



Giving Hope Today

Support to Report



Final Evaluation Report

June 2020

Funded by:

Department of Justice Canada, Victims Fund
Measures to Enhance Criminal Justice System
Responses to Adult Sexual Assault in Canada



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Acknowledgements

This project was funded by the Department of Justice Canada, Victims' Fund

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Evaluation Participants

This evaluation report could not have been completed without the participation of program participants who agreed to be interviewed and survey respondents. Because of their willingness and courage to share their experience with the program and what it meant for them as well the impact that sexual assault/being sex trafficked had for them, their barriers to accessing justice and justice system changes needed, SACJS is able to ensure that the voices of survivors contribute to policy and program changes for a more supportive justice system, thereby promoting access to justice.

With Thanks

To the expert informants who contributed their time and provided advice and guidance on the design of the program and aspects of the evaluation:

Dr. Treena Orchard, Western University

Dr. Annalise Trudell, Anova

Dr. Jodi Hall, Fanshawe School of Nursing

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Executive Summary

Sexual assault and sex trafficking are under-reported crimes. Barriers to reporting include shame, fear for self, fear of not being believed, lack of confidence in the police, court process or criminal justice system. Adults involved in the sex trade or sex trafficked experience higher rates of sexual assault compared to the general population and are further barred from reporting for reasons such as believing “it is part of the job”, impacts of trauma and victim-blaming. Salvation Army Correctional and Justice Services London and Elgin Middlesex received funding from the Department of Justice Canada, Victims Fund Support for a new program, Support to Report, which aimed to support sexually assaulted adults involved in the sex industry and sex trafficked adults to access justice, while working collaboratively within the criminal justice system to address barriers to reporting assault.

A three-year evaluation was conducted to inform program design and delivery, monitor implementation and report on outcomes. Multiple methods were used to gather longitudinal participant data, program monitoring and post-program feedback. Challenges to the evaluation included reaching program participants and creating a trauma-informed research design and data collection strategy. This final evaluation report answers questions about:

1. Participants, their support needs, and the value of the program to participants
2. Experiences with the justice system including barriers to reporting and suggestions for system changes
3. Key features for future programming

Recommendations for sustainability are provided. A resource toolkit “Promoting Access to Justice for Sex Industry Involved Adults Who Have Been Sexually Assaulted and Adults Who Have Been Sex Trafficked: A Toolkit of Resources” was developed from the results and is intended for broader sharing.

Participants

- Reaching and engaging people to participate in the program was challenging. Over the life of the program, the Case Manager made over 600 contacts with individuals through existing groups and outreach. Another 60 individuals received information and education about consent, sexual assault and the support available in a partner program that was co-facilitated by Support to Report’s Case Manager and a peer worker. From these connections, 37 case files were opened for the people who sought individualized help and support from the Case Manager. Of these, 53% connected once and 59% of the case files were closed due to lost contact.
- 73% experienced mental health, substance use, and/or homelessness. 70% (26) disclosed being involved in the sex industry or sex trafficked and 23 (62%) identified as having been sexually assaulted, with almost half of these disclosing historic assaults. Several reported experiencing multiple assaults over their lifetime.
- Practical support for things like transportation, counselling, and accompaniment to appointments was a top support need with 71% of participants receiving this type of help. Almost half (47%) received crisis support.

Justice System

- 38% (13) received support related directly to accessing the justice system. This included accompaniment, counselling, and paperwork.

- Participants were reluctant to disclose or report their sexual assault. Reasons included lack of confidence in the justice system, fear for self, past negative experiences such as not being believed and being blamed or humiliated.
- To promote access to justice and motivate people to report, participants who were interviewed offered several suggestions. Top themes were the need for justice process and personnel to be trauma and violence-informed, a system that believes survivors and “really, really listens” and a reporting procedure that is more survivor oriented. They also identified the need for access to broader supports, particularly housing. A strong theme was the need for a program like Support to Report that provides 1:1 crisis, practical and justice system support, as there “is no other program like it”.
- According to participants, justice is not limited to punishment, though this was a top response. Justice could also mean formal acknowledgement, being heard and believed and receiving the supports and resources needed for healing and recovery.

Value of the Program to Participants

- Overall, participants who provided input through a survey or interview expressed that the program was of significant value to them. They reported feeling more empowered, gaining knowledge and self-confidence. Many said that they were empowered to make decisions and that they were better off overall because of the help they received.
- Many talked about the quality of the support they received. People who were interviewed said things like “I was treated like a human – that hadn’t happened before” and “I felt understood”. One participant shared that without the program, they would have committed suicide. Another shared that the program has been helpful in their ongoing recovery. In this way, the program was effective at promoting access to justice, as defined by participants.

Recommendations for Sustainability and System Change

1. Provide awareness building, education and information about reporting options for survivors and trauma- and violence-informed approaches for Police and other justice professionals:
 - a. With survivors, develop a local resource using “You Have Options: Help After Sexual Assault” developed by the Government of Manitoba as an example.
 - b. Promote and disseminate the Toolkit developed through this project for use as a professional development resource in the justice system and among interested service providers, post it on SACJS website for public access and share it with the Centre for Research on Health Equity and Social Inclusion (CRHESI) for dissemination to its members as a follow up to the November 2019 “Lightning Talk” presentation about Support to Report
 - c. Explore/promote feasibility of adding a link to Support to Report on partner websites including London Police Services, Anova, SouthWesthealthline, and St. Joseph’s Health Care, Regional Sexual Assault and Domestic Violence Treatment Centre
2. Continue to provide the practical, crisis and justice system supports, with existing resource.
 - a. Continue to practice trauma-violence informed, survivor-centred principles of service delivery
 - b. Seek opportunities to provide consistent 1:1 support along with access to groups. Seek funding to support hiring of professionals qualified to provide social work services and support, in addition to having peer workers and outreach staff
 - c. Review and revise the description of the Support to Report program currently on the SACJS website

