOWEST SUPPORT (based on mean score)

Research & Ongoing Building Approach

Community Development Approach

Prevention/Education Approach

Intervention Approach

Exiting Approach

None Of These Approaches Should Be Supported

CODED RESPONSES – APPROACH SELECTIONS

METHODOLOGY

The following is an overview of the process for analyzing the open-ended data:

- Raw verbatims were sourced from the online survey responses generated by respondents.

- These were sent to our coding department and a senior Head Coder was assigned to the project. In fact, three of Ipsos' most experienced coding staff served as Supervisors and oversaw the coding for this project.

- Ipsos utilizes Ascribe™ for all our coding. Ascribe™ is provided by LanguageLogic and is a secure web-based program. Ascribe™ has much functionality to help aid us in coding. We are able to code multiple responses at once, search for similar responses, group ideas and provide multiple outputs for Data Processing in just a few clicks of a mouse. While the human eye must read and categorize each response, Ascribe™ helps facilitate the actual application of codes.

- A senior team of Ipsos' in-house coders were assembled for this project. All staff working on the study were briefed ahead of time, and given background on the study so that they were more informed on how respondents may have reacted and we better understood the responses.

- A standard add rule for creation of new codes of 1% of question total was used.

- Each verbatim response was reviewed in detail and all the relevant details/ sensible comments we assigned a code.

- Verbatim responses were reviewed by the Head Coder and the assigned coding team. Ideas and concepts were created based on what we were seeing in the responses. Common threads were grouped together.

- A draft code manual was reviewed by the Senior Ipsos project managers as well as other members of the Public Affairs team to ensure the codes were accurate and relevant – revisions to the draft manual were made as required. The same coding manual was applied across all data sources in this work.

- Once coding was completed, coders conducted a 100% self edit of their work, with a peer edit of at least 50%. Supervisors then edited all work at more than 50% of all completed work.

- Final coded verbatims and the final code manual were reviewed and approved by the project manager and other members of the Ipsos.   Using Ascribe™, the Head Coder created a standard output for our studies in Quantum (a data tabulation program) and sent coding to Data Processing.

- A senior data analyst then created data tables for each question/Option.

Approach #1: Research and Ongoing Building of Knowledge Approach

Positive Comments - Net	**58%**
Must be done collaboratively/ community approach/ working together to solve the issue	19%
Creating a safe/ clean/ designated workplace for them	13%
Education/ increased awareness is necessary (for it to be effective)	12%
Open/ continued dialogue/ communication	11%
Legalize/ regulate prostitution (business approach)	8%
Protect/ support sex workers/ don't marginalize them	8%
Good idea/ approach (unspec)	6%
Must be implemented together with other approaches/ not a sole solution	5%
Provide workers with options/ other opportunities (incl education, jobs, etc)	5%
Sex workers should have their rights	2%
Government should also focus on the clients/ procurers (not only the providers)	2%
Improve workers' self-worth/ well being	1%
Tax prostitution	1%
Take prostitution out/ off the streets	1%
Valuable in affected communities	1%
All other positive mentions	2%
Negative Comments - Net	**44%**
Dislike prostitution in my neighborhood/ community	17%
Will not work/ be effective	13%
Prostitution is bad/ unsafe	9%
Provides no benefits/ not valuable (in the long-run)	6%
Ban prostitution/ prostitutes in the city	6%
Dislike government intervention/ leave people alone	2%

Residents/ community should not liaise with workers/ only social workers, etc	2%
Can be an avenue for judgment/ negativity towards workers	1%
All other negative comments	2%
Neutral Comments - Net	**11%**
Need more information/ specific details about the approach	6%
All other neutral mentions	3%
Should find model/ approaches from other places/ areas	2%
Depends if the community is willing/ receptive	1%
Depends if workers/ those involved in the trade are willing	1%
Don't know/ na	2%

Approach #2: Exiting

Positive Comments - Net	**75%**
Education/ awareness is key/ it improves/ creates a difference	16%
Public stigma should be addressed/ eliminated	13%
Good idea/ approach (unspecified)	9%
Legalize/ regulate prostitution/ impose tax	9%
Provide education/ awareness on the risks of engaging in prostitution	8%
Education changes perceptions/ attitudes/ behavior	8%
Youth should be educated about risks of sexual exploitation/ human trafficking	7%
Prostitution should be an acceptable choice/ socially acceptable	7%
Protect/ support sex workers/ don't marginalize them	6%
Education/ awareness should also be provided to procurers/ all participants	6%
Creating a safe/ clean/ designated workplace for the trade	6%
Consider (all) underlying factors/ reasons why the workers ended up in the trade	6%
Education will make people more proactive/ decide better	5%
Must be focused on changing public perception/ attitude/ behavior	4%
Approach should be fair/ unbiased/ non-judgmental	4%
Must not be the sole strategy/ need to combine with other approaches	4%
Must consider the worker's past/ background	3%
Workers must be provided with options/ opportunities (incl education, jobs. etc)	3%
Should be a fair/ unbiased/ non-judgmental approach	3%
Must be fact-based/ accurate information/ not based on judgment	2%
Address the demand side (not only the supply side)	1%
'John Schools' should be mandatory for all convictions	1%
Must be done carefully/ effectively	1%

Must be comprehensive/ all aspects should be considered	1%
Communication/ dialogue is (also) necessary	1%
All other positive comments	3%

