



MANDATORY REPORTING OF CHILD PORNOGRAPHY IN MANITOBA





CANADIAN CENTRE *for* CHILD PROTECTION®
Helping families. Protecting children.

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I. SUMMARY

The *Child and Family Services Act* obligates all people in Manitoba to report suspected child pornography to Cybertip.ca for assessment. Under the legislation, where Cybertip.ca has determined that a child pornography incident may have occurred in Manitoba, Cybertip.ca will take action to protect a child by reporting the matter to a child and family services agency or a law enforcement agency, or to both as necessary, and take any further action as may be set out in the regulations. **The goal of mandatory reporting is to facilitate the reporting of children potentially in need of protection.**

A total of 2,975 reports have been submitted by individuals within Manitoba and classified as child pornography since the proclamation of mandatory reporting of child pornography in Manitoba in 2009. In 2016/17, the majority of these reports (85%) were submitted by individuals who chose not to provide their contact information; however 90% of the reports submitted did not have victim and/or suspect information. Of the 10% of reports where the reporting person provided child victim and/or suspect information, 56% of the reporting persons identified themselves within the report. The majority of reports (91%) pertained to websites, and 34% of the submitted reports were forwarded to law enforcement and/or an INHOPE member hotline. Of the reports forwarded to law enforcement, the majority (70%) were forwarded to law enforcement outside of Manitoba.

In 2016/17, 14 reports classified as child pornography and containing information on an identified child victim and/or suspect in Manitoba were forwarded to child welfare under this legislation. **A total of 139 reports have been forwarded to child welfare since proclamation on April 15, 2009.**

In 2016/17, the CANADIAN CENTRE FOR CHILD PROTECTION engaged in the following activities which helped to underscore the importance of this legislation and the ongoing significance of training, education and public awareness:

Provided training as it relates to child pornography and the Non-Consensual Distribution of Intimate Images legislation to approximately 40 professionals working with youth and children in Manitoba (September 30, 2016) and 20 child welfare professionals within Manitoba in two separate sessions (November 2016 and March 2017).

Providing training to 66 child welfare professionals within Manitoba at our annual Missing and Exploited Children Training Conference in May 2016.



Conducted a public awareness campaign from September 2016 through November 2016 (social media, outdoor signage, transit advertisements and washroom advertisements) with the goal of encouraging Manitobans to report concerning online activity and behaviour to Cybertip.ca if they became aware of someone who may be victimizing children.

Launched a survey for victims of child sexual abuse imagery and published preliminary results (January 2017) related to 128 survivors from around the world who had completed the comprehensive survey over the course of a year. The results highlighted a number of key themes for victims of recorded child sexual abuse including concerns by survivors of being recognized by someone else because of the imagery available online, the involvement of family members (specifically a parent) in the abuse, and that in most cases the survivor did not disclose the abuse as a child. The survey continues to remain open to survivors. A more detailed analysis of the results with recommendations for stakeholders on best practices and considerations related to addressing the needs of this population is set to be released in the coming year.





Launched Project Arachnid, a victim-centric web crawler to help reduce the availability of child sexual abuse material on the Internet. The goals of Project Arachnid include removing of child sexual abuse material in a rapid, automated fashion; reducing the opportunities for images/videos to become popularly traded; and providing psychological relief to the survivors of recorded child sexual abuse.

Created a new virtual training environment for the Commit to Kids program, providing front line professionals in child-serving organizations an opportunity to interactively engage and learn about child sexual abuse prevention including identifying concerning adult behaviours and empowering them to report it.



Distributed over 87,000 pieces of education and awareness material related to child pornography, child sexual abuse, or the non-consensual distribution of intimate images legislation to 6 child welfare agencies, 10 law enforcement agencies and 54 child serving organizations within Manitoba.

Continued to develop innovative solutions for reducing the online sexual exploitation of children that included:

- o Increasing the number of hash values in the database which further augments our ability to contribute to victim identification;
- o Utilizing PhotoDNA in our analysis process to identify similar images to previously analyzed images of child sexual abuse to ensure quicker removal of those images and reduce the re-victimization of the child in the image;
- o Enhancing our automation system to increase the number of reports automatically processed when previously analyzed images of child sexual abuse material are found online;
- o Expanding Notice and Takedown model to include more automated notices to Canadian service providers as well as service providers in the US when they are found to be hosting child sexual abuse material on their service.





II. OVERVIEW

The CANADIAN CENTRE FOR CHILD PROTECTION (Canadian Centre) is a national charity dedicated to the personal safety and protection of children. Our goal is to reduce the sexual abuse and exploitation of children, to assist in the location of missing children and to prevent child victimization by providing national programs and services to the Canadian public. The Canadian Centre owns and operates Cybertip.ca, Canada's tipline for reporting the online sexual abuse and exploitation of children. The tipline has been in operation since September 26, 2002 and was adopted under the Government of Canada's *National Strategy for the Protection of Children from Sexual Exploitation on the Internet* in May 2004.

As of March 31, 2017, **222,614 reports had been submitted by Canadians**. Similar to the previous year, approximately 49% of the child sexual exploitation (CSE) reports or notices were sent to one or a combination of the following entities: law enforcement agencies (LEAs), child welfare agencies, INHOPE member hotlines, and/or an electronic service provider. As of March 31, 2017, Cybertip.ca was aware of **519 arrests executed by LEAs and at least 490 children removed from abusive environments** in connection with reports submitted to the tipline by the Canadian public.

On April 15, 2009, Manitoba became the first province to enact legislation that requires the mandatory reporting of child pornography. The *Child and Family Services Act* was amended to include child pornography in the definition of child abuse and the legislation obligates all people in Manitoba to report suspected child pornography to Cybertip.ca for assessment. Under the legislation, where Cybertip.ca has determined that a child pornography incident has occurred, Cybertip.ca will take action to protect a child by reporting the matter to a child and family services agency or a law enforcement agency, or to both as necessary, and take any further action as may be set out in the regulations.

