



# Mandatory Reporting of Child Pornography In Manitoba:

CYBERTIP.CA'S 2015/16  
ANNUAL REVIEW



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



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

**This report was published in June 2016 by the Canadian Centre for Child Protection Inc.**

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## I. Summary

On April 15, 2009, mandatory reporting of child pornography was proclaimed in Manitoba. 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 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.**

Since the proclamation of mandatory reporting of child pornography in Manitoba in 2009, a total of 2,715 reports have been submitted by individuals within Manitoba and classified as child pornography. In 2015/16, the majority of these reports (84.57%) were submitted by individuals who chose not to provide their contact information: however, 68.57% of the reporting persons provided identifying information when child victim and/or suspect information was reported. The majority of reports (91.13%) pertained to websites, and 33.78% of the submitted reports were forwarded to law enforcement and/or an INHOPE member hotline. Of the reports forwarded to law enforcement, the majority (78.74%) were forwarded to law enforcement outside of Manitoba.

In 2015/16, 18 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 125 reports have been forwarded to child welfare since proclamation on April 15, 2009.**

The results observed in the seven years following proclamation of mandatory reporting of child pornography in Manitoba underscore the importance of this legislation and the ongoing significance of training, education and public awareness. In 2015/16, the CANADIAN CENTRE FOR CHILD PROTECTION:



Provided training to approximately 35 child welfare professionals within Manitoba as it relates to child pornography (March 3, 2016) and 74 child welfare professionals within Manitoba at our annual Missing and Exploited Children Training Conference in May 2015.

Conducted a public awareness campaign from December 2015 through January 2016 (outdoor signage, digital banners, transit advertisements) with the goal of encouraging Manitobans to report concerns to Cybertip.ca if someone they know may be victimizing children online.



Released the study *Child Sexual Abuse Images on the Internet: A Cybertip.ca Analysis* which has a particular focus on child sexual abuse images. It highlights the seriousness of online child sexual abuse imagery and the need for more to be done to identify these victims, stop offenders and reduce the availability of content.





Was named as the agency designated for receiving and responding to requests for information and assistance under Manitoba's *Intimate Image Protection Act*. This Act is designed to help individuals in Manitoba who have been negatively impacted by the non-consensual distribution of an intimate image.

Created education and awareness documents for Executive Directors' of CFS Agencies and CEO's of the Authorities for the purpose of sharing with frontline workers in regard to Manitoba's *Intimate Image Protection Act*.

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

- o Significantly increasing the number of hash values in the database which further augments our ability to contribute to victim identification;
- o Adding a secondary report form to Cybertip.ca for youth to report concerns about the non-consensual distribution of intimate images;
- o Working with the major ISPs to utilize Cleanfeed to reduce the public availability of images/videos of identified adolescent victims



Announced a survey for victims of child sexual abuse imagery. The goal of the survey is to learn about the impacts of this crime and to determine what policy, legislative and therapeutic changes are required to respond to the needs of these victims.

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](http://Cybertip.ca) for assessment. Under the legislation, where [Cybertip.ca](http://Cybertip.ca) has determined that a child pornography incident has occurred, [Cybertip.ca](http://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.



## 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.

Reports to Cybertip.ca are submitted by the public under one of eight categories:

- ! Child Pornography
- ! Online Luring
- ! Children Exploited Through Prostitution
- ! Child Sex-Tourism
- ! Child Trafficking (added October 2008)
- ! Making Sexually Explicit Material Available to a Child (added August 2012)
- ! Agreement or Arrangement with Another Person to Commit a Sexual Offence against a Child (added August 2012); and
- ! Non-Consensual Distribution of Intimate Images (added March 2015)

As of March 31, 2016, **182,363 reports had been submitted by Canadians**. Similar to the previous year, approximately 46.3% of the child sexual exploitation (CSE) reports were forwarded to one or a combination of the following entities: law enforcement agencies (LEAs), child welfare agencies and/or INHOPE member hotlines. As of March 31, 2016, Cybertip.ca was aware of **551 arrests executed by LEAs and at least 488 children removed from abusive environments** in connection with reports submitted to the tipline by the Canadian public.