3. Advocacy:
 - a. Advocate for funding for programs like Support to Report. Potential opportunities include Ontario's Anti-Human Trafficking Strategy 2020-2025 and the Department of Justice Canada
 - b. In line with London's Sexual Assault Investigation Board Policy advocate for London Police and other justice professionals in London to receive trauma-informed, survivor-centred training
 - c. Advocate for the survivor voice by communicating their recommendations for changes to the justice system and broader system changes to appropriate bodies including the Department of Justice and housing providers at all levels of government. Most notably, these include:
 - i. The system needs to believe victims and justice system personnel need to be trauma- and violence-informed and trained
 - ii. Police and lawyers need to share more information with the victim. This recommendation from clients is supported in the literature:
"Many studies suggest that access to relevant information should be recognized as a basic need for victims of crime, for instance, while others indicate that the process of seeking information can help cope with victimization" (McDonald)
 - iii. There needs to be funding for safe housing, protection and all-around support. Participant suggestions for increasing access to housing included a portable housing benefit and short-term loan fund for first and last month's rent.

Context

It is widely known that sexual assault and human trafficking are under-reported crimes.

- Ontario's Select Committee on Sexual Violence and Harassment (2015) reports that one in three Canadian women experience sexual assault in their lifetime and 10% of sexual assaults were reported to Ontario police in 2014.
- Statistics Canada's General Social Survey (2014) found that 5% of people who had been sexually assaulted in the previous year reported the assault.
- Sexual assault rates among individuals involved in the sex trade range from 44% to 70% with 34% to 49% reporting to police (Du Mont).
- A research study involving street level women at risk in London, Ontario found that more 50% of study participants experienced physical or sexual abuse from commercial partners and 73% experienced physical or sexual abuse from intimate partners (City of London).
- Across Canada, less than half of sexual assault cases in adult criminal court resulted in a guilty verdict (Just Facts)

The London CMA ranks seventh across Canada for the highest number of police-reported human trafficking violations. (Ibrahim, D. 2018)

While difficult to measure due in part to its hidden nature (Ibrahim), human trafficking is identified as being of the fastest-growing crimes worldwide (Ontario's Anti-Human Trafficking Strategy 2020-2025).

- Across Canada, the number of police-reported incidents of human-trafficking rose from less than 50 in 2010 to 340 in 2016 (Ibrahim).
- About two-thirds of police-reported human trafficking cases in Canada occur in Ontario and most cases involve sexual exploitation or sex trafficking. (Ontario's Anti-Human Trafficking Strategy).
- In the London CMA, 46 human trafficking violations were reported to police between 2009 and 2016. This is the seventh highest number across Canada. London's rate of police-reported human trafficking (2.1 incidents per 100,000 population) is more than double the national average of 1.1 incidents per 100,000 population (Ibrahim).
- Across Canada, most human trafficking-related and sex-trade related adult criminal court cases result in decisions of 'stayed' or 'withdrawn' (Ibrahim).

The London CMA ranks seventh across Canada for the highest number of police-reported human trafficking violations. (Ibrahim, D. 2018)

Along with fear of not being believed, shame, embarrassment, lack of knowledge and family support, system barriers to reporting include lack of confidence in the police, court process or criminal justice system (JustFacts; Alberta Justice and Solicitor General; Conroy; Canadianwomen.org; Johnson, H.; Clark). In addition to these, many people involved in the sex trade or sex trafficked are further barriered (Alberta Justice and Solicitor General; Orchard; Du Mont; City of London). Many are likely to have experienced many layers of harm, have challenges related to mental health addiction and poverty. They may believe that "it is part of the job", fear being charged or fined themselves or have had the experience of police as victimizers.

It is in this context that the Department of Justice, Victims Fund provided funding for the Salvation Army Correctional and Justice Services London and Elgin Middlesex (SACJS) to design and deliver *Support to Report* from June 2017 to March 31, 2020.

Program Description: About Support to Report

Through their experience in supporting people involved in the sex trade, SACJS identified police response to complaints of sexual assault and lack of availability of practical support as problems to be addressed for survivors to access justice. While service agencies provided support for sexually assaulted adults involved in the sex industry, there was no dedicated program exclusively focused on addressing their needs within the criminal justice system or enhancing their access to justice.

Support to Report offered adults involved in the sex industry and who identified as being sexually assaulted and adults who had been sex trafficked (referred to as survivors in the remainder of this report) with a relationship-based, survivor-centred, trauma-informed program while working collaboratively within the criminal justice system to address barriers to reporting for this population. Funding was used to hire a full-time Registered Social Worker as a Case Manager to provide individualized practical support, education and information, and justice system navigation support, addressing two Victim's Fund priorities:

- Promote access to justice and participation by victims in the justice system
- Increase knowledge and awareness of the impact of victimization, the needs of victims of crime, available services, assistance and programs, and relevant legislation

The program aimed to:

- Identify and share local system barriers to reporting sex assault and sex trafficking
- Contribute to the development of more supportive local justice system processes and protocols
- Empower participants to make informed choices about accessing justice

Vision: Through Project Support to Report, adult survivors of sexual assault who are in the sex trade and/or sex trafficked will experience a justice system response that is supportive of their needs, validates their experience and empowers them to make well informed choices with regards to reporting the assault.

How the Program Worked

People came to the program through self-referral, or informally through information and connections made through an interconnected program or community program. Anyone seeking assistance was eligible to receive it. The Case Manager met with each individual where they were at. This including meeting with them on-site or off-site based on their preference, providing them with the level of support they requested with no administrative requirements such as a formal intake. The Case Manager provided crisis support, practical support, and justice system support. Practical support included transportation, support to access income and housing support, safety, accompaniment and counselling. Justice system support included providing information about options, counselling to support informed decision-making, system navigation, accompaniment and emotional support, and completion of Victim Compensation Applications.

