Guide for National Planning:
To Prevent, Stop and Redress Violations of Commercial Sexual Exploitation of Children

ECPAT International
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Glossary of Terms

CSE: Commercial Sexual Exploitation
CSEC: Commercial Sexual Exploitation Of Children
CBOs: Community Based Organizations
IGOs: Inter-governmental organizations
ILO: International Labor Organization
INTERPOL: International Criminal Police Organization
IOM: International Organization of Migration
ISP: Internet Service Provider
NGOs: Non-governmental organizations
NPA: National Plan of Action
SWP: INTERPOL’s Standing Working Party on Offences Against Minors
UN: United Nations
UNDP: United Nations Development Program
UNHCHR: United Nations High Commission for Human Rights
UNICEF: United Nations International Children’s Fund
WHO: World Health Organization
UNWTO: United Nations World Tourism Organization

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INTRODUCTION

Building worldwide protection against the Commercial Sexual Exploitation of Children (CSEC)

As early as 1991, child activists began calling for better protection of children against commercial sexual exploitation. These efforts established ECPAT as a campaign that began in Asia and soon extended throughout the world. Today ECPAT International has evolved into a global network of organizations, working together to unite the world community to ensure that children everywhere enjoy their fundamental rights to be free from all forms of commercial sexual exploitation.

Commercial sexual exploitation of children – often referred to as CSEC – is prevalent throughout the world. It consists of criminal practices that demean and threaten the physical and psychological integrity of children. Commercial sexual exploitation of children is manifested primarily through child prostitution and child sex tourism, child pornography, and the trafficking of children for sexual purposes, as well as through such channels as child marriage, domestic servitude and bonded labour.1 With the increasing ease of travel, new information technologies and rising migration and displacement, a concerted global effort is necessary to ensure that all children are protected, regardless of their geographic or economic circumstance.

The commitment to end commercial sexual exploitation of children was first made by 122 countries at the First World Congress against CSEC in 1996, through their adoption of the Stockholm Declaration and Agenda for Action. Five years later commitment to the Agenda for Action was reaffirmed by 159 countries at the Second World Congress against CSEC in Yokohama, Japan and in 2007 this number increased to 161 countries. More recently in November 2008, over 3,500 participants gathered in Rio de Janeiro, Brazil, for the World Congress III against Sexual Exploitation of Children and Adolescents. Through the mobilization of a wide range of stakeholders the World Congress III sought to review progress and identify outstanding challenges to build on current achievements and catalyze more systemic and inter-sectoral measures and approaches to guarantee children’s right to be protected from sexual exploitation. The Rio de Janeiro Declaration and Call For Action To Prevent and Stop Sexual Exploitation of Children and Adolescents outlines targeted strategies for counteracting CSEC and in particular emphasizes the needs for integrated cross-sectoral strategies and comprehensive National Plans of Action which bring all stakeholders together in a coherent and comprehensive framework for action.

The Stockholm Agenda for Action remains the main reference framework for developing such integrated measures to counteract the commercial sexual exploitation of children and calls upon governments, NGOs and other stakeholders at local, national and international

levels to collaborate and analyze the prevalence of commercial sexual exploitation of children in each specific country, to assess priorities for action and to design strategies to fill existing needs. It aims to highlight existing international commitments and to assist in the implementation of relevant international instruments such as the United Nations Convention on the Rights of the Child and its Optional Protocols.

*National Plans of Action (NPAs)* are the first tangible indication of a country’s commitment to ending the sexual exploitation of children and in adopting the Stockholm Agenda for Action, governments have committed to adopting national plans of action on commercial sexual exploitation of children. NPAs are multidisciplinary documents intended to provide a working plan to augment action against commercial sexual exploitation of children on all levels of society. More specifically NPAs ensure that all aspects of child exploitation and abuse are addressed through concrete strategies, programs and activities; outline specific actions a country will take and who will be responsible for them; establish a timeframe and provide indicators to monitor progress; and give information on the allocation of resources and estimate costs.

A National Plan of Action enables the care of vulnerable children to be approached in a holistic way; targeting the most apparent manifestations of commercial sexual exploitation of children, while at the same time addressing its underlying causes and factors. This involves implementing pre-emptive measures to prevent the development of commercial sexual exploitation of children in the first place, as well as ensuring the protection of vulnerable children, and the recovery, rehabilitation and reintegration of victims. In striving to be a truly cohesive framework, NPAs advocate child and youth participation, and coordination and cooperation among all stakeholders and government. Comprehensive National Plans of Action should incorporate “gender-sensitive strategies, social protection measures and operational plans, with adequate monitoring and evaluation targeted resources and designated responsible actors, including civil society organizations for implementation of initiatives to prevent and stop the sexual exploitation of children and adolescents and provide support for child victims of sexual exploitation.”

Combating the commercial sexual exploitation of children is a complex task and the right of a child to be protected from sexual exploitation is fundamentally intertwined with the special rights that children are generally entitled to. Basic rights of the child, such as the right to live free from discrimination, neglect, abuse, labor, and the right to have access to adequate living conditions, food, education and medical services are inevitably linked to the factors that contributes to the commercial sexual exploitation of children. While it is the responsibility of every member of society to protect children from commercial sexual exploitation of children, governments remain the main duty bearers.

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Thus, governments must acknowledge and commit to the fact that combating the sexual exploitation of children is an ongoing effort requiring periodic analysis of progress and follow-up. Some governments have failed to turn their commitments into concrete plans of action against the sexual exploitation of children that are comprehensive, integrated and sustainable. At the World Congress III in Rio de Janeiro, the review of progress, developments and actions taken revealed that close monitoring should be implemented through the existing mechanisms such as the Committee to the Rights of the Child and through the establishment of independent children’s rights institutions to support the implementation of effective and coordinated measures adopted in specific National Action Plans.