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 the reports submitted each year over the past 5 years have pertained to websites (91% in 2015/16, 87% in 2014/15, 79% in 2013/14, 87% in 2012/13 and 93% in 2011/12)
- ! Of the reports forwarded to law enforcement over the past 5 years, the majority were forwarded outside of Manitoba (79% in 2015/16, 75% in 2014/15, 83% in 2013/14, 74% in 2012/13 and 80% in 2011/12)

The results from the seventh year (2015/16) continue to suggest that mandatory reporting of child pornography in Manitoba has had an impact. The observed results from the seven years include:

- ! A total of 2,715 reports submitted since April 2009.
- ! 45% 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 2015/16, 9.7% of reports from the Canadian public were made by individuals within Manitoba, while Manitoba only has 3.6% of the population of Canada<sup>1</sup>.

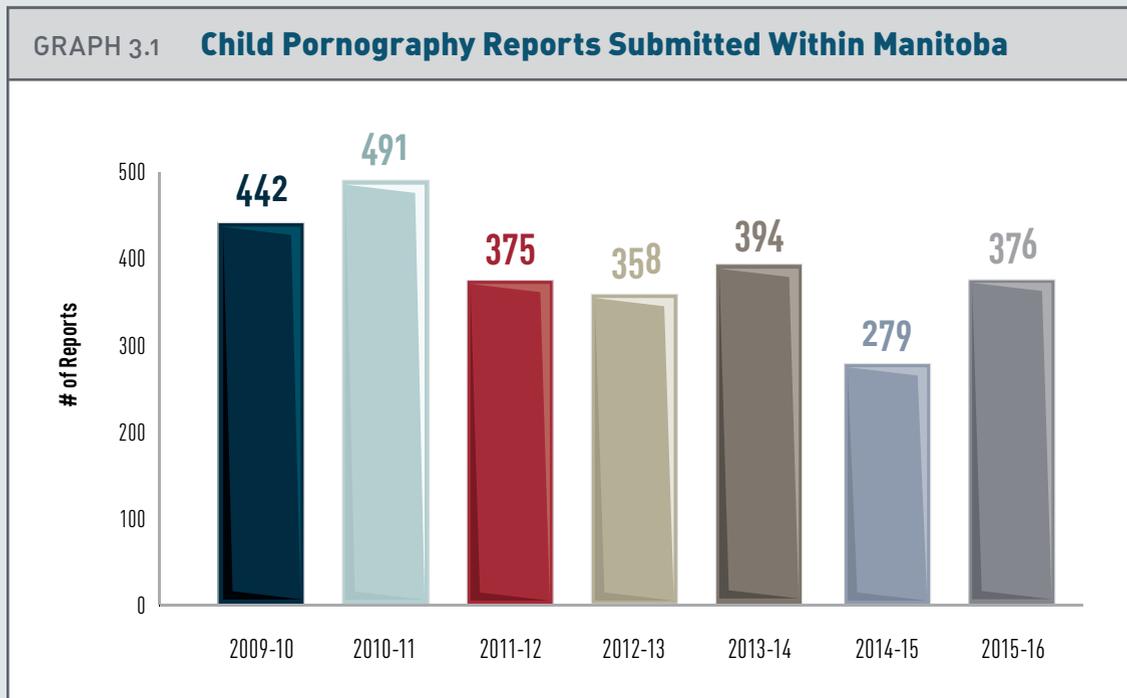
<sup>1</sup> <http://www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo02a-eng.htm>

### III. MANDATORY REPORTING STATISTICS

The following information pertains to reports submitted by individuals within Manitoba under the category of **child pornography** between April 1, 2015 and March 31, 2016. 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 seven years, an average of 388 reports per year have been submitted by individuals within Manitoba under the category of child pornography. The volume of reports submitted by individuals within Manitoba in 2015/16 was slightly lower than this average (376). However, 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. Reports with child victim and/or suspect information are considered a higher priority and processed first. Cybertip.ca is mandated to analyze and forward reports pertaining to potentially illegal incidents to law enforcement within a 48 hour timeframe. 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.