Evaluation Method

This is a report of the final evaluation of the 3-year Support to Report initiative. The purposes of the evaluation were to:

- Assess the value of the program to survivors and make recommendations for future program delivery
- Contribute to the body of knowledge about potential responses/best practices in supporting adults involved in the sex trade who have been sexually assaulted and adults who have been sex trafficked in accessing the justice system

The results of the evaluation are intended to be used by:

- SACJS to make program decisions and meet funder reporting requirements
- Community agencies and local police services to increase their capacity to respond to the needs of this population
- Department of Justice Canada to inform potential policy responses to programs and services to promote access to justice
- Toolkit of Resources for use by Police, justice system professionals, and service providers was developed from these evaluation results.

This evaluation adds to evaluation studies previously completed for this program including: Annotated Bibliography (2017), Situation Analysis (2017), Formative Evaluation (2018), Progress Report (2019)

Questions answered in the evaluation:

1. To what extent was the program successful at engaging targeted participants? What was learned about their support needs and what was the value of the program for participants?
2. What was learned about barriers to justice system access and what is needed for a more supportive justice system response to help promote access to justice?
3. What are considerations for future programming?
4. What are recommendations for promoting access to justice for sexual assault survivors involved in the sex industry and sex trafficking survivors?

This evaluation uses multiple methods and data sources to answer the evaluation questions. Evaluation sources include:

- Longitudinal participant data collected during the program
- Mobile and hard copy surveys distributed in 2019 and 2020 to all participants. A total of 11 responses were received: 6 in 2019 and 5 in 2020.
- In depth semi-structured interviews with purposefully selected participants including 4 females and 1 male and 2 small group interviews with 7 participants in an interconnected program and 2 staff. Interview questions focused on participant experience with the program, barriers to accessing justice and suggestions to promote access
- Interviews with 2 Case Managers involved in the program

Limitations

- The study results are based on a small sample of a small participating population
- Sensitivity of the subject matter and the impact of trauma may have affected the information shared by participants

Results

Part 1: Program Participation and Participants

Reach and Level of Participation

A total of 37 people engaged one-on-one with the Case Manager. To recruit this many people, the Case Manager made at least 600 individual contacts through group presentations and outreach, and provided information about consent and sexual assault, and the individualized services available to another 60 people through co-facilitation of a drop-in group.

Over half of participants connected with the program through self-referral (35%) or interconnected partnership programs (24%) including Cornerstone Dignity Drop-In, Phoenix and Choices programs.

Crisis (40%, 15), sexual assault (35%, 13), and looking for help with a non-sexual assault related issue (30%, 11) were the top 3 reasons that people first connected with the Case Manager. A few connected because they “felt unsafe so reached out” or needed help with their transition out of jail.

Participation data from 34 people shows a wide range in the level of engagement with just over half (53%) engaging once or twice and 29% engaged 10 or more times. Two people had more than 50 contacts.

By the end of the program, the Case Manager had lost contact with 59% of the 37 participants and 35% (13) transitioned to a peer worker or outreach worker in the organization or are referred to other programs and services, including interconnected programs at SACJS and community programs and services external to SACJS.

Participant Profile

The following participant profile is based on data that was provided voluntarily by participants throughout the course of their engagement with the Case Manager. As a result of the data being collected using a self-disclosure approach rather than through a formal intake process, data is incomplete.

Participants ranged in age from 18 to over 55, with 25 to 34 being the largest age group (30% of people). Most (68%) self-identified as being female. A small number identified as Indigenous, LGBTQ2+ and transgender.

Almost three quarters (73%, 27) were experiencing one or more issues primarily mental health (21), substance involved (15) and homelessness (15). Other challenges included developmental disability, brain injury and physical disability.

Seventy percent (26) are currently or were involved in the sex industry and 24% (9) were sex trafficked.

By the numbers:

- 600 contacts through presentations and outreach
- 60 people in a co-facilitated drop-in program provided information about consent, sexual assault and the availability of individualized support
- 37 sought individualized support from the Case Manager
- 29% engaged with the Case Manager 10 or more times
- 73% experienced challenges with mental health, substance use, homelessness or other
- 70% disclosed being involved in the sex industry or sex trafficked
- 61% disclosed having been sexually assaulted one or more times in their lifetime
- Of those, 43% chose to pursue justice
- At program end, 35% transitioned to a peer or outreach worker, other program offered at SACJS or program in the community

Sexual Assault Experience

Almost two-thirds (61%, 23) disclosed having been sexually assaulted. Just over half (57%, 13) first connected with the program because of their sexual assault experience. The other 43% (9) disclosed having been assaulted only after meeting with the Case Manager a few times. Almost half (11) assaults were historic, having occurred longer than 6 months previously. A number of people had been assaulted multiple times over their lifetime.

Impact of Sexual Assault

The impact of sexual assault was shared directly and indirectly by participants. Impacts emerging from the participant narratives including the interviews, include confusion (11), anger (11), chronic fear, uncertainty, and anxiety (10) and difficulty with everyday activities (5). Repression, avoidance, nightmares, and suicidal thoughts were also identified. Some shared having physical injury and long-term physical health problems because of sexual assault.

Supports Needed

Service level data for 34 people shows that practical support was a top need (71%, 24 participants), followed by crisis support (47%, 16) and support in accessing justice (38%, 13) which includes system navigation, accompaniment and completing Victim's Compensation applications. Out of the 23 who connected more than once, 65% (15) needed more than one type of support.

A breakdown of the type of practical support needed/provided shows that the top needs were: transportation (38%), counselling for reasons other than direct justice system support (15%), and accompaniment to the doctor, probation and health and wellness-related meetings (14%).