As a central clearinghouse for reporting online child sexual exploitation, Cybertip.ca is responsible for triaging reports and ensuring that law enforcement and child welfare agencies receive only those reports that pertain to their jurisdiction. For reports submitted by an individual within Manitoba and classified by the reporting person as child pornography, the majority of reports since the legislation was enacted have been forwarded to agencies outside of Manitoba (88%). This continues to be the trend in 2016/17 with 70% of reports from Manitobans related to child pornography having been forwarded to law enforcement agencies and/or child welfare agencies outside Manitoba or to INHOPE hotlines where the report deals with child pornography hosted internationally. The single greatest reason for this trend is that the majority of incidents reported under mandatory reporting in Manitoba pertain to websites (93% in 2016/17):

Although the number of incidents reported under mandatory reporting in the province of Manitoba fluctuates from year-to-year, results continue to suggest that mandatory reporting of child pornography in Manitoba has had an impact. The observed results from the past eight years include:

- ! A total of 2,975 reports submitted since April 2009.
- ! 41% of the submitted reports were forwarded to law enforcement/INHOPE hotlines.

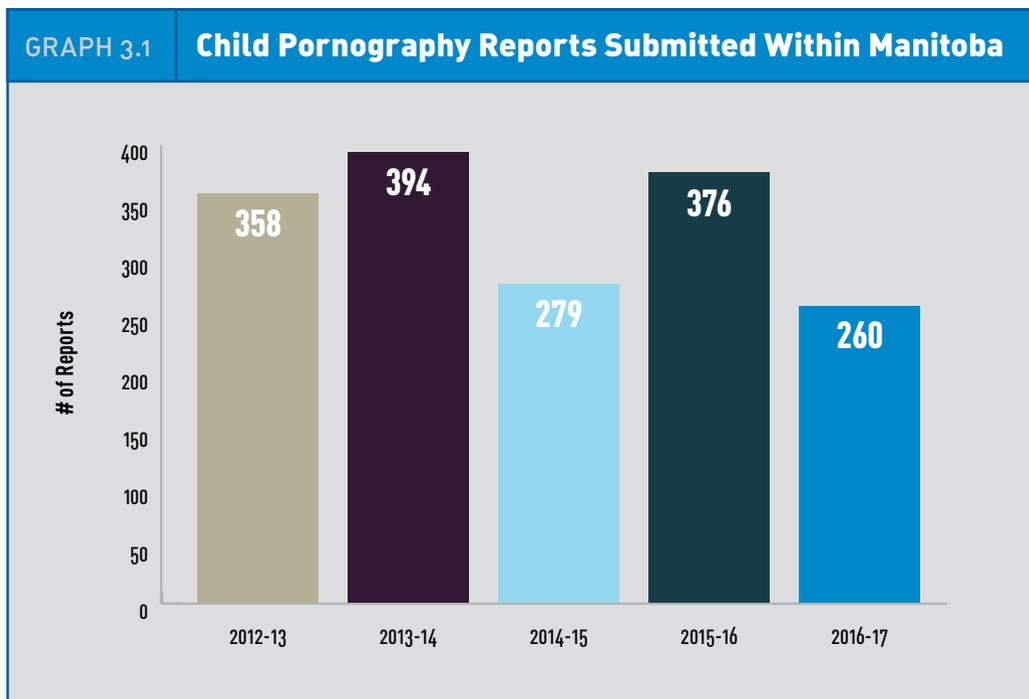
Public awareness campaigns have had an impact on the volume of reports submitted by those residing in Manitoba and in the number of page views to the Cybertip.ca website. The results suggest that those within Manitoba have a greater awareness and understanding of their duty to report suspected child pornography. In 2016/17, Manitoba remained one of the top five reporting provinces per capita at 25 reports/100,000 people; comparable to Ontario with 24 reports/100,000 people.

III. MANDATORY REPORTING STATISTICS

The following information pertains to reports submitted by individuals within Manitoba under the category of **child pornography** between April 1, 2016 and March 31, 2017. In some instances and for the purpose of comparison, mandatory reporting statistics from the past 5 years have been highlighted.

A. REPORTS SUBMITTED BY INDIVIDUALS WITHIN MANITOBA

Over the past five years, an average of 333 reports per year have been submitted by individuals within Manitoba under the category of child pornography. While the volume of reports submitted by individuals within Manitoba in 2016/17 was lower than this average (260), Manitoba continues to be one of the highest reporting provinces per capita.





B. TYPES OF REPORTS SUBMITTED BY INDIVIDUALS WITHIN MANITOBA

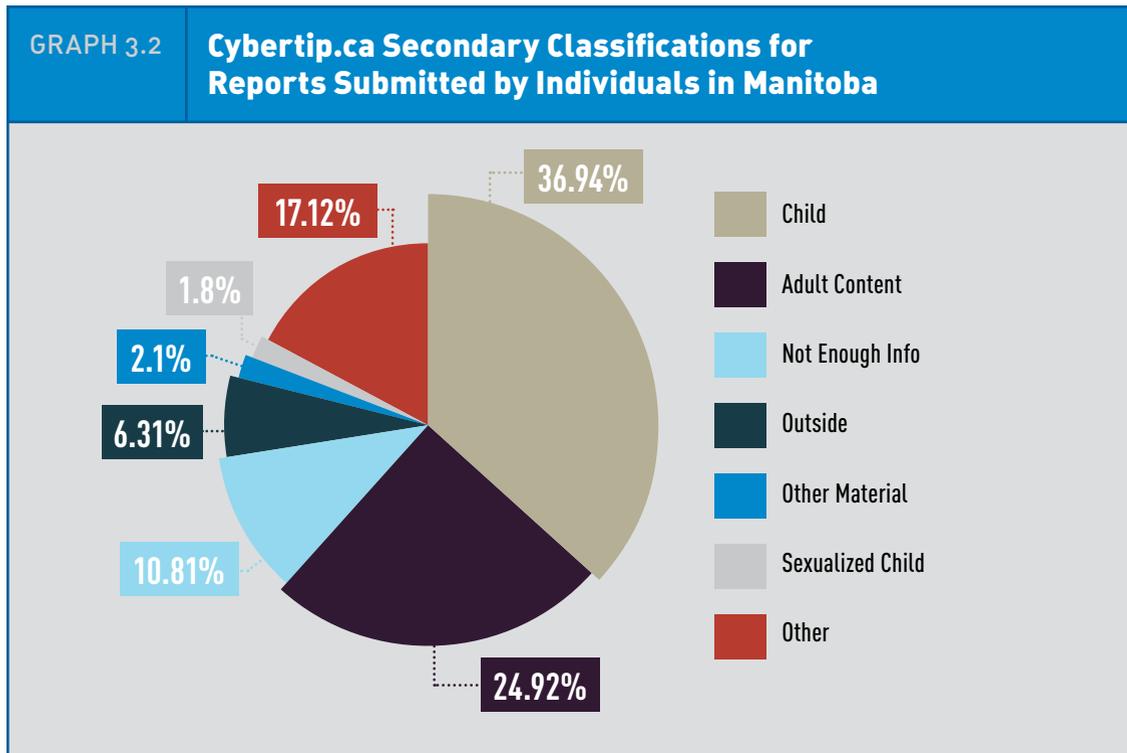
When Cybertip.ca receives a report into its secure system, a child protection analyst first assesses whether there may be a child at risk and raises the priority level for processing where child victim and/or suspect information is included. Reports that fall under Manitoba's mandatory reporting requirements and contain identifying information on a child victim and/or suspect in Manitoba, which are being sent to child welfare, are sent within 24 hours.