Where they are comprehensive, National Plans of Action remain the best instrument to be used against Commercial Sexual Exploitation of Children. They provide a national vision for combating CSEC issues and ensure that the care and protection of children remains a national priority over a lasting period of time, constantly reviewed and improved through adequate monitoring and supported with appropriate resources. A National Plan enables civil society to identify what should be done, what is being done and what can be done for children; it challenges governments to tangibly live up to the international commitments they have made to protect the rights of children everywhere.
Creating National Plans of Action

This Methodological Guide is designed to work as a tool for countries that intend to develop National Plans of Action against Commercial Sexual Exploitation of Children. Specifically this guide provides:

- Information on setting up the stage to prepare for the drafting of an effective NPA through detailed background research and specific data collection;
- Description of the key partners to be involved in the National Plan of Action development to ensure its effective implementation;
- A methodology for the formulation of a National Plan of Action to combat the Commercial Sexual Exploitation of Children;
- Practical recommendations based on the experiences of countries that have developed National Plans of Action;
- Examples of strategic national frameworks for eradicating the sexual exploitation of children around the world.

The development of a National Plan of Action that will be effective and efficient in curbing the Commercial Sexual Exploitation of Children is a complex process. This guide seeks to facilitate this process by detailing adaptable work methods designed to achieve this aim within a specific country. In order to provide a comprehensive approach to the whole process surrounding the preparation and implementation of NPAs, the guide organizes itself into systematic “phases”, with each phase containing corresponding subcategories of activities.

The process of developing a National Plan of Action can be broken down into the following phases:

- Phase I: Creating a favorable Environment for NPA development
- Phase II: Designing and Developing a Successful NPA

While this guide proposes a methodological approach, the sequence and processes undertaken will need to be personalized and tailored to respond to the specific circumstances of each country. Therefore, this methodological guide is not a rigid document, but one that can provide flexible guidance for adaptation to enhance national strategies in its efforts to combat commercial sexual exploitation of children. The implementation of each phase and corresponding activities can produce one or more “outcomes”. These outcomes are independent of one another, making this guide useful at all stages of the development process of NPAs.
The Convention on the Rights of the Child (CRC) entered into force on September 2nd 1990, and is the main legal instrument on the international protection of child rights. It is the first internationally binding instrument to set out the civil, economic, social and cultural rights of children3. These rights are listed comprehensively in 54 articles and deepened in two Optional Protocols, and governments are obliged to take active measures towards their realization and protection.

The rights of the child to be protected against commercial sexual exploitation of children are dealt with directly in Articles 34 and 35. These articles set out the obligation of States to protect children from all forms of sexual exploitation including prostitution, pornography and trafficking. In 2002, the Optional Protocol on the sale of children, child prostitution and child pornography (OPSC) entered into force to expand on the rights protected in these articles. The added protocol defines and expressly prohibits offences related to the commercial sexual exploitation of children, and creates additional obligations on governments to criminalize and punish activities related to these offences.

The CRC serves as an important tool for the legal enforcement of children’s rights. By ratifying the CRC, governments state their intention to be held accountable for guaranteeing the rights of the child, including the right of protection from all forms of sexual exploitation, before the international community. Therefore, governments are required to amend and create laws and policies to fully implement the CRC and the Optional Protocol on the Sale of Children, child prostitution and child pornography (OPSC) and subsequently to report on their actions in establishing and meeting the Convention standards.

There are other relevant international treaties which complement the CRC’s mandate to prevent and bring an end to commercial sexual exploitation of children. For example, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Trafficking Protocol/Palermo Protocol)4 which is a supplement to the UN Convention against Transnational Organized Crime. The Trafficking Protocol provided the first international definition of ‘trafficking in persons’ and specifically of ‘child trafficking, which is defined as the recruitment, transportation, transfer, harbouring or receipt of a person under 18 years of age for the purpose of exploitation. The Trafficking Protocol obliges State parties to establish criminal responsibility under national law for these acts.

Furthermore, there are two other relevant International Labour Organization (ILO) conventions: the Convention on the Worst Forms of Child Labour (ILO Convention 182) and the Minimum Age Convention (ILO Convention No. 138). ILO Convention 182 entered

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3 According to the Convention on the Rights of the Child, all children have an inherent right to life and survival, to an identity, to a nationality, to be heard, to freedom of thought, conscience and religion, to health, and to an education.

The CRC and its Optional Protocol on the sale of children, child prostitution and child pornography (OPSC) and both of the ILO conventions require that governments adhere to reporting mechanisms in order to track whether their country is meeting their obligations as set out by the Convention. As identified at the World Congress III, the mandatory reporting done by governments are general in scope and often limited in its dealings with the provisions on the sexual abuse and exploitation of children. The complex and clandestine nature of commercial sexual exploitation of children necessitates unique systematic analysis and planning to ensure informed and improved action on the subject. For this reason governments have been called upon to create and implement NPAs specific to the commercial sexual exploitation of children.

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6 ILO Convention 182 (Worst Forms of Child Labour), art. 3. Entered into force 19 November 2000.
8 ILO Convention No. 138 (Minimum Age Convention), art. 3. Entered into force 19 June 1976.
Before the actual National Plan of Action (NPA) document can be properly developed or implemented, an environment favorable to its creation must be constructed. A preliminary picture must be developed of the commitment that will be necessary and how actions will proceed. A cohesive network of personnel dedicated to the formulation of the National Plan of Action must be sought out, resources must be secured, and the manifestations and prevalence of the commercial sexual exploitation of children in the country must be investigated and analyzed.

I. Participation: Creating a Network against CSEC

In seeking to eliminate the commercial sexual exploitation of children a State party must incorporate a broad range of relevant stakeholders, such as NGOs, UN agencies and the private sector, from both the local and national levels and where possible, the international level. The commercial sexual exploitation of children is a pervasiveness problem with economic, social, cultural and political dimensions, and can be found in all sectors of society. It is connected to families, to neighborhoods, to nations, and to the global community.