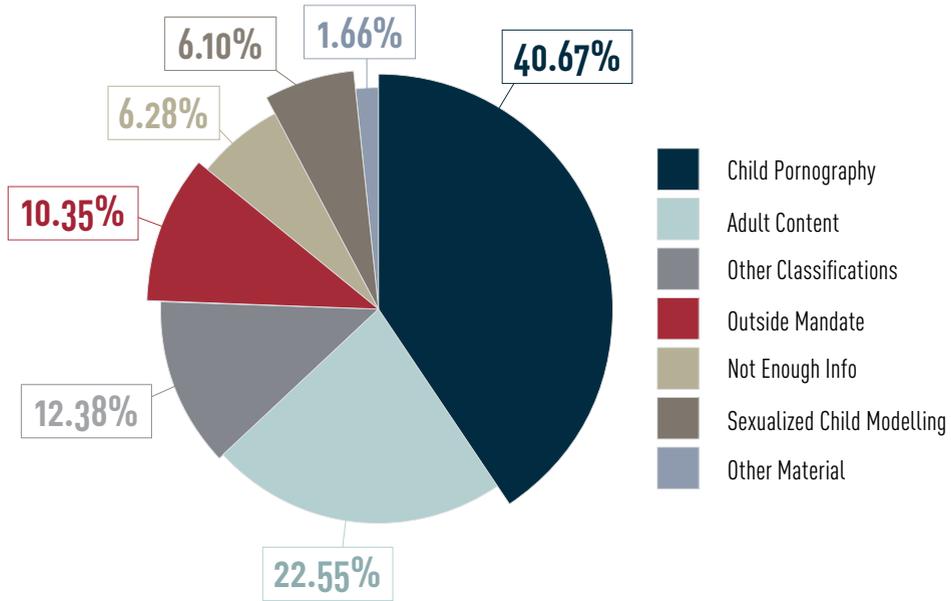
Once a priority has been assigned, the child protection analyst breaks the report into its component parts based on the number of incidents in a report. For example, one public report may contain information about a website and a chatroom. This would be considered two separate incidents and are analyzed independently. In 2015/16, the 376 reports submitted within Manitoba equated to 541 incidents (average of 1.44 incidents per report). The majority of these incidents (91.13% or 493 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 2015/16, the secondary classifications break down as follows:

- ! 24.58% (133) of the incidents were confirmed as child pornography
- ! 16.08% (87) were classified as child pornography (unconfirmed), child pornography – making available (confirmed or unconfirmed), or child pornography – written/audio upon analysis
- ! 22.55% (122) were classified as adult pornography
- ! 6.10% (33) were classified as sexualized child modelling

The remaining secondary classifications are visually represented in Graph 3.2.

GRAPH 3.2 **Cybertip.ca Secondary Classifications for Reports Submitted by Individuals in Manitoba**



Since the proclamation of mandatory reporting in Manitoba, 44.89% 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 2015/16, individuals in Manitoba submitted 359 reports classified as child pornography through the online report form and 17 reports through the toll-free line.

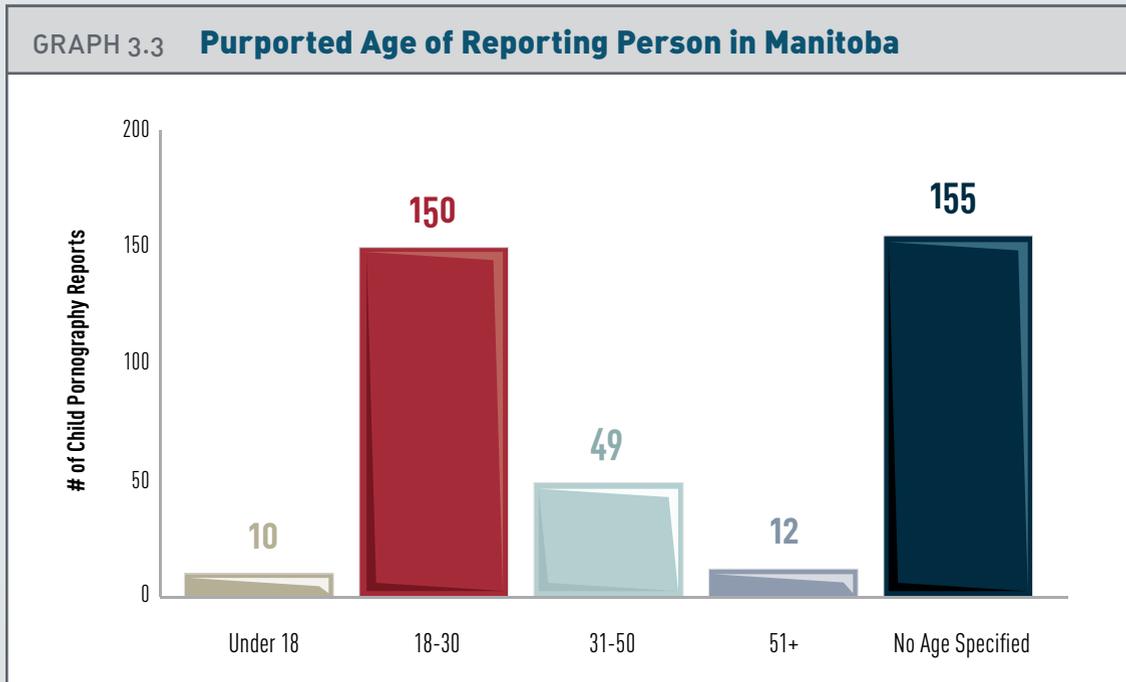
When submitting a report to Cybertip.ca, an individual has the option to provide identifying information; the only information requested is the reporting person's age. When the report is submitted (by phone or online), the reporting person is provided with a confirmation number. In the event s/he chooses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