Justice system support included:

- Accompaniment to hospital, police, sexual assault centre, court, criminal injuries hearing
- Court Support including counselling before and after court process
- Education/information about process; court preparation; system literacy
- Paperwork for Victim's Compensation, application for Deborah's Gate housing, Survivor Fund
- Communicating/advocating with police, hospital, community agencies, lawyer

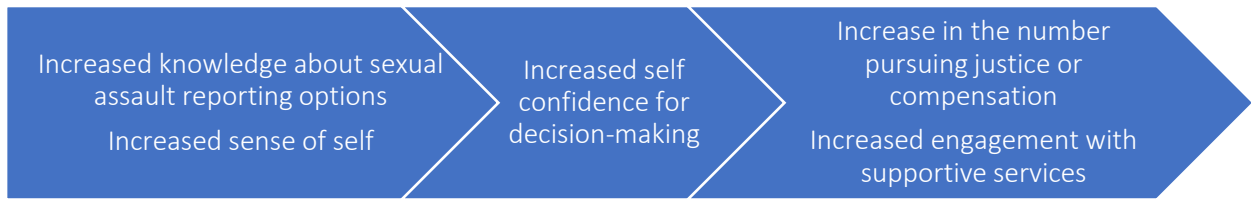
A key support identified by individual and group interviewees was being able to talk about their experience, the impact it had on them in a safe, non-judgemental space.

Value of the Program

Participants Empowered

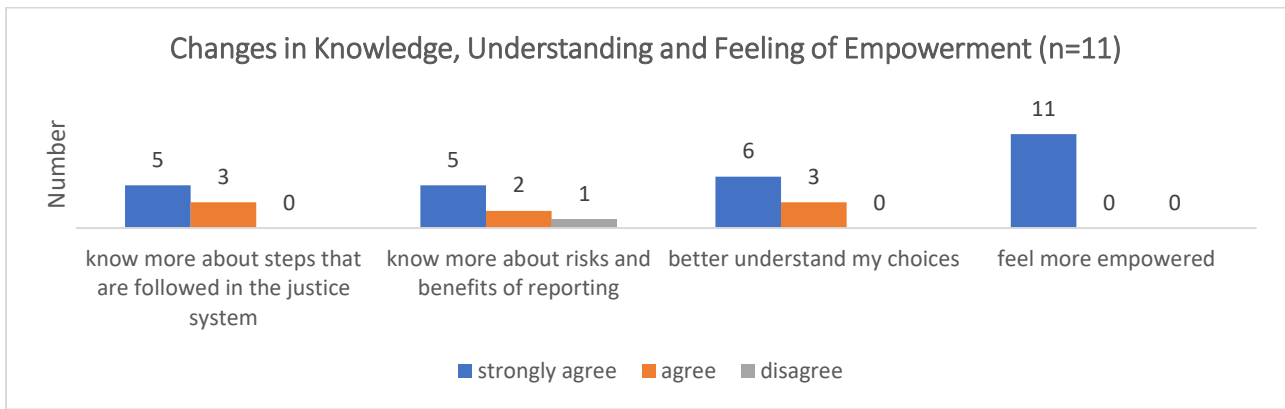
By providing education and information about the justice system and reporting options in conjunction with individualized practical support, the program aimed to empower participants through increased knowledge of sexual assault and reporting options, sense of self, self-confidence in decision-making and access to supportive services.

Figure 1: Participant Outcome Map



Feel more knowledgeable and empowered: Survey data from 11 participants shows that overall, participants felt more empowered to make justice-related decisions after participating in the program and had a better understanding of sexual assault reporting options.

Figure 2: Program's Effect on Participant's Feeling of Empowerment



Feeling more empowered contributes to improved confidence in decision-making

Interviewees and survey responses provide a deeper understanding of the impact that the program had for participants' sense of self and self-confidence. Each of the interviewees shared several tangible examples of reporting and quality of life decisions made because of the support they received. Examples include decisions about where they lived, safety planning, reporting, personal finances, asking for help and suicide.

The following quotes illustrate the impact that the program had on participants' lives:

- "Instrumental in ongoing recovery. Helped me report, get medical treatment, get community support, get pregnancy support, cope with crisis and just overall improved the quality of my life"
- "Able to make significant changes in my life"
- "If this program didn't exist, I would have killed myself"
- "I am in safer housing"
- "Just overall improved the quality of my life"

"When you are so used to being on your own, it is hard to ask for help."
(interviewee)

Increased Access to Justice

Justice means different things to different people

Interviewees were asked what justice meant to them and what would make them feel that they had accessed justice. “Justice means different things to different people” was frequently stated. Other responses included:

- Punishment/prison for the perpetrator was mentioned most often
- Being heard and believed/official acknowledgement was also a top response
- Perpetrator expressing remorse
- Feeling supported during and by the court process
- Getting the resources and help that the person says they need

“Whatever is going to have the most positive effect on healing for the victim – therapy, medical help, monetary compensation, being safe, telling your story, pressing charges, filing complaints – for some people it feels good to have punishment but not for everyone.” (interviewee)

Survivors made decisions about reporting

Support to Report was able to provide a safe and supportive place for people to have a voice, share their experience, feel validated, make decisions about reporting and be supported in their decisions.

Out of the 23 participants who had been sexually assaulted, or sex trafficked to make an informed decision about reporting, just over half (13) decided not to pursue justice through the justice system. Factors contributing to this decision included the determination that the costs of reporting outweighed the benefits and lack of confidence in the outcome.

Among those who decided to pursue justice through one of the justice system options (10), Support to Report was instrumental in supporting them through the process, providing accompaniment support, coaching, emotional support and practical support in completing paperwork and navigating the system.