While a National Plan of Action is predominantly a government responsibility, proper and coordinated participation of both government and civil society is crucial. Each additional contributing agency, social group or legislative body, etc., offers strength to the dimension and thoroughness of a forthcoming plan. For example in the United Kingdom, the 2001 National Plan on Safeguarding Children from Commercial Sexual Exploitation was developed collaboratively by a Steering Group comprising representatives from Government, relevant professional organisations and a representative group of voluntary organisations in the UK to combat UK-based and international commercial sexual exploitation of children.9

Creating the National Plan has been a collaborative process at all stages of a Steering Group which worked together to map out what had been achieved and identify needs and priorities for action in the future. The Steering Group was comprised of policy makers from across Government (including the Department of Health, Home Office, Department for Education and Skills (DfES), the Crown Prosecution Service, the Foreign and Commonwealth Office and the Lord Chancellor’s Department) and the devolved administrations; representatives from the voluntary sector (including the NSPCC, NCH, Voluntary Organisations’ Consultancy Service, Barnardo’s, ECPAT UK and the Children’s Society); and representatives from interested professional organisations (including the Association of Directors of Social Services and the Association of Chief Police Officers).

This inclusive approach to the NPA development was also pursued through the implementation of the plan. The use of a diverse Steering Group to monitor the progress of a National Plan of Action has proven to be considerably effective and provides a multifaceted avenue for combating the sexual exploitation of children.

Accordingly, whether or not participation should be inclusive is no longer debated. It is now clear that cooperative participation of key actors from each level is essential to the development of an effective NPA and its subsequent implementation. Questions for which the answer is less clear now point at:

a) **Who should participate and Why their participation is required**;
b) **What kind of participation could have an influence**, and;
c) **How participation should operate**.

### A. Who should participate and Why their participation is required

The key to developing a successful National Plan of Action (NPA) against CSEC is the regular participation of a range of stakeholders who are able to offer their sustained input. An NPA can only be as comprehensive as the inputs given to it by those involved in its development. Diversity in character and experience of the committed group inherently promotes the inclusion of a breadth and range of knowledge into the analysis of CSEC, which is instrumental to ensuring the issue is adequately and properly assessed, and appropriate corresponding programmes are developed. Wide participation and support through various stakeholders will also help strengthen the plan and can be helpful in situations where people do not feel it is a problem or where the population denies its existence.

**Stakeholders may come from any category of groups**

The World Congress III against Sexual Exploitation of Children and Adolescents reaffirmed the need for involvement of a broad range of stakeholders in order to comprehensively and efficiently address CSEC, including but not limited to:
- **Government Authorities and Ministries, Parliamentarians**
- **NGOs and IGOs**
- **Civil Society - voluntary and non-profit sectors, community groups and leaders, including religious leaders**
- **Police, Judges, Judicial Officers and the legal community**
- **Human Rights Institutions, Ombuspersons**
- **Private Sector, employers and workers’ organizations, including from the tourism, travel, transport sector, agriculture and financial services, communication, media, Internet services, advertising and entertainment sectors, and any other sectors which can proactively engage in efforts to combat CSEC by using their know-how, human and financial resources, networks, structures and leveraging power**
- **Schools and Universities, including researchers and academics**

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At times, a country may face difficulty when attempting to rally support from various stakeholders. For example, in the effort to combat online materials portraying child sexual abuse/child pornography, policy-makers in certain countries are requiring the cooperation of Internet Service Providers (ISPs) as well as financial institutions in order to track those purchasing such materials featuring sexual exploitation of children over the Internet. This type of initiative is often faced with resistance due to economic and social concerns regarding the right to individual privacy. This type of setback can be counteracted by increasing public awareness about the prevalence of harm associated with commercial sexual exploitation of children in order to facilitate a larger understanding of the need to take proactive measures to eradicate this crime and severe form of child abuse.

**Role of Government**

Strong **Government participation and political leadership** is instrumental as a basis for creating an effective and powerful NPA that is capable of delivering on promises and goals. Government commitment at the local, national and international levels demonstrates dedication to combat CSEC, strengthens NPA credibility and can serve as an invaluable source of resources (including monetary, personnel expertise, knowledge, experience, and training etc.) Because of the central responsibility of government to ensure the plan is fulfilled, their central participation in its development is critical.

The strength of a government’s commitment is reflected through the degree of involvement of ministries and authorities in the NPA participatory network, from within every level of government. The ministries and departments most likely to be part of the process will vary as government structures differ between countries, but will generally include those working in the areas of human rights and welfare (especially where specific to children and/or women), social services and welfare, health, education, labour, justice, criminal intelligence, public safety and prosecution, citizens and immigration, tourism, customs, international development and foreign affairs.

It is important that various levels of government get involved in this process (municipal, regional, and national) to ensure that each standpoint on the issue and the associated solutions are accounted for in the NPA development and support for its implementation is available in all the necessary aspects. Incorporating each level of government also provides stability for projects and programmes, which prevents them from becoming sidelined with a change in any single level of government. The lack of congruence between federal vs. state legislation for instance can impair efforts to combat commercial sexual exploitation of children even in countries that have well developed or advanced NPAs. For example, Australia is divided into states and territories and despite having a NPA against CSEC developed through a participatory and consultative process that
included federal, state and territory Government representatives, as well as key civil society partners, as the responsibility for child protection is largely dependant upon the state and territory governments, each having its own legislation, policies and practices, the definition of a child in terms of an age distinction can vary significantly between states and territories leaving some children between the ages of 16-18 without appropriate protection from CSEC.11 This inconsistency demonstrates the need for national governments to rally grassroots support for the implementation of a comprehensive NPA.