Within Manitoba during the 2015/16 fiscal year, 84.57% of individuals reporting child pornography concerns chose not to provide contact information. This is in all likelihood largely due to the number of website incidents reported (493). 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 2015/16, 68.57% of individuals within Manitoba that submitted a child pornography report which involved child victim and/or suspect information provided their contact information.

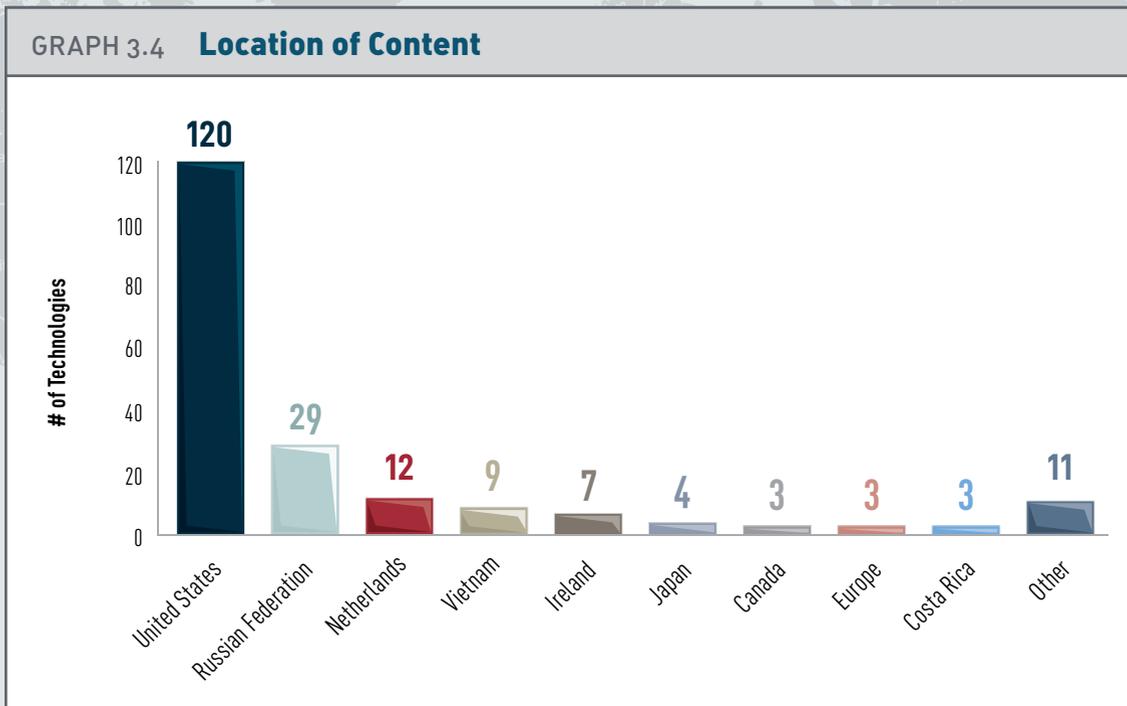
**When the toll-free line was used by individuals within Manitoba to submit child pornography reports involving child victim and/or suspect information, 100% (12 of 12) of the reporting persons provided contact information.**