Once a priority has been assigned, the child protection analyst breaks the report into its component parts based on the number of incidents in a report. For example, one public report may contain information about a website and a chatroom. This would be considered two separate incidents and are analyzed independently. In 2016/17, the 260 reports submitted within Manitoba equated to 333 incidents (average of 1.28 incidents per report). The majority of these incidents (93% or 311 incidents) pertained to websites.

Each incident is assigned a secondary (Cybertip.ca) classification by a child protection analyst based on the *Criminal Code* (Canada). This is either a confirmation or correction of the reporting person's classification. Of the reports submitted by a person within Manitoba in 2016/17, the secondary classifications break down as follows:

- ! 14% (45) of the incidents were confirmed as child pornography
- ! 23% (78) were classified as child pornography (unconfirmed), child pornography — making available (confirmed or unconfirmed), or child pornography — written/audio upon analysis
- ! 25% (83) were classified as adult pornography

The remaining secondary classifications are visually represented in Graph 3.2.



Since the proclamation of mandatory reporting in Manitoba, 44% of incidents have been classified by child protection analysts as child pornography, child pornography (unconfirmed), child pornography — making available, child pornography (unconfirmed) — making available or child pornography — written/audio.

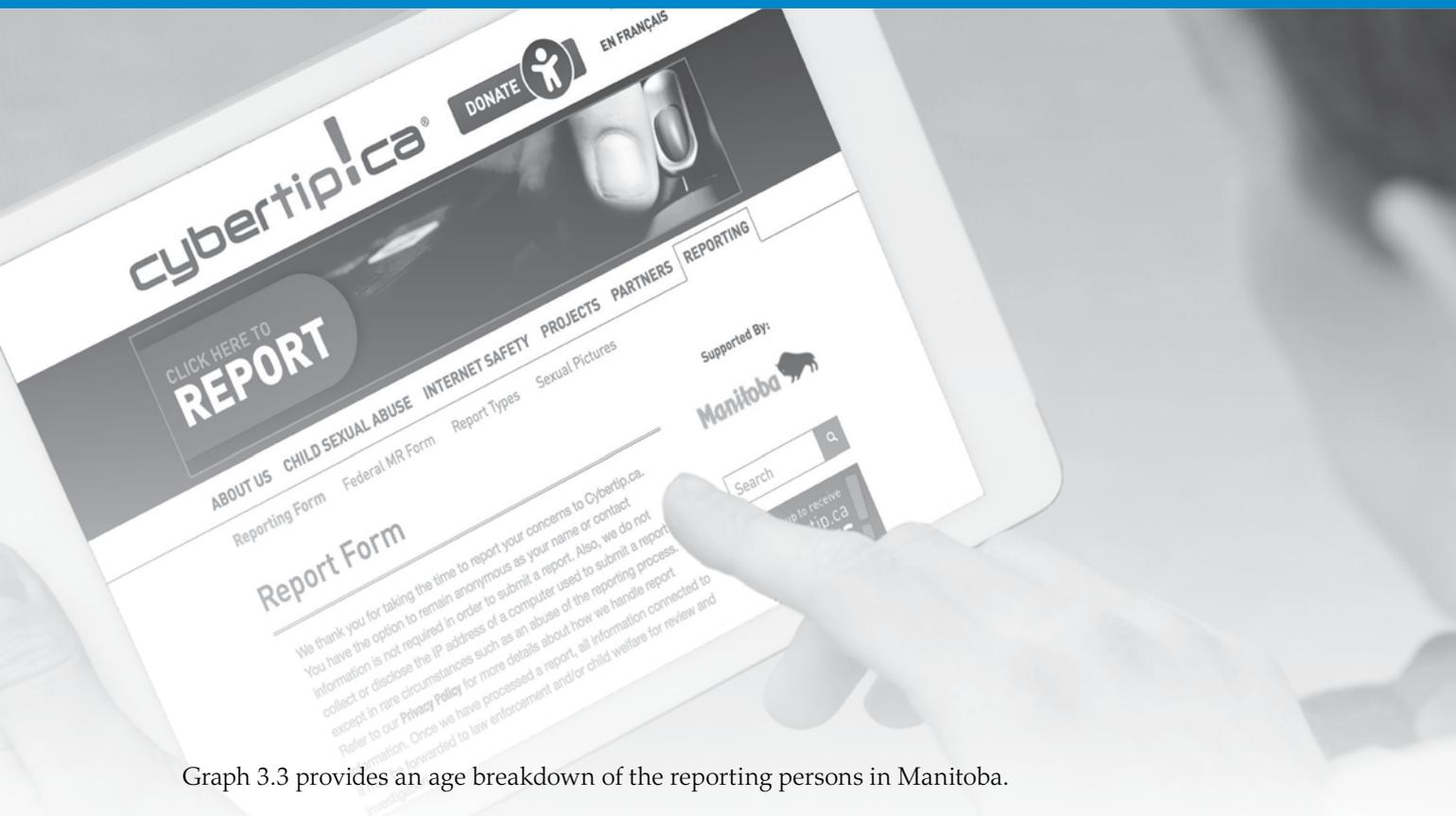
C. SOURCE OF REPORTS SUBMITTED BY INDIVIDUALS WITHIN MANITOBA

Reports can be submitted to Cybertip.ca through the online report form or by calling the toll-free phone line. In 2016/17, individuals in Manitoba submitted 248 reports classified as child pornography through the online report form and 12 reports through the toll-free line.