Moreover, it is important that relevant authorities and departments at all levels of government unanimously support the NPA through a clear understanding of their respective roles and responsibilities for its implementation. In the case of Australia, the Federal Department of Family and Community Services (FaCSIA), which facilitated the development process of the Plan has maintained its role as a consultative function in monitoring the obligation of the nation to children and young people rather than necessarily taking a leading role to ensure the effective collaboration and implementation of the Plan. Consequently, little concrete action has been undertaken to implement the NPA at the federal and regional levels, and the Plan has rather served as a lobbying and advocacy tool for civil society groups working on CSEC.12

Government support can further be used as a basis for raising awareness of the issues. Where this support was secured for the Agenda for Action and the CRC, for example, credible weight was attached to commercial sexual exploitation of children as being an unacceptable violation of child rights and the criminal aspect of this violation against children was acknowledged. Such documents have been helpful for public policy reform efforts and funding, especially in North and Central American countries.

**Role of Civil Society and the Private Sector:**

In addition to government involvement, it is also particularly important to secure the commitment of the civil society and the private sector to combat commercial sexual exploitation of children. It is important to note that there is not always a clear cut distinction between government, civil society and the private sector; in different countries, each is responsible for varying sectors, and actors within each sector often overlap. For example, education programmes can be implemented by any of the above and may involve actors from all three. This overlapping provides additional grounds as to the importance of involving all such actors. Furthermore, each sector often has its own strengths and weaknesses; where one presents a shortcoming, another can often step in.

NGOs, voluntary agencies and the private sector can all provide the specific skills, knowledge and expertise required to develop adequate measures which ensure the

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protection of children. Whether acting from the regional, national or international level, these organizations often have invaluable human resources, willpower and enthusiasm to dedicate to social issues such as child protection. This additional support can serve to ensure that actions dictated in the National Plans of Action are not dependent on any particular party in power, and thus will extend beyond the regime of the current government. Where voluntary organizations are plagued by a lack of financial resources and/or training, collaboration with the governments can secure assistance. By working together, government, civil society and private sector can increase the effectiveness of the plans developed to address the commercial sexual exploitation of children.

The private sector meanwhile has a great deal to offer to this partnership in both monetary and intangible resources, such conducting awareness raising for their staff and the community. Partnership with certain industries may be indispensable merely due to the value of their cooperation, while others may offer more substantial contributions requiring a fee, technical support, or through the workings of their corporate social responsibility initiatives.

**Partnership to combat child pornography: The Financial Coalition Against Child Pornography**

The Financial Coalition Against Child Pornography was formed in 2006 to address the alarming growth of commercial child pornography over the Internet. Its members include some of the world’s most prominent financial institutions and Internet industry leaders as well as the National Center for Missing & Exploited Children (NCMEC) and its sister organization, the International Centre for Missing & Exploited Children (ICMEC). One of the Coalition’s charters is to prevent child pornography merchants from entering the payments system. NCMEC is working as the Clearinghouse for reporting and acting on the child abuse images.


Coalition members aim to be vigilant and look proactively for and report child pornography to the Clearinghouse. The Coalition plans to ensure that information derived from proactive efforts is reviewed by the Clearinghouse, that information is shared with Coalition companies, and that a tracking and feedback system is developed to ensure that broad based action is taken to eradicate illegal practices.

In addition, FCACP members have been focusing on leveraging their collective expertise and developing best practices to deter the online exploitation of children. For example, in 2007, the FCACP published its first best practices document addressing the methods used by the financial industry to research, verify, and monitor merchants who want to join the payments system in order
Promoting and supporting child and youth participation in the national plan of action development process is not only a child right, but also a key factor to ensuring their protection, and is gradually being realized as a guiding principle. Ultimately it will be the lives of children that are impacted by the final national plan of action, therefore obtaining their input is critical to defining effective strategies, projects and activities. Their contribution will ensure the plans are relevant to the needs and interests of children.

As the plan will affect children from various sectors of society it is essential that the consultation processes involve children from all different backgrounds, such as victims/survivors, at-risk youths, street children, children in institutions, youth advocates, youth ambassadors, etc. These children and youths should be involved from the outset of the national plan of action development process and mechanisms should be put in place to support their involvement and meaningful participation.

Actively promoting the involvement of children in planning program activities further contributes to the realization of their rights and enhances their leadership skills and self-esteem, as well as their sense of self-worth, assertiveness and confidence. For child victims of CSEC, participation in such groups can be particularly beneficial as it allows them to focus on progressively long-term goals and solutions to the problems they have faced, as well as to seek indirect restoration of their rights through preventing their peers from undergoing similar exploitation. Experiences of children and young people contributing to the development of National Plans of Action, with support from their governments and NGOs can be found in various regions: in Asia such as Bangladesh, Cambodia, India, Pakistan and Nepal; in Europe Albania, Georgia, Moldova, Tajikistan.

**Good practice in giving a voice to children in policy making**

A ‘National Children’s Forum on Promoting Action against Child Trafficking in Cambodia’ was organised in 2004 by various local NGOs to provide an opportunity for vulnerable children, child advocates and former child trafficking victims to participate in the development of related policies and programmes. Their recommendations were considered in the National Plan of Action against Trafficking and Commercial Sexual Exploitation of Children 2005-2009, they included strengthening law enforcement to protect children, establishing child protection networks as well as...

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Role of Local Stakeholders:

Lastly, it is crucial to involve local actors in order to support the community-based protection of children. Community-based stakeholders bring together local authorities, police, educators, social workers, parents, and health workers to assess child protection needs at the community level and to develop a strategic response to strengthen formal and informal protection networks. Such community-based approaches contribute to empowering key stakeholders in the community to assume protection for their children, supporting those who are in the ideal position to identify their own problems, their root causes and viable solutions. By facilitating the development of local responses to local needs it promotes sustainability of the solutions, ensures their relevance to the local context, fosters a sense of local ownership of a national plan of action and its processes, and builds on the resilience of the community members, including children themselves.