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

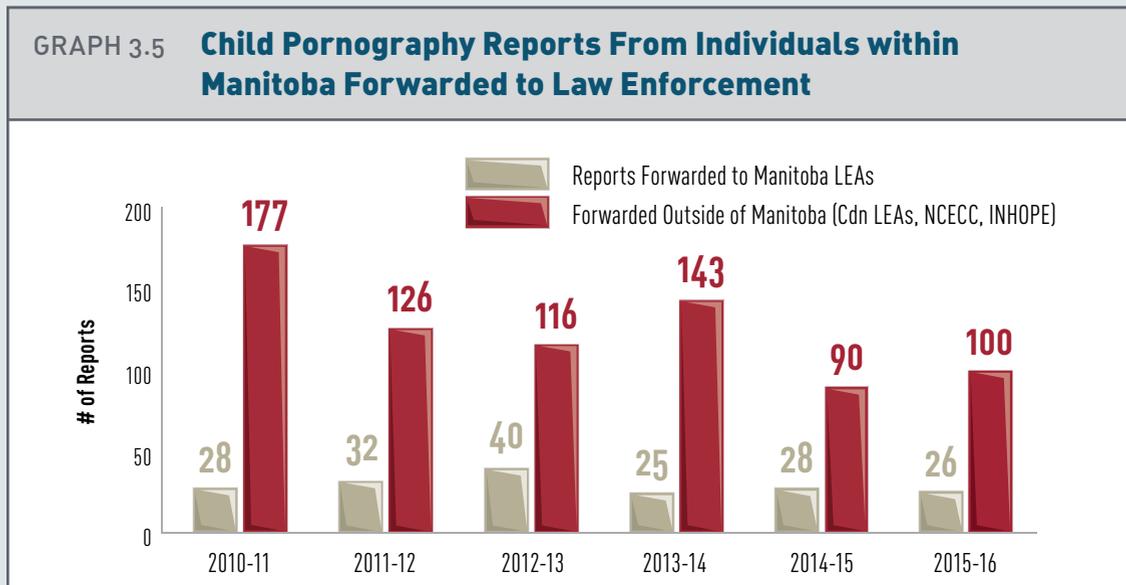
The following is a breakdown of the countries where the websites classified as child pornography, child pornography (unconfirmed), child pornography – making available, child pornography (unconfirmed) – making available or child pornography – written/audio were located. Of note, one website may be hosted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



**Three of the website incidents pertained to potential child pornography content hosted in Canada.** One of these website incidents was hosted in Quebec, and this information was forwarded to the appropriate law enforcement agency. The other 2 incidents pertained to content hosted on Canadian servers through content delivery networks (CDN) and the hotline in the country of origin for the CDN was notified of the content.

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

**33.78% of reports** submitted by individuals within Manitoba and classified by the reporting person as child pornography were forwarded to LEA/INHOPE hotlines. This is lower than the percentage of all reports submitted to Cybertip.ca that were forwarded to LEA/INHOPE hotlines in 2015/16 (46.3%).



\* 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

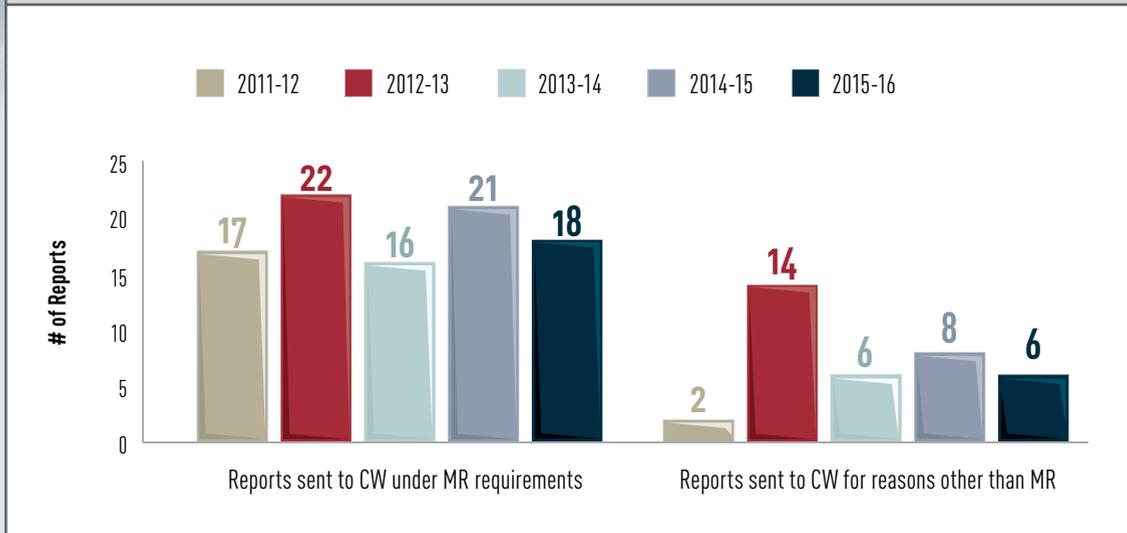
\* NCECC is the RCMP's National Child Exploitation Coordination Centre