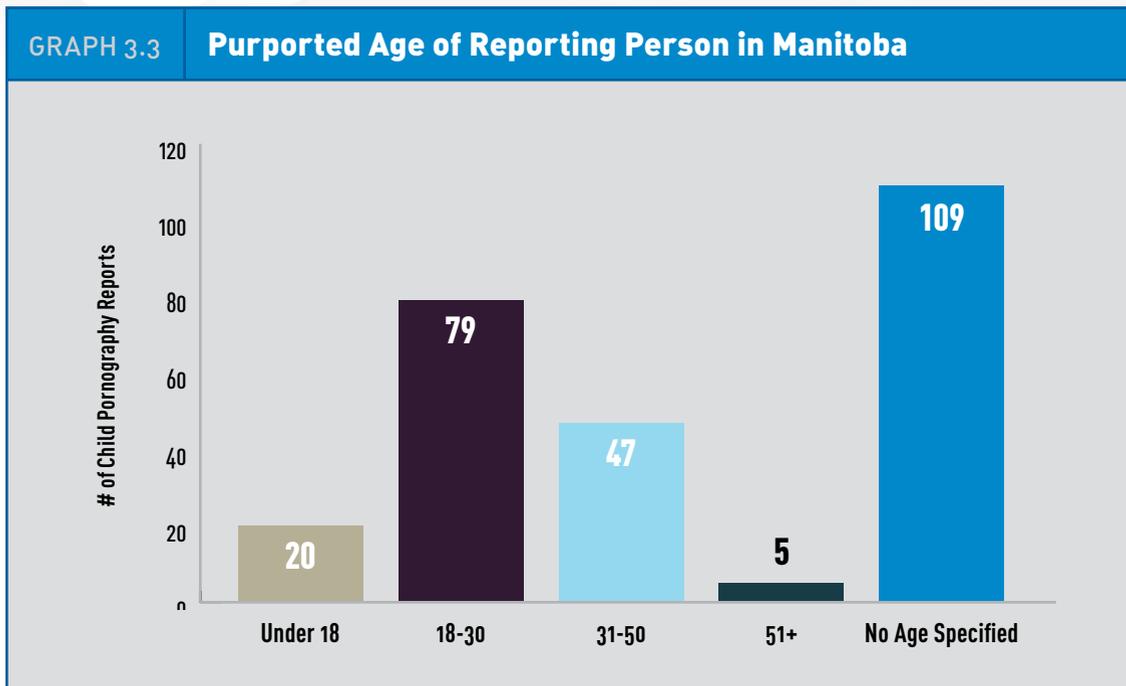
When submitting a report to Cybertip.ca, an individual has the option to provide identifying information; the only information requested is the reporting person's age. When the report is submitted (by phone or online), the reporting person is provided with a confirmation number. In the event s/he chooses to remain anonymous, this number could be used to confirm s/he reported her/his concerns.

Within Manitoba during the 2016/17 fiscal year, 85% of individuals reporting child pornography concerns chose not to provide contact information. This likely due to the significant number of website incidents reported (311). When an individual comes across a website that may contain child pornography, s/he likely has no idea who the children in the images are nor has any suspect information. Therefore, it is not surprising s/he would decide to remain anonymous.

When reports involved child victim and/or suspect information, the reporting person was more likely to provide contact information. In 2016/17, 65% of individuals within Manitoba who submitted a child pornography report which involved child victim and/or suspect information provided their contact information.

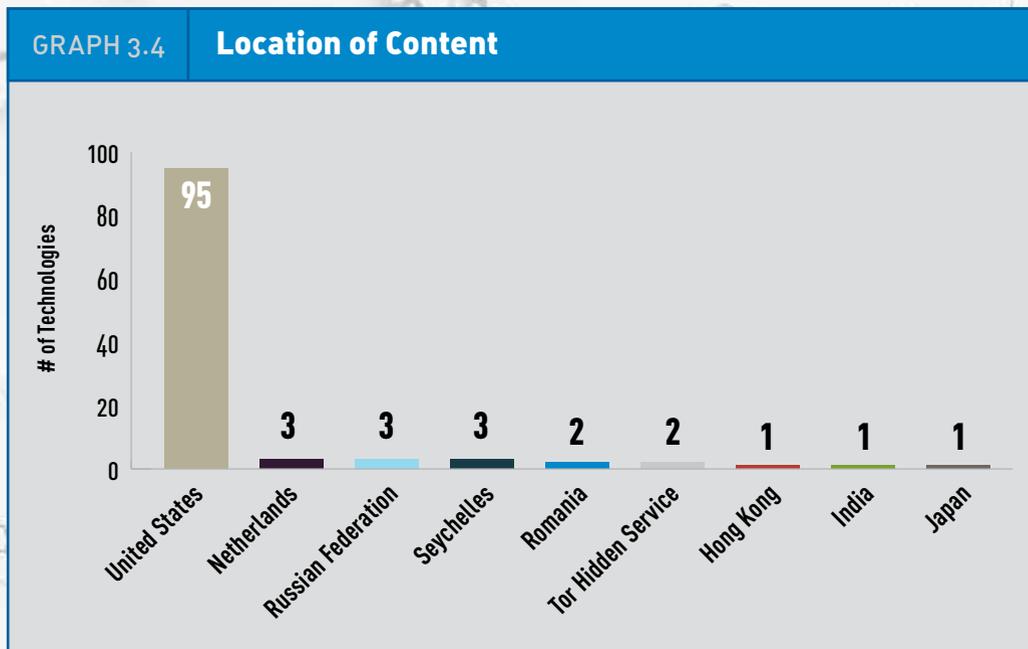


Graph 3.3 provides an age breakdown of the reporting persons in Manitoba.