Colombia – Building a National Plan of Action from the Local to the National Level

Colombia’s second NPA, Plan de acción nacional para la prevención y la erradicación de la explotación sexual comercial de los niños, niñas y adolescentes, was finalized in 2005. Supervised by the Comité Técnico Nacional (formed of expert council from ministries and NGOs), the consultative meetings brought together governmental organizations, NGOs, civil society actors from the local (involving 15 municipalities) and national level, as well as children and youth groups from Bogota, Cartagena and Barranquilla, in order to assess and revise the implemented strategies of the first plan. Based on the principals and objectives of the second NPA, local plans were then developed and tailored to ensure of their successful implementation as well as to ensure a great understanding of programmes and policies between the various areas of the country.16

B. What kind of participation could have an influence: Collaboration and Cooperation

In order to counteract commercial sexual exploitation of children, collaboration and cooperation among key actors is essential.

The participation that is envisioned as necessary to address the existence of CSEC in a country is a permanent cooperation that is guided by a united objective and fosters respect for the particularities of each participating group. As a collaborative team, those combating the commercial sexual exploitation of children must work together to analyze problems, highlight priorities and come to agreement about what actions need to be taken at any given time.

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Multi-stakeholder partnership to develop the National Action Plan in Ethiopia

Ethiopia’s National Action Plan on Sexual Abuse and Exploitation of Children (2006 - 2010) was prepared by the National Committee on Sexual Abuse and Exploitation of Children, formed in 1997. The national committees involved in the development of the NPA include the Ministries of Labour and Social Affairs; Education; Foreign Affairs; Information; and Justice, as well as the NGO FSCE, the Ethiopian Women Lawyers Association, Child Aid Ethiopia (CHADET), the African Network for the Prevention and Protection against Child Abuse and Neglect (ANNPCAN), Hope for Children, Save the Children Norway, Save the Children Sweden and Save the Children Denmark. The Plan provides for the activities to be carried out, the partners responsible for each activity and possible indicators of success as well as the establishment of the NPA Focal Point based within the Ministry of Women Affairs, Mothers and Children Department. Monitoring of interventions is undertaken by different parties. However, better coordination between governmental organisations, NGOs, and community-based organisations (CBOs) still needs to be fostered and the engagement of community-based organizations has proven to be crucial in this regard, as they have traditionally played an important role in mobilising and supporting communities in Ethiopia.17

NPA development entails key representatives from local, regional, national and/or international organizations, as discussed above, voluntarily bonding together for a common mission to uphold the right of the child to live free from all forms of sexual exploitation. The group, which will include representatives from ministries and governmental authorities, from the civil society and the private sector and from groups of children and youth, would work in partnership towards the common objective of developing an NPA and eradicating commercial sexual exploitation of children, while respecting the diversity of its membership for the depth of experience, knowledge and ensuing legitimacy this brings to a national plan of action.

The challenges encountered by countries with the elaboration and implementation of a national plan of action for the protection of children can be very different according to their specific situations. Involving various stakeholders through an extensive participatory process will strengthen a national plan of action and increase support for actions that are to be undertaken. The stronger and more united the support base for the NPA, the more ownership partners will feel over the plan and the easier it will be to tackle difficulties encountered throughout its implementation.

During the first years following the Stockholm Agenda for Action, some countries viewed the main task of addressing commercial sexual exploitation of children as laying down to government responsibility. Addressing issues related to CSEC was mostly considered to be a government matter, and very few actions were undertaken by private organizations or actors from civil society. Where NGOs were active in trying to elaborate strategies against CSEC, their activities often took place in isolation, suffering from a lack of coordination and cooperation with other actors.

The lack of existing collaboration between stakeholders proved to be an obstacle to the development of adequate measures and strategies in countries such as those of Central and East Africa. For example, in Kenya, following the enactment of the *Children’s Act* of 2003, the Kenyan government established the National Council for Children’s Services (NCCS). The NCCS is an inter-ministerial body which also comprises representatives from local governance, the Attorney General’s office, the police, civil society/faith-based organizations and the private sector. Lacking human and financial resources, as well as expertise to develop a database on issues related to child protection and a nationwide referral system, it operates at national and district level only, as funds have not been made available for the establishment of divisional and village councils, which would allow for easier access to children.18 Despite the acknowledgment of the existence of CSEC in Africa, due to various other competing challenges, child rights in general but this specific right related to child protection has not always been seen as a political priority by some African governments. Economic downturn, political instability and various conflicts in the African region have constituted major obstacles which have prevented some governments from taking appropriate action against commercial sexual exploitation of children.

Various concerns around inaction on the realization of child rights call for the need of an extended participatory network against CSEC. While some governments are prompt to adopt documents and commit to policies, there is a danger that these commitments might remain “another diplomatic promise” and not adequately turned into concrete positive outcomes for children. NPAs must be actively implemented; only the degree to which this is done will indicate the efficiency of the national protection provided to children. The participation of grass-roots NGOs and agencies can be instrumental in influencing governments to take concrete actions as they are often well informed on the issues and in more direct contact with the victims and the problems faced to be able to distil knowledge and experiences to inform programming.

Of specific note is the increasing recognition of the inevitable necessity to involve community and local level stakeholders in the NPA development process. In early years, it was more common to see national authorities discussing, drafting and setting policies and programs against commercial sexual exploitation of children mainly amongst themselves. While actors from other sectors were invited to input, this process was not always a meaningful participatory process. Consequently, measures elaborated against commercial sexual exploitation of children were often not as adequate as they should and could have been, and their implementation remained weak.