43% out of 23 chose to pursue justice by going to the sexual assault centre, disclosing to police, private prosecution or pursuing Victim’s Compensation or private prosecution

The following quotes illustrate the ways that Support to Report supported access to justice:

- “Could not have gone through the [justice] process without the help of Support to Report”
- “Helped me make decisions about reporting, standing up for myself...”
- “Felt supported the entire way through...advocated for me”
- “Helped by offering choices, explaining options, giving coping skills that never had before”
- “Walked through situations with me, discussed options, asked for my ideas and opinions”
- “Learning to find my voice again”

Survivors voices contributed to new local Sexual Assault Investigation Policy

In 2018, Support to Report facilitated a focus group with survivors, asking them about their experiences in reporting sexual assault and provided a formal submission to the London Police Services Board informing the development of the new Sexual Assault Investigation policy and provided expert feedback on the draft policy prior to final approval. The submission reported the lived experience of individuals in the sex trade/sex trafficked who are survivors of sexual assault. One participant commented that being asked for their input was validating and empowering.

Part 2: Justice System Experience

Barriers to Reporting

Information provided by participants throughout the program and by interviewees was consistent in identifying individual-level and system-level barriers to reporting. Top themes that emerged include:

- Lack of confidence in the justice system
- Past negative experience such as not being believed, and/or being shamed and blamed
- Fear for self
- Traumatic experience to go through the interviews
- Court experience is traumatizing

“It’s humiliating to testify in court.”
(interviewee)

“It’s a long process with a lot of personal questions.”
(interviewee)

Interviewees expanded on these themes. One interviewee noted that the justice system does not acknowledge the extent of harm and that monetary compensation is a way of getting a survivor to “shut up and go away”. Another shared being met with the response “who would rape you?” when making a complaint to a police officer.

A few interviewees talked about the paperwork and documentation needed. Some but not all said that getting the paperwork and documentation was a challenge.

Generally, interviewees felt that reporting was not worth it. One person commented that the way that the media reports sexual assault is problematic, highlighting examples of victim blaming and minimizing in various recent news articles.

Changes Needed to Promote Access to Justice

Based on their experiences, participants who were interviewed had several suggestions for system changes needed to promote their access to justice. These suggestions fall into two main categories – justice system specific and broader and holistic support. The need for survivors’ voices to be heard is woven throughout the suggestions.

For the justice system, changes that are needed according to participants include:

- Justice process and personnel need to be trauma and violence-informed
- System that believes survivors, a system that “really, really listens”
- Reporting procedure that is more survivor oriented. For example, “you should not have to wait for a police officer to come to you at their convenience”
- Having an intermediary to report the assault to, an advocate
- Police should talk more with the survivor during the court process
- Resources and information to help navigate the system
- Victim Services being able to provide more support – not helpful right now
- Programs like Support to Report that is trauma-informed and offers case management support, 1 to 1 and group support, system navigation, accompaniment,
- “Being able to have a support person with you while doing a rape kit”
- Services for men

“Tell the individual that they can safely ask for help without being ashamed.”
(interviewee)

“People in the system need to have a deep appreciation for how difficult it is to report.”
(interviewee)

- Peer workers in the justice system
- Access to protection after coming forward

“If you don’t have [safe housing, access to counselling, food, safety, identification], how can you report?” (interviewees)

More broadly, the following changes are needed:

- More funding for/access to safe housing and protection - emergency shelters are not safe
- More access to financial aid to help survivors obtain safe housing – for example, a portable housing benefit, or a short-term loan fund for first and last month rent
- More access to mental health programs and services including access to 24-hour support, for example, a hotline that is not a crisis line and/or drop in office for personal support
- Strong communication/good information sharing between services and agencies so that staff can give accurate information about the help that is available
- Funders and service providers need to hear about what trauma is like from a person who has gone through the experience of being sexually assaulted/sex trafficked

Part 3: Considerations for Future Programming

What Worked

According to program partners and participants, Support to Report is unique. It provides equitable access regardless of how a person identifies. It offers a safe place where people in the sex trade/sex trafficked learn to reframe what sexual assault and consent is in their context. It provides relationship-based, survivor-focused support that meets the needs of participants ranging from crisis to supports addressing challenges to daily living, like housing for example.

Participants who were interviewed consistently shared that the most important things that the program provided them was: information, the opportunity to have a voice, experience of having someone advocate for them, and the knowledge that there was someone they could reach out to consistently. More specifically, the following were identified as aspects that worked well by both participants and the Case Managers:

- The principles underpinning the program – trauma-and-violence informed strategies and providing support that was person-directed and survivor-focused. This provided a safe place for survivors to move forward in their healing journey and feel more empowered to make informed decisions about what justice meant to them and about pursuing justice through the justice system.
- The flexibility to offer the support the person needed. This included the opportunity to offer transportation support and visit or meet with participants at their preferred locations. One participant said that the nature walks they were able to take with the Case Manager helped them become more confident to go out on their own.
- Being able to provide intensive one-on-one support where needed. The Case Manager was available through phone calls, text messaging and in person. A few participants talked about how much they appreciated the regular check in texts that they would get.

“I felt supported the entire way”
 “I was treated like a human – had not felt that before”
 “I felt like she had a feel for what I was going through”
 “I got to where I am because of the help I got”
 “Gave the power and control to me...I had confidence being guided”
 (interviewees)

- Interconnections with existing group programs provided participants with the opportunity to form additional supportive relationships with people with shared experience, peer and outreach workers and health care. This opportunity was only available to female participants.
- Survivor-centred data collection practices at intake and ongoing. Gathering client data including demographics, involvement in the sex industry, and sexual assault experience was done on an ongoing basis as the client disclosed the information. The Case Manager was transparent with clients about the recording of information and obtained consent to share information anonymously. The focus at the first meeting/connection was in learning what the person's immediate needs were and how best to address them.
- Connections with network groups, agencies and programs including police, other justice system professionals, jail, social and health services to facilitate referrals to the program and help participants with their housing, income support, counselling and health care needs.
- Having a Social Worker in the role of Case Manager provided participants with access to a trained counsellor.