D. LOCATION OF CHILD PORNOGRAPHY CONTENT ON WEBSITES SUBMITTED BY INDIVIDUALS WITHIN MANITOBA

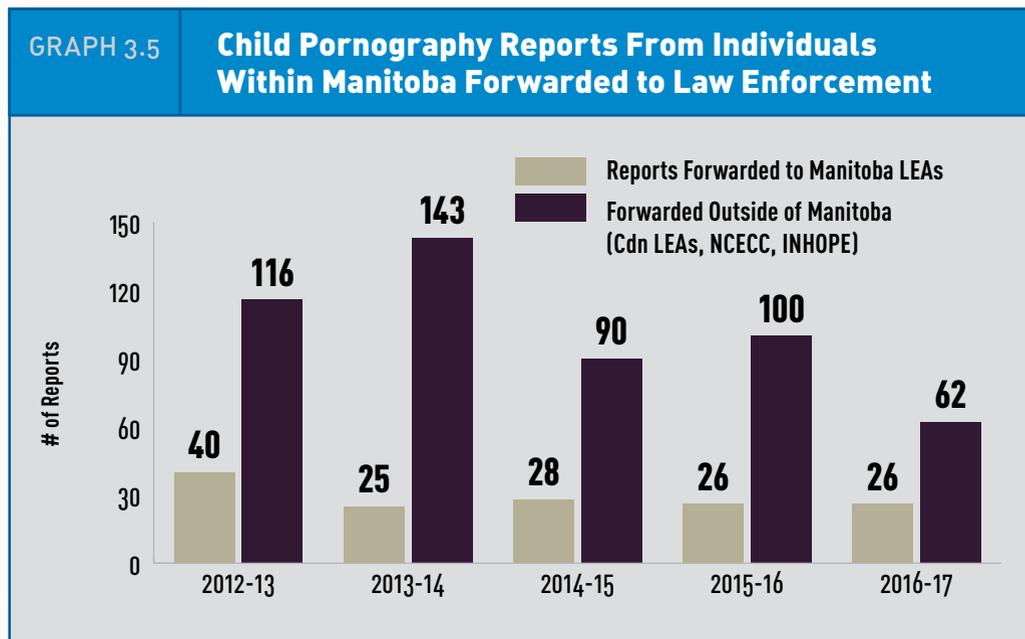
The following is a breakdown of the countries where the websites classified as child pornography, child pornography (unconfirmed), child pornography — making available, child pornography (unconfirmed) — making available or child pornography — written/audio were located. Of note, one website may be hosted in multiple locations. Graph 3.4 represents the location of the content.



Two of the website incidents pertained to potential child pornography content hosted through Tor Hidden Services. A Tor Hidden Service allows the content to be hosted without disclosing the location of the server for that service.

E. REPORTS FORWARDED TO CHILD AND FAMILY SERVICES AND LAW ENFORCEMENT IN MANITOBA

34% of reports submitted by individuals within Manitoba and classified by the reporting person as child pornography were forwarded to LEA/INHOPE hotlines.



* Manitoba LEAs include Winnipeg Police Service, RCMP "D" Division and Brandon Police Service

* Canadian LEAs refers to designated Canadian law enforcement agencies outside of Manitoba who investigate online child sexual exploitation

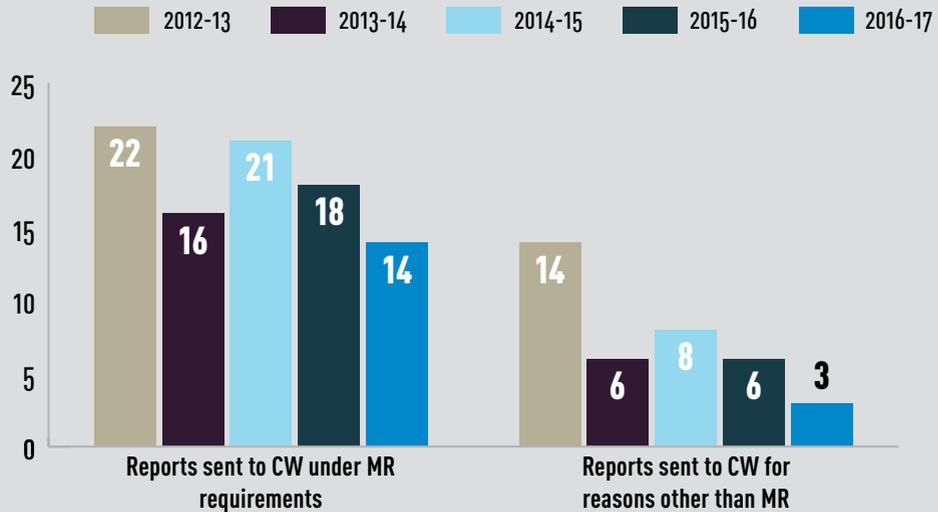
* NCECC is the RCMP's National Child Exploitation Coordination Centre