By confronting commercial sexual exploitation of children through collaboration, agencies and key individuals can more effectively point out the issues relating to CSEC that require particular attention, detect where information gaps exist, and locate available technical input and financial resources. A multi-stakeholder collaboration also promotes the idea that everyone has a vested interest and responsibility in combating commercial sexual exploitation of children.

exploitation of children, which will improve effective opportunities for collaboration in the implementation of programmes and policies at each of the local, regional and national level.

Considering that CSEC is a multi-faceted and multi-dimensional problem with numerous intertwined factors that can facilitate the commercial sexual exploitation of a child, the involvement of a wide range of stakeholders will increase opportunities to address these comprehensively. Efficient participation of the various stakeholders through a well coordinated process, will benefit all and in particular the protection of children.

C. How they should participate

The Participatory Process: Network and the Steering Committee

Those involved in the NPA development form an intricate network. United by their common goals, each serves a unique purpose in what they are able to contribute to the process. Each key actor identified in previous sections represents a different part of society and accordingly provides unique perspective and input to the network, pursuant to their distinct knowledge, experience and understanding of the issues. Each stakeholder brings an “added value” to the network; that is the added, desirable effects of their participation.

Each group must discuss and determine, in collaboration with the network, the degree and appropriateness of their participation. Based on their experience and knowledge, what could be their role toward the protection of children; how could their expertise and knowledge contribute to the group? Within the larger network, stakeholders may intricately involve themselves in a number of ways: they may become part of the central NPA development Steering committee, they may take up a consultative role to this group, and/or they may involve themselves in the implementation of the programs and policies of the Plan.

As indicated above, Government has a central role to play in the NPA development process. The NPA introduces measures and actions that a government commits to undertaking. The plan ultimately indicates how the government, through the participation of various ministries, will honour promises made at the Stockholm Congress and designate responsibilities for such. This includes indicating how government plans to:

- Adapt the Stockholm Agenda for Action goals to the specific reality and needs of the particular country
- Develop specific target goals against which achievements can be measured and progress towards this achievement can be assessed
- Take practical steps to achieve goals and targets, such as incorporating these goals into other related policies, plans and programmes
- Locate the money and resources to achieve these goals
- Work and consult with all stakeholders, including children and NGOs
**Participation within the Steering Committee**

In order to provide focus and create responsibility for the national plan of action and its elaboration, a central *Steering Committee* for the NPA should be formed within the network. The group may operate under any number of names, but its essential function will remain the same. Its members should be accountable for the elaboration through the implementation and monitoring of the national plan of action.

The group structure, power and responsibility pertaining to the NPA’s development can vary significantly per the members involved and the overall role adopted by government in the process. The organizations and stakeholders involved in the network against CSEC are encouraged to assign representative(s) for their groups in order to facilitate effective communication between their organization and its members and the Steering committee. Committee members ought to be knowledgeable about CSEC and able to act as an effective representative of their respective groups. As the link between their group and the Steering committee, they ought to be willing to invest and participate in the process beyond the anticipated planning period. Irrespective of the specific members involved, it is important that all the key players needed to implement effective actions against commercial sexual exploitation of children participate in the Steering Committee, otherwise any approach to fighting CSEC will be fragmented and ineffective.

In every phases of the NPA’s development, there must be a constant exchange of information between the groups or organizations, their representative(s) and the Steering Committee. Forums, seminars, roundtable discussions, information exchanges and workshops should be held in order to conduct this exchange process and ensure that the network is effectively and efficiently functioning as a unit. Regular participation of the members of the Steering Committee in these sessions is therefore essential.

The meetings held for the NPA’s elaboration need to address several themes and issues, including:

- Defining the specialized contributions of each participating member;
- Establishing the role and task expected from each member pertaining to NPA implementation;
- Identification of the main gaps that have existed in assessing the issue of commercial sexual exploitation of children (such as a current lack of analysis and understanding on a particular situation related to CSEC); and
- Determining the measures that will be adopted to assess CSEC in the particular country, for which the contribution of every participant will be useful.

From the time of their first engagement as a group, the committee members will have to establish the functions, responsibilities and tasks of each representative. These could be established according to the *added-value* of the members, which is each of their respective expertise and field experience within a specific aspect of CSEC. For instance, the main task of a representative from the private sector in a Steering Committee could be to input on issues and initiatives from their respective industry. Someone from the tourism...
industry might helpfully provide numbers and statistics on the origins and destinations of travelers within a country in an effort to combat the sexual exploitation of children in tourism and the trafficking of children to tourism destinations. They might also present the laws and conventions which govern their industry and note where they have observed existing gaps and inadequacies to guarantee the protection of children. Meanwhile, a representative from the voluntary sector (for example, the leader of a youth group) would be able to input on the experiences of children.

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**Reviewing the National Plan through Participatory Process – The example of Sweden**

The government of Sweden reviewed its first National Plan of Action through a participatory process. In formulating the plan, an informal working group (Steering Committee) was established under the direction of the Ministry of Health and Social Affairs, consisting of representatives from relevant government ministries, public authorities, IGOs and NGOs. Tasks and responsibilities of several actors were established to report on the commercial sexual exploitation of children within the country, according to each actor’s field of competence. Participation at the national level was organized as follows:

**Policy on Children** - The National Board of Health and Welfare has produced fifteen expert reports to illustrate different aspects of the problem of sexual abuse of children. The general report *Sexual Abuse of Children – A Review of Information* was published in 2000.

**Legislative Work** - In June 1998 the Government appointed a parliamentary committee (1998 Committee on Sexual Offences) and instructed it to carry out a thorough review of the provisions on sex offences. In March 2001, the committee presented its final report, *Sex Offences – Enhanced Protection of Sexual Integrity and Related Matters*, which provided proposals to the Ministry of Justice to improve the legislative measures toward child protection against CSEC.