\* INHOPE refers to the International Association of Internet Hotlines

Since proclamation, **83.25% 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.

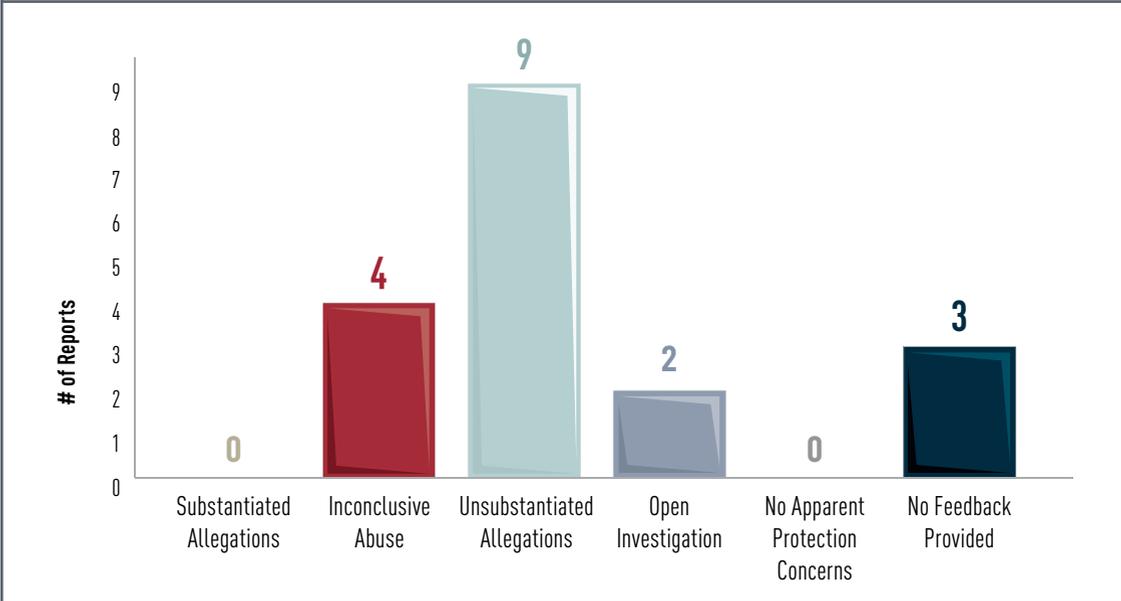


GRAPH 3.6 **Reports Forwarded to Child Welfare in Manitoba**



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 2015/16, **18 reports classified by Cybertip.ca as child pornography were sent to child welfare and law enforcement within Manitoba**. An additional 6 reports, classified by Cybertip.ca as something other than child pornography, were forwarded to child welfare in 2015/16. Since proclamation, Cybertip.ca has forwarded 125 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.