* INHOPE refers to the International Association of Internet Hotlines

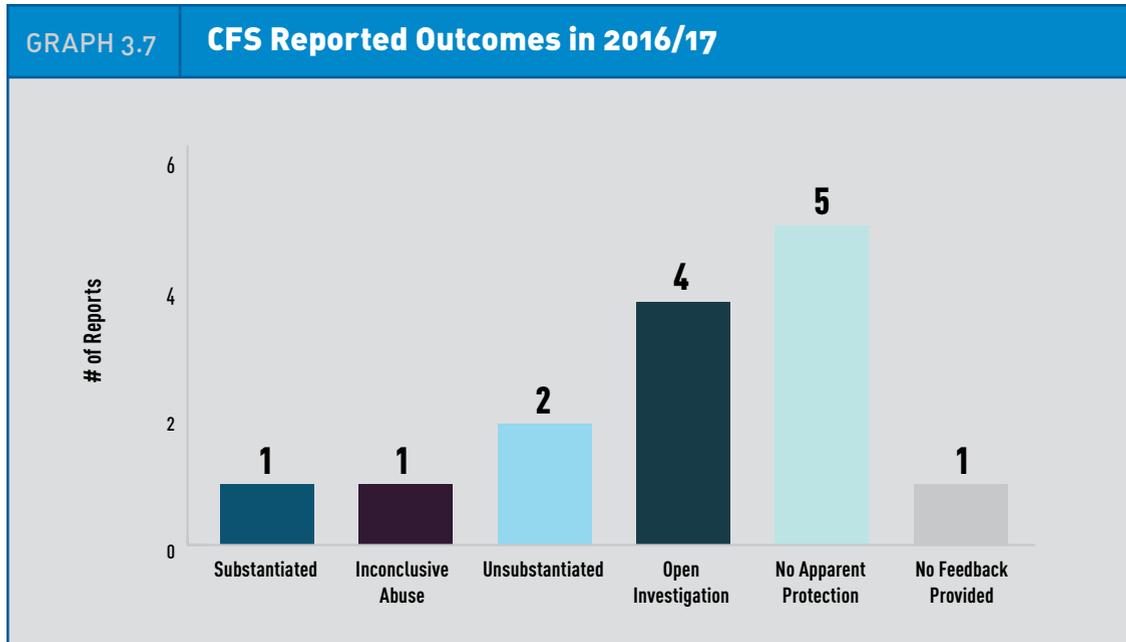
Since proclamation, **88% of the reports submitted by individuals within Manitoba that were forwarded to law enforcement agencies/INHOPE hotlines were forwarded outside of Manitoba.** This means that the majority of what is reported by individuals within Manitoba does not relate to content/incidents within Manitoba. This demonstrates the importance of having a reporting entity to vet and forward reports to the appropriate agencies/jurisdictions and is consistent with the triaging rate for other provinces.

GRAPH 3.6

Reports Forwarded to Child Welfare in Manitoba



Where Cybertip.ca has determined that a child pornography incident has occurred, Cybertip.ca will take action to protect a child by reporting the matter to a child and family services agency or a law enforcement agency, or to both as necessary, and take any further action as may be set out in the regulations. In 2016/17, **14 reports classified by Cybertip.ca as child pornography were sent to child welfare and law enforcement within Manitoba.** An additional 18 reports, classified by Cybertip.ca as something other than child pornography, were forwarded to child welfare in 2016/17. Since proclamation, Cybertip.ca has forwarded 139 reports to child welfare in Manitoba that were classified as child pornography by Cybertip.ca and contained information on an identified child victim and/or suspect within Manitoba.