**The Committee of Inquiry on Child Abuse** - The parliamentary committee of inquiry on child abuse presented its final report in 2001, *Child Abuse – Prevention and Protection*. The committee’s terms of reference were broad; to investigate child abuse and related matters. A prime task was to define the concept of child abuse. The committee also made an analysis of the need of law amendments and skills or methods development within various agencies in order to raise the standard of work with children subjected to different forms of abuse.

On its interim report *Child Abuse – Case Handling Times and Working Methods of the Police and Prosecutors* the committee proposed several measures to strengthen the perspective of the child and to improve processing of child abuse cases. These proposals were addressed to the National Police Board, the Office of the Prosecutor-General and the Ministry of Justice. In addition, the National Police Board recorded incidences of police work with children who were directly or indirectly subjected to offences. Ten police authorities were examined to find out how police procedures related to children were performed and the experiences and proposals from this examination were presented in a detailed report.

**National Criminal Investigation Department Special Group** - From the elaboration of the first NPA, a special group at the National Criminal Investigation Department was engaged in the fight against sexual exploitation of children, including child pornography offences. On a continuous basis since then, the special unit collects pornographic pictures of children and organizes them in a digital reference library. This library has proved very effective in the fight against child pornography offences. The Swedish police receive multiple international requests for assistance linked with existence of this database.

**National Police Board as National Rapporteur** - The National Police Board is the Swedish government’s national rapporteur on matters concerning trafficking in women. In this capacity the
The designation of roles should be done keeping in mind the continuance of each member’s involvement in the upcoming phases of the national plan of action. Every participant should have the ability to commit to carrying out their responsibilities and their respective duties. Technical support, expertise and financial commitment should also be considered in the initial design of measures and strategies. As the implementation of the NPA will not be possible without adequate funding, it is important that resource allocation be one of the priority issues on the committee’s meeting agendas.

One of the key elements orienting participation within the steering group is ensuring the elaboration of an effective internal organizational structure. The internal organization should systematize measures for cooperation and communication. It should also provide methods for dealing with disagreements and conflicts, should they arise. The steering group should adopt and establish cooperative and democratic methods for decision making. In cases of dissensions, a mechanism of deliberation based on the use of analysis and discussions should be established. Such methods will avoid potential blocks arising with the implementation of strategies against commercial sexual exploitation of children due to disparities within the steering group.

Effective collaboration of the group requires that these same methods are applied in later phases of the NPA process. The consequence of the absence of such strategies impairs the function of the NPA and can result in short-lived work.

**D. Child and Youth Participation: The Responsibility of Working Together**

It is crucial to involve children and youth as key actors in the participatory process. Due to the fact that national plans of action are being developed to realize children’s rights and to make their lives better, it is vital that children and youth themselves are able to contribute its design and development.

Involving children in identifying needs and formulating responses can help ensure that strategies and interventions are relevant. It can also lead to identification of resources which are practical and available to children at the community level, thereby increasing the likelihood of sustainability.

Involving children in the steering group can be carried out through:
- Participatory methods;

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The Pakistan Experience: Involving Children and Youth

In May 2006, the Pakistan government merged the National Policy and Plan of Action against Child Abuse and Exploitation with the Plan of Action on Children after consultations with different stakeholders, including children, to create one comprehensive national plan. The National Plan of Action against Child Abuse and Exploitation was originally developed in 2001, and revised in 2004-2005 through a collaborative effort between children and youths, the NCCWD, UNICEF, Save the Children Sweden, the Working Group against Child Sexual Abuse and Exploitation. Child and Youth participation was conducted by holding a number of consultations with children, including child survivors of commercial sexual exploitation, at-risk children and children with disabilities. During a two-day national consultation process held in January 2005, a ‘child-friendly’ version of the NPA was prepared and distributed to all children participating in the event for their evaluation and feedback, which was then incorporated into the NPA process.20

However, child and youth participation in itself is not enough. Merely increasing the number of children in the NPA consultation processes or enhancing their visibility is not sufficient. It must be ensured that their participation is authentic and meaningful. The Steering Committee can provide opportunity for this through its provision of three different kinds of support:

✧ **Access to information**

To ensure adequate participation of children alongside adults within these adult-determined processes, it is vital that young participants have all the necessary information and background context for the session. This information includes: educating and raising child and youth understanding of their rights, informing them of expectations from their participation and responsibilities, and updating them on what will happen next and what progress is being made. Without this information children and youth are disadvantaged from the start, prejudicing their ability to engage meaningfully in this important process of which they are the main focus.

✧ **Preparing children to be effective representatives**

Children and youth invited to the consultation processes will act as representatives in the name of children from all around the country. It will be necessary to build the capacity of children and youth as representatives, to ensure they are able to participate meaningfully in articulating solutions to problems affecting them and their wider communities. The children and youth who will partake in the consultative processes should have the

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opportunity to share information and approaches with other groups of children at the local level who are not participating in the process. A constant exchange of information and discussion will ensure that the point of view they are presenting reflects the reality of children around the country, in particular the most at-risk and vulnerable to CSEC or the survivors of sexual exploitation.

**Skills training, such as facilitation, advocacy and negotiation**

It should be kept in mind that participation can imply substantial risks for children if their inputs are misinterpreted or are not taken seriously, as they may suffer a loss of trust and self-confidence. For instance this might happen where adults who work with them pass judgment on their actions, neglect to respect their privacy and the confidentiality of their comments, or act in a condescending manner. For children who have experienced abuse or exploitation, another abuse and infringement of their rights contributes to re-victimizing them.