Considerations

- SACJS runs the Sex Buyers Accountability Program on-site and is physically connected to the emergency shelter, although it has a different entrance. For some participants felt unsafe accessing Support to Report and interconnected programs because of this proximity. They suggested offering these programs at a different location
- Recruitment and engagement is difficult. Despite the level of outreach and networking participants, interviewees, and partners noted that there seemed to be a lack of awareness about the program. Over 600 direct contacts with potential participants were made over the first two years of the program and extensive networking and relationship building was done to establish referral partnerships with external agencies. Less than half of participants were referred by external agencies. While at least 60 participants in interconnected group programs received support from the program in this setting, several of the group-interviewed participants said they were not aware of the program
- As a time-limited program, there may not have been sufficient time to build the kind of relationships and trust needed due to the extent of the trauma that people involved in the sex industry and sex trafficked are likely to have experienced. With the program ending, SACJS began the process of preparing existing participants to transition to other programs and services and limited the number of new participants. In the first 2 years, 33 people entered the program. In its final year, 6 new people entered the program
- There is a high rate of "one contact only" participants (47%). The reasons for this were not explored; however, knowledge and experience with this participant group suggests that loss of contact is not unexpected
- Working collaboratively within the criminal justice system proved to be more challenging than expected. Administrative processes and staff turnover were major contributing factors. Building and maintaining positive relationships with key personnel in the justice system is an important activity for programs that aim to promote access to justice

Conclusions

Reaching and engaging survivors of sexual assault who are in the sex trade and adults who are sex-trafficked is difficult and requires persistence, extensive outreach, networking and interconnections with related programs.

Support to Report aimed to pilot the project with approximately 75 people over the course of 3 years. To engage 37 people to receive individualized support, the Case Manager made at least 600 individual contacts through group presentations and outreach, and provided information about consent and sexual assault, and the individualized services available to another 60 people through co-facilitation of a drop-in group. Less than half of the 37 participants were referred by external partners despite extensive efforts to promote the program and establish referral relationships.

More than half of the 37 people who received individual support (53%) connected with the Case Manager once or twice and the program lost contact with 59% of participants. It is possible that some of these may re-engage at a later date.

A trauma-informed, survivor-centred program is effective at promoting access to justice by empowering survivors to make informed decisions, providing opportunity for their voice to be heard and facilitating access to a range of practical supports.

Justice for several participants meant acknowledgement, being heard and believed, and receiving the support needed for healing. Evidence from survey respondents and interviewees shows that the program was highly effective at providing access to these. They talked about “finding their voice”, “feeling supported”, being understood, empowered and informed. Participants identified a need for this program or one like it to be available in the community as there is no other program like it.

The importance of trauma-and violence-informed practices in the justice system and among justice professionals to promote access to justice is in line with findings from other studies and best practices (Alberta Justice and Solicitor General; Clark; Ponik).

Key features of an effective community-based program aimed at promoting access to justice among adults in the sex industry who have been sexually assaulted and adults who have been sex trafficked reflect a focus on survivor needs.

Survivors accessing the program needed a range of supports. Almost three quarters of participants received practical support, with transportation being a top support need. Having the flexibility to meet these needs was seen as key to building relationship as well as contributing to the participants’ progress. Counseling and access to a reliable support person was noted as important by participants. Allowing time and space to build relationship provided 9 people with the opportunity to disclose sexual assault when they might not otherwise have done so.

Without changes to the justice system as well as the supporting systems, survivors are likely to continue to experience system barriers to reporting.

Similar to what is written in other studies (JustFacts; Alberta Justice and Solicitor General; Conroy; Canadianwomen.org; Johnson, H.; Clark), fear of not being believed, lack of confidence in police and the justice system, lack of justice system acknowledgement and understanding of trauma are barriers to accessing the justice system. Further, some participants identified access to safe housing, income support, identification and health services is needed before survivors can consider reporting sexual assault or being sex trafficked.

Recommendations

Recommendations are aimed at sustaining and building on the work that has been done by Support to Report

1. Education and Information
 - a. To continue to address the education and information needs of survivors, a resource that outlines options could be developed. “You Have Options: Help After Sexual Assault” is an example of a resource developed by the Government of Manitoba. (gov.mb.ca/justice/crown/victims/pubs/helpafter.pdf). A local resource could be developed in participatory way with survivors who are interested and ready.
 - b. To provide information, awareness, and training information needs of the justice system and community agencies, the toolkit developed from the results of this project “Promoting Access to Justice for Sex Industry Involved Adults Who Have Been Sexually Assaulted and Adults Who Have Been Sex Trafficked: A Toolkit of Resources” (Toolkit) should be promoted and disseminated to key partners in the social service, health and justice system professionals
 - i. Encourage partners to consider opportunities for using this resource within their organization’s professional development curriculum
 - ii. Make this Toolkit available on the SACJS website for public access
 - iii. Share the Toolkit with the Centre for Research on Health Equity and Social Inclusion (CRHESI) as a community-developed resource to be shared with other CRHESI members. This provides a follow up to the November 2019 “Lightning Talk” (crhesi.uwo.ca/community/support-to-report-supporting-sexually-assaulted-adults-working-in-sex-trade-or-sex-trafficked-to-access-justice/)
2. Service Delivery
 - a. Continue to practice trauma-violence informed, survivor-centred principles of service delivery. Using the Trauma-Informed Practice Principles tool found in the Toolkit, reflect on opportunities for enhancing current organizational and program practices
 - b. To meet the mental health and trauma-related support needs of survivors, seek opportunities to provide consistent 1:1 support along with access to groups. Seek funding to support hiring of professionals qualified to provide social work services and support, in addition to having peer workers and outreach staff
 - c. With program funding ending, and the decision to embed Support to Report in existing interconnected programs, the SACJS website will need to be reviewed and revised accordingly
 - d. To increase community knowledge of and access to the Support to Report services offered by SACJS, explore/promote feasibility of adding a link to Support to Report to the following websites:
 - i. London Police Services > Help and Support Services > Sexual Assault and Human Trafficking
 - ii. Anova > Support > Local Resources
 - iii. SouthWesthealthline.ca > Domestic Violence and Sexual Assault – London and Middlesex
 - iv. St. Joseph’s Health Care London > Regional Sexual Assault and Domestic Violence Treatment Centre > Community Partners and Links under Community Agencies