Negative Comments - Net — 46%

Not effective/ will not work (immediately)	12%
Dislike it being based on moral agenda	11%
Dislike government intervention/ leave people alone/ respect their views	11%
Prostitution will not end/ can't be removed/ part of human history	9%
Will not be valuable/ useful/ just a waste of resources	7%
Public perception/ attitude about the trade will not change	7%
Hasn't worked/ not effective in the past	4%
Education will not change the root cause(s) of the problem	3%
All other negative comments	2%
Prostitution is bad/ unsafe	2%
Prefer strategies to support/ protect sex workers	1%
Expensive approach	1%

Neutral Comments - Net — 11%

Need more information/ specific details about the approach	4%
Question is poorly-designed/ biased/ weighted/ vague	4%
All other neutral comments	2%
Review/ study existing/ related approaches/ initiatives done	1%
Other	1%
Don't know/ na	1%

Approach #3: Prevention/Education Approach

Positive Comments - Net	**62%**
Provides understanding on the impact it has on the individual/ community	14%
Education/ building knowledge is a good approach	14%
Everyone's safety and health is important	11%
Legalize/ regulate prostitution	8%
Good idea/ approach	8%
Those involved should be unbiased/ non-judgmental	8%
Provides a better solution to the problem/ preventive strategy	7%
Consult with actual sex workers/ organizations that work with sex workers	6%
Already have programs in place/ just support these	5%
Eliminate the pimps/ John's/ organize crime (to make this work)	5%
Help protect sex workers/ women from abuse/ being exploited	3%
Involve the community/ help eliminate the stigma of prostitution/ be treated with respect/ compassion	3%
All other positive comments	5%
Negative Comments - Net	**45%**
Lots of research has already been done/ don't need more	20%
Needs more action/ need to solve the issue	16%
A waste of money/ resources (with few positive results)	12%
Prostitution will stay/ cannot be eliminated	5%
Oppose to prostitution/ should be eliminated	4%
Gives the impression that prostitution is good/ encourages prostitution	3%
No need/ does not impact the general public	2%
All other negative comments	2%

Neutral Mentions - Net   **13%**

Depends on implementation/ approach/ overall goals   7%

Need more information/ specific details about the approach   5%

All other neutral mentions   2%

Don't know/ na   0%

Approach #4: Community Development Approach

Positive Comments - Net	**81%**
Create/ provide a safe/ clean/ work environment for sex workers	18%
Keeps everyone healthy/ safe	13%
Help protect sex workers/ women from abuse/ being exploited	9%
Provide an exiting programme for prostitutes wishing to leave the industry	9%
Legalize/ regulate prostitution (like a regular job with all benefits)	8%
Eliminate pimps/ johns/ organized crime from the mix	8%
Good idea/ approach	7%
Use of (free) condom/ contraception	7%
Prevents spread of STIs/ other diseases	6%
Must be done collaboratively/ working together with other agencies and prostitutes	6%
Provide training/ education (for the prostitute/ those purchasing sex)	6%
Community safety network is needed (prostitution/ non-prostitution related things)	6%
Helps understand their psycho-emotional wellbeing/ family upbringing/ individual needs	5%
Intervention should be a choice/ not forced/ getting harassed	5%
Ban/ stop prostitution all together	4%
Should be an unbiased/ open-minded approach	3%
Prostitutes know (more) about STIs/ diseases to protect themselves	3%
All other positive comments	6%
Negative Comments - Net	**33%**
Prostitution is bad/ no good impact/ don't want them in my community	6%
Prostitution will not end/ cannot be removed/ part of human history	5%
Only an emergency approach/ not an ultimate solution	4%
Provides no benefits/ not valuable/ a waste of resources	4%

No need to provide contraceptives/ workers should take care of this ... 4%

Not effective/ will not work ... 3%

This approach might encourage prostitutes and/or johns to keep the industry going ... 3%

Dislike government intervention ... 3%

Other organizations are doing this/ no need to do this ... 2%

Don't like to have help centre/ STD mobile in the neighborhood ... 1%

All other negative comments ... 2%

Neutral Comments - Net ... **9%**

Need more information/ specific details of the approach ... 8%

All other neutral comments ... 1%

Don't know/ na ... 1%

Approach #5: Intervention Approach

Positive - NET **86%**

Good/ ideal/ I will support this approach 22%

Legalize/ make it legal 4%

Long-term (support) programs to help workers are needed/ necessary 36%

Follow successful organizations (i.e. Nordic Model, Servants Anonymous Society) 6%

Educate/ provide relevant information/ increase awareness 6%

Provide workers options/ other opportunities (i.e. jobs, education) 27%

Provide safety/ security for the sex workers 9%

Change the stigma/ perception towards prostitution 6%

Support their rights/ decisions/ choices 11%

Increase funds/ budget to utilize support programs 5%

Address the root causes/ history of sexual exploitation 6%

Important for the health of the workers 3%

All other positive mentions 0%

14%

Negative - NET

Prostitution has no good impact/ not in-favor of prostitution 4%

It will increase the population of sex workers 1%

Not in-favor of providing them available options/ necessities (i.e. jobs, education) 4%

I don't like/ see any benefit of using this approach 4%

Wasting of taxation funds/ budget to sex workers 3%

Similar to other approach/ they need to utilize other available approach/ organization 1%

All other negative mentions	0%

Neutral - NET | **15%** |

Depends on if the person/ worker wants to leave	10%
Need more information	5%
All other neutral mentions	1%
Nothing	0%
Other	0%
Don't know	0%