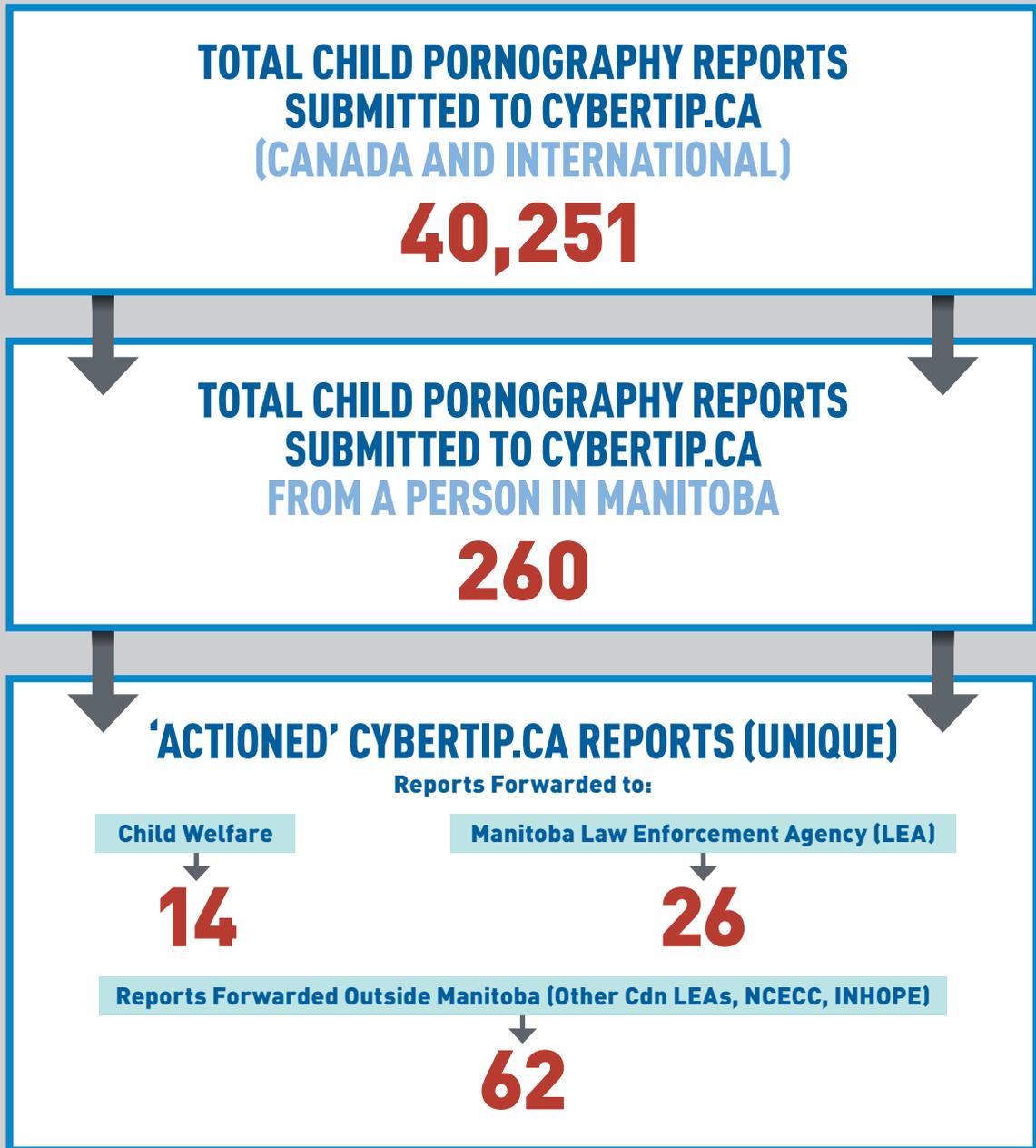


Sample Reports Forwarded to Child Welfare in 2016/2017

A report was submitted to Cybertip.ca concerning an individual in Manitoba who disclosed a sexual interest in children and youth. Based on information within the report, the individual was allegedly searching for and downloading content that may have been child pornography. The report also indicated the individual may have access to children through home and employment. The report was forwarded to both law enforcement and child welfare. Law enforcement completed an investigation which did not find any child pornography content on the devices of the individual; however an assessment by child welfare determined protection concerns within the home and a safety plan was developed to remove the individual from the home.

A report from child welfare was submitted to Cybertip.ca concerning an individual in Manitoba who had allegedly sexually abused a child in his care and recorded the abuse. The report was forwarded to law enforcement and child welfare. No criminal charges were laid as the victim did not want to proceed, however, child welfare did determine the abuse was substantiated and that the child was in need of protection.

Flow Chart of Mandatory Reporting Child Pornography Numbers in Manitoba in 2016/17



IV. MANDATORY REPORTING PUBLIC AWARENESS CAMPAIGNS

Cybertip.ca is tasked with raising the public’s awareness in the Province of Manitoba regarding the mandatory reporting of child pornography.

The “Every Click Helps Us Protect Children from Sexual Abuse” campaign was launched on *Cybertip.ca Awareness Day* (September 26, 2016) within Manitoba and ran until November 6, 2016. The goal of this campaign was to encourage Manitobans to report concerning online activity and behaviour to Cybertip.ca if they became aware of someone who may be victimizing children. Marketing components included social media outreach through Twitter and Facebook including a 15 second video clip, billboards, exterior and interior transit ads, and/or transit station ads in 9 cities and towns in Manitoba (Winnipeg, Dauphin, Flin Flon, Minnedosa, Morden, The Pas, Selkirk, Brandon and Portage La Prairie). Additionally, the campaign also included a new component; interior washroom ads in Winnipeg, Selkirk, Brandon and Portage La Prairie.

During the period of the campaign, page views on the Cybertip.ca website increased by 90% over the previous 42 day period (August 15 to September 25, 2016) and 111% over the same time period in 2015 (September 26 to November 6, 2015).



Every Click Helps Us Protect Children from Sexual Abuse — Washroom Ad Campaign	EXPOSURE RATE
Winnipeg	320,000
Brandon	180,000
Selkirk	35,000
Portage La Prairie	35,000

Cybertip.ca has executed eight public awareness campaigns since mandatory reporting legislation was proclaimed in Manitoba in 2009. Campaigns have been carried out in 13 cities/towns across Manitoba (Winnipeg, Selkirk, Brandon, Minnedosa, Dauphin,

Flin Flon, The Pas, Neepawa, St. Andrews/Gimli, Morden/Winkler, Portage La Prairie, Steinbach and Swan River). Since that time, a total of 2,975 reports of suspected child pornography have been submitted by individuals within Manitoba.

V. RECOMMENDATIONS MOVING FORWARD

Since the inception of Manitoba's mandatory reporting of child pornography legislation eight years ago, we have witnessed the ongoing importance of public awareness, education and training. For the 2018/19 fiscal year, the Canadian Centre for Child Protection will actively pursue the following objectives:

A. TRAINING, EDUCATION AND RESOURCES

Continued Training and Provision of Resources for Child Welfare



The Canadian Centre will continue to offer training and resources for child welfare professionals as it relates to the issue of sexually exploited children. This includes:

- ! Our annual Missing and Exploited Children Training Conference (May 2018)
- ! Presentations at the request of child welfare agencies/authorities
- ! Updating our Teatree Tells: A Child Sexual Abuse Interview Guide
- ! Developing and distributing education and intervention material targeted to those working within child welfare
- ! Continuing to update the child welfare portal to increase efficiencies

Addressing Gaps and Challenges Involving Technology



Through operating Cybertip.ca for the past 14 years, our agency has developed an expertise about the ongoing impact of technology on the issue of child sexual abuse. Throughout the coming years, we will continue to work with child welfare agencies to gain a further understanding of when child welfare professionals see technology intersect with child protection and provide assistance through case consultation. The Canadian Centre will work to address the identified gaps in this area (e.g., including technological considerations within the investigative process).

Improving Services for Victims of Child Sexual Abuse Imagery



In 2017/18, the Canadian Centre will develop specialized training for therapists who intersect with victims who have had their child sexual abuse recorded in an effort to better support this population. From the preliminary results of the Canadian Centre's Survivor Survey, we have learned that most of therapeutic services currently available do not meet the ongoing needs of victims and their families. By providing specialized training to therapists in Manitoba, our hope is to increase the capacity of these therapists and build a network of professionals that can regularly be referred to for services.

B. PUBLIC AWARENESS

Campaigns



In 2017/18, the Canadian Centre will execute a public awareness campaign in Manitoba focused on reporting concerns involving child sexual abuse. This campaign will involve ads showcased through mediums such as billboards, social media, websites and apps.

The Canadian Centre will also execute two other public awareness campaigns in 2017/18: one targeted to boys focusing on the issues of sextortion and sending sexual images; the other targeted to girls focusing on the supports and resources available to those impacted by the non-consensual distribution of intimate images. Both campaigns will involve a variety of tactics and will be showcased over social media and other spaces frequented by youth and young adults.

We will also be issuing an interactive first person point of view video where we ask viewers to find the sexual predator lurking in a busy children's park. The interactive video is shared primarily on Facebook via sponsored and influencer posts. The focus is on educating adults on the importance of paying attention to odd behaviour versus how someone looks. Supervision and monitoring when in public spaces is key to increasing safety for children.