3. Advocacy
 - a. To address the need for programs like Support to Report, advocate for funding from Federal and Provincial government. Potential opportunities include Ontario's Anti-Human Trafficking Strategy 2020-2025 and the Department of Justice Canada
 - b. To address the need for trauma and violence-informed justice system, advocate for London Police and other justice professionals in London to receive trauma-informed, survivor centres. This is in line with London's Sexual Assault Investigation Board Policy which commits to training on trauma-informed, victim-centred approaches Training and education for justice system professionals – Trauma-and-violence informed
 - c. Advocate for the survivor voice by communicating their recommendations for changes to the justice system and broader system changes to appropriate bodies including the Department of Justice and housing providers at all levels of government. Most notably, these include:
 - i. The system needs to believe victims and justice system personnel need to be trauma- and violence-informed and trained
 - ii. Police and lawyers need to share more information with the victim. This recommendation from clients is supported in the literature:
"Many studies suggest that access to relevant information should be recognized as a basic need for victims of crime, for instance, while others indicate that the process of seeking information can help cope with victimization" (McDonald)
 - iii. There needs to be funding for safe housing, protection and all-around support. Participant suggestions for increasing access to housing included a portable housing benefit and short-term loan fund for first and last month's rent.

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Appendices

This evaluation observes the Canadian Evaluation Society's Guidelines for Ethical Conduct and Evaluation Standards (Guidelines for Ethical Conduct – evaluationcanada.ca/program-evaluation-standards; Evaluation Standards – evaluationcanada.ca/ethics).

Research ethics are adhered to in the data collection and data sharing. Clients are informed that their information is being captured and recorded for evaluation purposes. They are asked if they are willing to be contacted for evaluation follow up. Individual level participant data recorded by the Case Manager is stripped of identifying information before it is shared with the project's evaluator for analysis. Participants who voluntarily responded to survey and interview invitations were provided with informed consent documentation. Interviewees received a \$20 gift card to Subway as a token of appreciation and participants in the group interviews received a small gift of locally handmade soap.

Participant Survey Questions

1. What services have you received from Project Support to Report? Please check all that apply.

- Crisis support
- Practical support for things like housing, income, clothing
- Having someone to talk to
- Getting information
- Wednesday night drop in program
- Getting a referral to another program
- Help in filling out forms for victim compensation/Victim’s Fund
- Help in reporting sexual assault to police
- Help in going to the hospital after sexual assault
- Court support
- Other – please explain _____

Thinking about your overall experience with Support to Report, how much do you agree with the following statements? Please select one answer for each statement.

1. I feel like I am being treated with dignity, like I matter, by the Support to Report staff.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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2. I get the help I want from Project Support to Report.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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3. Project Support to Report helped me connect with services I need in order for me to be better off in the future.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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4. The information I received from Project Support to Report, helped me to know more about the steps that are followed in the justice system when someone reports a sexual assault.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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5. The information I received from Project Support to Report helped me to know more about risks and benefits of reporting a sexual assault.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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6. Project Support to Report has helped me to better understand my choices when it comes to making decisions about reporting a sexual assault.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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7. I feel more empowered than I did before connecting with Support to Report.

Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Does not apply
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8. How, if at all, has Support to Report made a difference for you?

The next five questions ask about you. This information is used to help us understand who is responding to the survey. You may skip questions you prefer not to answer.

9. What is your age?

10. What is the highest level of education you have?

- completed elementary school
- have some high school credits but not all
- graduated/completed high school
- post secondary education
- other

11. What is your sex?

- female
- male
- nonbinary/third gender

12. Do you identify as LGBTQ2S+?

- Yes
- No

13. Do you identify as Indigenous or Aboriginal?

- Yes
- No

14. Sometimes we include quotes in reports we write to illustrate issues and themes. Do we have your permission to quote your words? The quote would be identified as "survey respondent".

- Yes, you have my permission to quote my words
- No, you do not have my permission to quote my words

15. What else would you like to say about the Support to Report program?

Participant Interview Consent Letter



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Project Support to Report Evaluation Information Letter & Informed Consent Form

Project Support to Report is a program that Salvation Army Correctional and Justice Services was funded for by the Department of Justice Canada. Project Support to Report aims to support individuals involved in the sex industry who have been sexually assaulted make choices particularly in the area accessing justice services. Salvation Army is evaluating this Project to learn more about what access to justice means to victims of crime and what is needed to support people. Salvation Army Correctional and Justice Services has hired Gerda Zonruiter, an independent research and evaluation consultant, to evaluate the program.

As someone who came for support, you are invited to be interviewed as part of the evaluation of the Project. In this interview, I will be asking questions about your experience with the Project.

This letter is to tell you about how the information you provide to Support to Report will be used in the evaluation, assure you of your privacy, to obtain your consent.

Your interview responses will be confidential. They will be summarized with other interview responses. Names and contact information will be recorded with the information gathered but will not be used in the report and will be destroyed at the end of the Project.

Your participation in this interview is voluntary. You will not be asked any information about any assaults you may have experienced; however, participating in the interview may cause distress. You do not have to answer any questions you don't want to. You can stop the interview at any time. As a token of appreciation, you will receive a Tim Horton's gift card. If you choose to stop the interview, you will still receive this gift card.