GRAPH 3.7 CFS Reported Outcomes in 2015/16

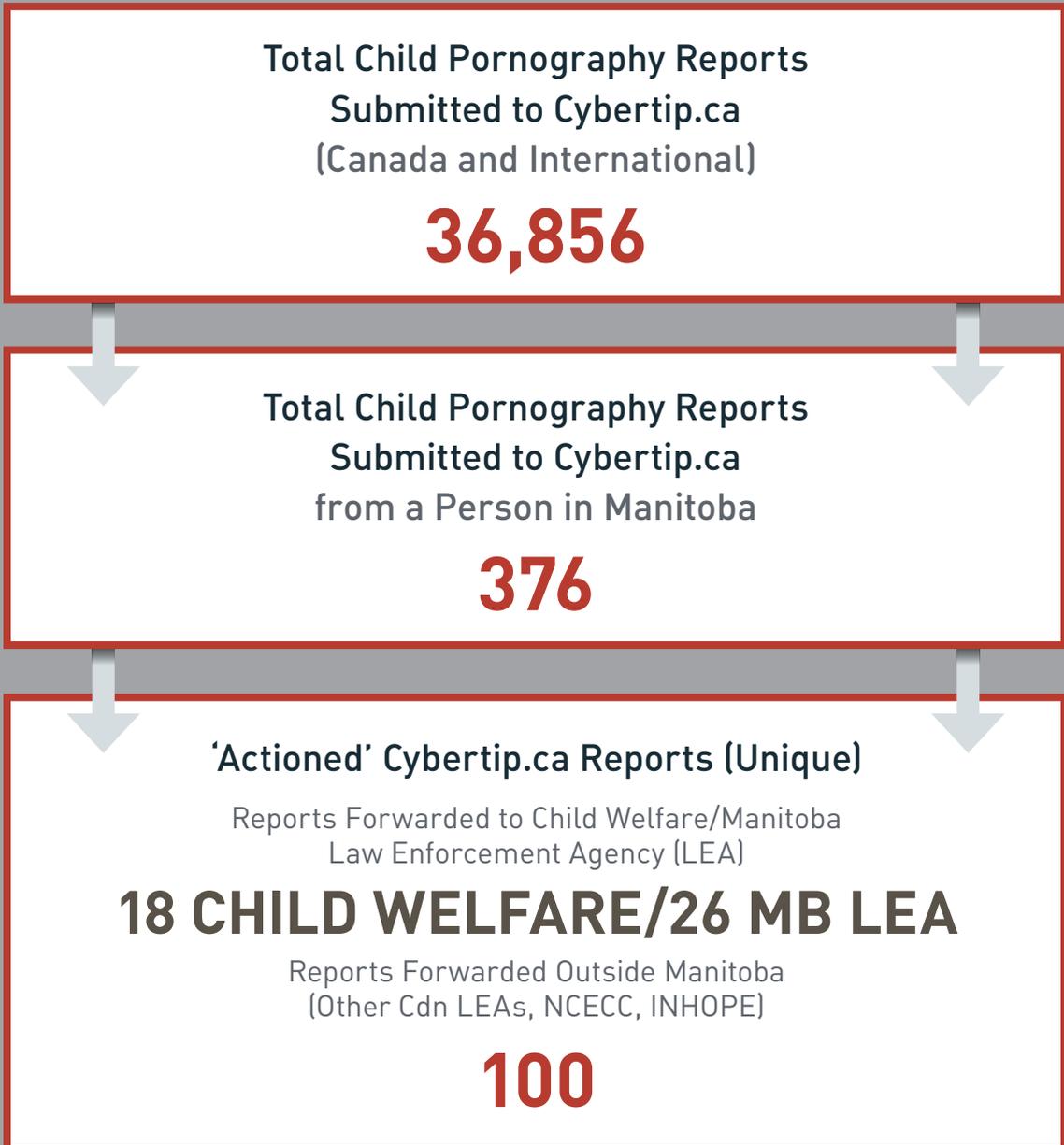


**Sample Reports Forwarded to Child Welfare in 2015/2016**

Two reports were submitted to Cybertip.ca, both concerning images of possible child pornography involving a youth located in Manitoba being shared online. Based on the information contained within the reports, two individuals were allegedly involved in the distribution of the images, one of whom was described as having two children under the age of 12 years. The reports were forwarded to both child welfare and law enforcement. Child welfare completed an investigation, concluding that the concerns did involve child pornography content. The youth continues to receive supports from child welfare.

A report was submitted to Cybertip.ca concerning a social media post containing child pornography images of a youth located in Manitoba. In addition, reported information indicated that individuals may have or may be offering to purchase/purchasing sexual services from the youth. The report was forwarded to both law enforcement and child welfare. Law enforcement contacted the service provider to have the images removed from the social media site. The youth was connected to support services.