C. ADVOCACY

Victims of Child Sexual Abuse Imagery



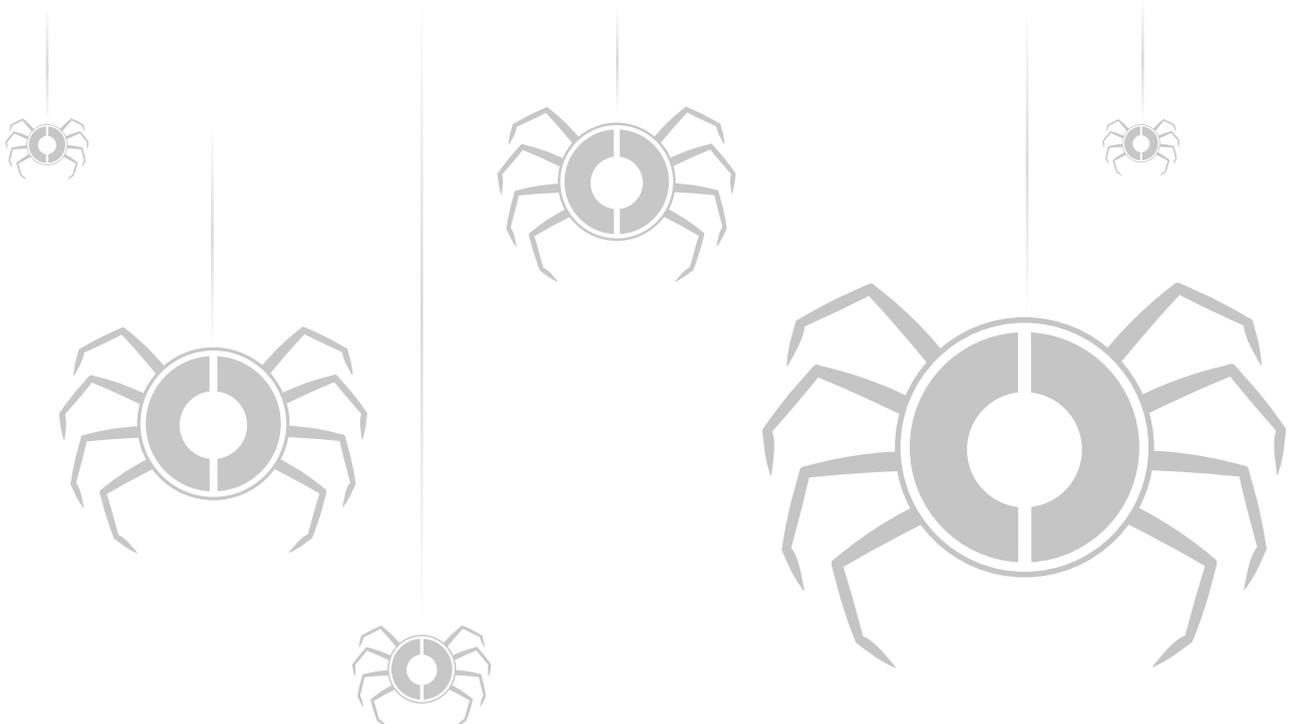
The Canadian Centre will engage in a number of activities to make recommendations to key stakeholders and advocate for the enhancement of the supports available to survivors of child sexual abuse imagery. In 2017/18, the Canadian Centre plans to:

- ! Continue to make available the Survivor Survey for (now adult) individuals who were victims of child sexual abuse imagery.
- ! Complete a detailed analysis of the results of the Survivor Survey with the goal of providing a series of recommendations for stakeholders pertaining to best practices and considerations related to addressing the needs of victims of child sexual abuse imagery and improved intervention and responses to this population.
- ! Develop a survey for non-offending family members of victims of child sexual abuse imagery in order to provide an opportunity for those under the age of 18 and their families to share their story and help shape recommendations for supports and resources for young victims.
- ! Identify legal and financial remedies for victims who have had their child sexual abuse recorded and advocate for changes in legislation where necessary.
- ! Advocate for the updating of copyright law to ensure that offenders do not own the copyright to the recordings of the child sexual abuse of the victim.
- ! Provide survivors other opportunities to engage with the Canadian Centre to share their experiences and help guide the Centre's victim support strategy.

D. TECHNICAL SOLUTIONS ADDRESSING CHILD SEXUAL ABUSE CONTENT

While Project Arachnid crawls and identifies the location of all images related to child sexual abuse found on the public Internet, in its initial phase the criteria for sending notices for removal was narrow and only involved content related to a pre-pubescent victim. This was done in order to address the varying laws around the world and build trust amongst the providers receiving the notices. In 2017/18, Cybertip.ca will be moving to expand how Project Arachnid is utilized and begin to send notices on additional content including those involving pubescent victims in an effort to reduce the availability of content related to identified youth. Additionally, Cybertip.ca will look at other innovative technical solutions to enhance Project Arachnid and increase our ability to interrupt offenders' ability to propagate child sexual abuse material in a variety of areas on the Internet.

Project Arachnid is a web crawler to help reduce the availability of child sexual abuse material on the Internet.





VI. GLOSSARY

INHOPE: International Association of Internet Hotlines. INHOPE was founded in 1999 under the European Commission Safer Internet Action Plan.

Tor Hidden Service: A Tor Hidden Service allows web services to be hosted without disclosing the location of the server for that service. These web services can only be accessed through the Tor network or through another open web service offering a proxy into the Tor network.

Child Pornography — Making Available: This is a secondary classification that is used by child protection analysts to describe websites that make potentially illegal content available but are not specifically hosting the potentially illegal content on their servers. As well, it includes websites where no images of potential child pornography are found on the website but they provide links to other websites hosting potentially illegal images.

Child Pornography (Unconfirmed): This is a secondary classification that is used by child protection analysts where an analyst is unable to determine or confirm the sexual maturation rates of the individual in the content but there is reason to believe the material may be child pornography.

Sexualized Child Modelling: This refers to reports of online material containing images of children provocatively posed and sexualized in various outfits.

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For more detailed information, please contact the Canadian Centre for Child Protection through our toll-free number

1 800 532-9135 or visit our website at **protectchildren.ca**.

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