The evaluation results will be written up in a report that will be provided to the Salvation Army Correctional and Justice Services and to the project funder, the Department of Justice Canada, Victims Fund. Copies of the final report will be available at the Salvation Army Correctional and Justice Services offices in 2020, when the Project is completed. You may contact Gerda Zonruiter, Project Evaluator, at 519-932-0535 with any questions or concerns.

Consent

Please read and check the following statements:

- The Evaluator reviewed this information letter and consent form with me.
- I understand that my information will be shared anonymously with Salvation Army Justice and Correctional Services and the Department of Justice Canada, Victims Fund.

Quotes may be used in the evaluation reports. Any quotes that are used will be identified as "Project Participant". Quotes that could allow you to be identified will not be used. You may choose not to be quoted.

Please check off any of the following statements that you agree to:

- I agree to being quoted in the evaluation report.

Signatures

Participant: _____ Date: _____

Evaluation Consultant: _____ Date: _____

Participant Interview Guide

The purpose of the interviews is to hear from participants about their experience with the Support to Report project to learn about what the target group needs to feel supported with a goal of making decisions about accessing justice and what services are needed in the community to support this group.

Semi-structured interviews were conducted with five participants. Interviews lasted about 1 hour and were conducted at locations preferred by interviewees. These include on-site (4) and in the community (1). Interviewees received a \$20 gift card to Subway. This was the incentive that they told staff they would like. A consent letter was read and signed.

1. How did you get connected to Support to Report? [probes – double check that person is familiar with the name, looking for who, how, when, where, why type information – descriptive]
2. What motivated you to connect with the Case Manager and to stay connected? [value]
3. What happened after you first connected? [descriptive – probe for ongoing connection/interactions]
4. The purpose of the Support to Report project is promoting access to justice. What does justice for the crime of sexual assault mean to you? How important is it to you? [value]
5. I would like to hear about any decisions you made after you connected with the Case Manager. How did you come to make these decisions? [probe for decisions directly and indirectly tied to reporting a sexual or other assault. This includes decisions for healing and practical life circumstance changes – causal]
6. [new question for interviewees 3 and 4] What is your opinion on reporting sexual assault to the police
7. This project was funded by the Department of Justice Canada, Victims Fund. If you could tell someone from Justice Canada what sexual assault survivors who are involved in the sex industry/trafficked need to promote their access to justice, what would you tell them? [action and value]
8. Beyond the justice system, what services would you want to see in the community to support someone involved in the sex industry who has experienced sexual assault/trafficking? [action and value]
9. Salvation Army Correctional and Justice Services needs to make some decisions with respect to supporting people after project funding ends. What do you suggest for SACJS? [action]
10. Is there anything else that you would like to share on this issue?

Group Interview Consent Letter



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Project Support to Report Evaluation Information Letter & Informed Consent Form

You are invited to participate in a focus group. The questions will ask about what access to justice means to victims/survivors of crime and what is needed to support people to access justice. The focus group will last about 2 hours.

While none of the questions ask for personal information, there is a small risk that some of the questions or discussion may be uncomfortable or cause distress. You can refuse to answer any question. Someone is available if you need to talk to someone about any distress that you feel if you need to.

The information you provide will help the Salvation Army Correctional and Justice Services make program decisions. The information will also be used to make recommendations about the support and services that people who have been sexually assaulted need to help them access justice.

Your participation in this focus group responses is confidential. The information that you share will be summarized as a group response and will be combined with other information we receive. Names and contact information are not being recorded. As a token of appreciation for your participation, you will receive a small gift.

Your participation in this interview is voluntary. You can leave the focus group at any time. If you decide to stop answering questions or participating, you will still receive the gift of appreciation. Your services will not be affected.

A report of all the information gathered will be written and given to the Salvation Army Correctional and Justice Services and to the project funder, the Department of Justice Canada, Victims Fund. Copies of the final report will be available at the Salvation Army Correctional and Justice Services offices in 2020, when the Project is completed.

Thank you very much for participating in this study. If you have any questions and want to know more, please contact Gerda Zonruiter, Project Evaluator, at 519-932-0535.

Consent

Please read and check the following statements:

- The Evaluator reviewed this information letter and consent form with me.
- I understand that my information will be shared anonymously with Salvation Army Justice and Correctional Services and the Department of Justice Canada, Victims Fund.

Quotes may be used in the evaluation reports. Any quotes that are used will be identified as "Project Participant". Quotes that could allow you to be identified will not be used. You may choose not to be quoted.

Please check off any of the following statements that you agree to:

- I agree to being quoted in the evaluation report.

Signatures

Participant: _____ Date: _____

Evaluation Consultant: _____ Date: _____

Group Interview Questions

Two group interviews were held as part of a regularly scheduled program. In the weeks prior to the focus groups, facilitators asked attendees if they would be willing to participate. Attendees received a small gift as a token of appreciation.

1. What do you know about the Support to Report program?
2. What do you think about SACJS having a program that helps people in the sex trade or trafficked who have been sexually assaulted to learn about sexual assault laws, learn about their choices for reporting and get individualized help through the system? How useful?
3. What would motivate someone to get this kind of help?
4. What might stop them from using the program?
5. What kind of help do you think that people need when it comes to making decisions about reporting an assault? (*get people to list things)
6. What is your opinion on reporting sexual assault to the police? (reasons for, against, barriers)
7. What do you think justice is for someone who has been sexually assaulted? What needs to happen for you to feel that justice is served?
8. Support to Report was funded by the Department of Justice Canada, Victims Fund. If you could tell someone from Justice Canada what sexual assault survivors who are involved in the sex industry/trafficked need for them to pursue justice, what would you tell them?
9. (Optional) Someone who has been sexually assaulted has a few options. For example, they can report it to police, go to the hospital, talk to friends, say nothing. Are there other options that you can think of? (List them on flip chart paper.)
10. (Optional) What would your #1, #2 and #3 choices be if you were in that situation? (people would write down on index cards what #1, #2 and #3 choice would be)