## Flow Chart of Mandatory Reporting Child Pornography Numbers in Manitoba in 2015/16



## 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 “Worried that someone you know may be sexually victimizing children online – Report to Cybertip.ca” campaign was showcased across the province for 5 weeks, from December 14, 2015, until January 18, 2016. The goal of this campaign was to encourage Manitobans to report concerns to Cybertip.ca if someone they know may be victimizing children online. Marketing components included outdoor print billboards in 8 cities and towns in Manitoba (Morden, Winkler, Selkirk, Dauphin, Minnedosa, Swan River, Flin Flon, The Pas) and digital billboards in 4 cities and towns (Brandon, Portage La Prairie, Steinbach, Winnipeg). Interior and exterior transit ads also ran in both Winnipeg and Brandon.

Cybertip.ca has executed seven 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 2,715 reports of suspected child pornography have been submitted by individuals within Manitoba.



Worried someone may be sexually victimizing children online	EXPOSURE RATE
Billboards - Print	245
Billboards - Digital	245
Transit (exterior side of bus)	1,925
Transit (interior bus cards)	10,290
<i>**Note these numbers do not include extra ad placement in areas where space was available</i>	

## V. RECOMMENDATIONS MOVING FORWARD

Since the inception of Manitoba's mandatory reporting of child pornography legislation seven years ago, we have witnessed the ongoing importance of public awareness, education and training. For the 2016/17 fiscal year, the Canadian Centre for Child Protection will actively pursue the following objectives:

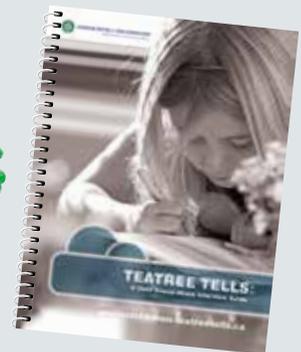
### A. TRAINING, EDUCATION AND RESOURCES

#### 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 17-19, 2016)
- ! 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

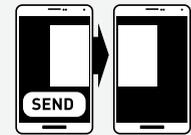


### Addressing Gaps and Challenges Involving Technology



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. Over the next year, we will be working 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).

### Non-consensual Distribution of Intimate Images



In January 2016, the Government of Manitoba announced *The Intimate Image Protection Act*, an act designed to help Manitobans respond to intimate images that are distributed without their consent. The Canadian Centre, through Cybertip.ca, acts as a first responder for Manitobans requiring assistance with removing non-consensually distributed images from the Internet and provides increased access to support services, educational tools and resources to help them regain control of their images. In 2016/17, the Canadian Centre will provide information and education to child welfare professionals about this legislation, the Canadian Centre's role and the resources available to Manitobans who are dealing with a situation involving an intimate image.



## B. PUBLIC AWARENESS

In 2016/17, 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.

## C. ADVOCACY

### Provincial Action Plans

Over the course of 2016/17, the Canadian Centre will work to identify provincial legislative and policy initiatives specific to each province and territory that will assist in tackling the ongoing fight against online child sexual abuse and exploitation. This will include a review of provincial child welfare legislation and, where possible, child welfare policies and procedures. The resulting recommendations will be presented to provincial governments.



### Victims of Child Sexual Abuse Imagery

To better understand the unique challenges faced by victims of child sexual abuse imagery, the Canadian Centre is surveying (now adult) victims whose abuse as a child has been recorded and distributed online, as well as parents/guardians of victims whose abuse has been recorded and/or distributed online. The goal of the survey is to learn about the impacts experienced by this population, as well as determine what policy, legislative and therapeutic changes are required to respond to the unique needs of these victims. It is expected that a series of recommendations will be released later this year with regard to improved intervention and responses to victims of child sexual abuse imagery. A report will also be shared with stakeholders on best practices and considerations related to addressing the needs of this population.



## D. TECHNICAL SOLUTIONS ADDRESSING CHILD SEXUAL ABUSE CONTENT

In December 2015, the Canadian Centre started a pilot project aimed at detecting publicly available known child sexual abuse content on the Internet. In 2016/17, we will continue to develop this technical solution with the goal of expediting the removal of content, thus providing victims with some psychological relief.

## VI. GLOSSARY

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

**Content Delivery Network:** A content delivery network (CDN) is a system of distributed web servers in multiple data centers that facilitate the quick delivery of web hosted content to the user of a website. These are typically utilized by large, high-volume websites.

**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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