In order to minimize such risks and to ensure that the rights of participating children are upheld, it is crucial for the NPA consultative team to discuss and adopt a set of protocols and ethical guidelines concerning how to undertake their activities with children. Such principles should always be developed with the best interest of the children in mind. There are at least five main issues which must be discussed before undertaking a participatory activity involving children:

1. **Conduct**: A set of basic “rules” should be established concerning the interaction between adults and children;
2. **Informed consent and explanation of rights**: All children involved in the participatory process must be informed of the project aims, methods, topics and their rights before they can give their consent to participate. These points should be carefully explained or made available in written format using child-friendly language;
3. **Ready support**: Adults who are conducting participatory projects should have experience in working with children and knowledge of child-centered approaches. In the event that a child is visibly distressed, this interactive adult may need to ask for support or advice from professional resources. A ready support of social workers and counselors should be available on an on-call basis;
4. **Realistic expectations**: Leaders of activities should be open and honest with child participants regarding how they can actually assist them and how their outcomes can realistically be beneficial in terms of helping children in the future. Members of the network team must avoid making promises of personal assistance and direct such support to professional social service providers through an appropriate referral system that should be established; and
5. **Confidentiality and privacy**: All children participants must be informed of their right to confidentiality. Network members should not violate the children’s privacy by pushing them to answer questions when it is apparent that they would prefer not to do so, and should ask for permission to use or publish any of their personal stories, pictures or essays.
The German National Plan of Action for a ‘Germany fit for Children -2005-2010’ acknowledges that children and youth should have the opportunity to participate in discussions about commercial sexual exploitation of children at the political level in order to ensure that their needs are better taken into account. A more open approach is needed, and together civil society and government have to rethink how to adopt a political process that is open and accessible to children and youth. The German NPA states that any participation in the public domain requires a legal framework. Concerning children and youth, this is laid down in the UN Convention of the Rights of Children, the Child and Youth Welfare Act (SBG VIII), and the Länder’s regulations on participation in day nurseries and schools. In some Länder (states), the participation of children and youth has been enshrined in the municipal ordinances and such regulations also exist at the federal level. For example, municipal development planning has to provide for the consideration of young people’s social and cultural needs.

II. Situational Analysis: Gathering and Organizing Information on CSEC

It is essential that those involved with planning and coordinating action to combat sexual abuses against children at the national level have access to information and data that provides them with a deep understanding of this complex problem. Therefore, the first major initiative of the Steering Committee in developing the NPA should be to conduct an investigation and analysis into the prevalence and nature of commercial sexual exploitation of children in the country. This situational analysis can be referred to as the NPA “point of entry”. It provides a reference with which to evaluate actions, measure resulting changes, provides an understanding of the issues that need to be addressed, as well as the areas where intervention is necessary.

A. Objectives of the Situational Analysis

The analysis has three objectives:

- To establish a qualitative and quantitative knowledge base of the issue of commercial sexual exploitation of children in the country, which is accurate, easily accessible and capable of being updated periodically;
- To raise awareness of the issue at a national level by presenting tangible needs to be addressed;
- To provide findings to the Steering Committee in order to identify concrete changes that are needed, establish objectives based on the information collected and establish the foundation for future action by all stakeholders.

* Preparatory Stage

A well-conducted analysis of the commercial sexual exploitation of children (CSEC) within the country will provide the foundation and inform the elaboration of efficient protection measures for children. To adequately illustrate the situation around CSEC in the country and to ensure all the pertinent factors are taken into account, the Steering Committee should designate a research team with whom it can collaborate. A working plan for this team should be developed, which provides key research objectives and questions, and identifies target groups to be interviewed. During this process other stakeholders against CSEC should be consulted and relevant secondary sources should be gathered. The following is a list of suggested steps that are valuable for conducting such research. Depending on the context, the capacity of the research team and the time and resources available, these steps may be expanded or curtailed accordingly.

* Identify a Research Team

The Steering Committee should establish a research partnership to aid in researching and collecting relevant primary information on the commercial sexual exploitation of children in the country. The Steering Committee should draft terms of reference and a “work plan” for this collaboration. The “work plan” ought to guide the situational analysis research on
CSEC, by identifying key questions and target groups, and child-friendly research methods (See Sub-section (c) of this Section).

Individuals with social research experience, preferably in conducting research with children on sensitive issues, should be identified through the Steering Committee. It is preferable to select researchers who are familiar with the areas of the country in which the study will be conducted, as they can then draw on their own experience and utilize personal and professional contacts. Social workers and NGO staff who regularly work directly with child victims of sexual abuse or exploitation are also desirable partners. Such persons will be familiar with the subject area and can readily gather primary data from children they know, although only through appropriate procedures and after these children have given their consent to do so.

**Consult with Stakeholders**

A consultation including every member of the Steering Committee should take place in order to inform stakeholders of the research to take place and involve them in identifying the research objectives and in the data collection process. Since situational analysis research on commercial sexual exploitation of children is action-oriented, the stakeholders should discuss the types of information they need in order to more effectively combat the problem.

**Develop Key Research Objectives and Questions**

The research team and Steering Committee must formulate the objectives of the research to be conducted and corresponding questions that the study will aim to answer. These objectives and questions will largely focus on where gaps in knowledge currently exist. Based on the action-oriented situational analysis research on CSEC that has been conducted around the world by ECPAT International, several general key research questions that can be used as a starting point are:

- What is the profile of children who are victims of commercial sexual exploitation?
- What factors render them particularly at risk?
- What are the social and cultural contexts in which such exploitation is taking place?
- How are these children exploited?
- Who exploits these children?
- What key players are involved in combating CSEC?
- What actions have been taken to date?
- What legal protection for children from CSEC has been put in place? What legal gaps remain?

**Secondary Source Research**

Gathering secondary data is an essential step of the research process. By examining existing records, reports and literature on the subject, the research team can acquire important background information, focus on the gaps in information collection and avoid...
duplication of previous studies. This desk research includes identifying studies that may exist on the issue, conducting legal reviews on existing laws and policies, reviewing reports or surveys on issues relating to the commercial sexual exploitation of children (CSEC), examining police and court records, as well as newspaper clippings that document cases of child sexual abuse or CSEC.

B. Focusing the Research

In order to fulfill the identified objectives of the research, what do we need to know? Commercial sexual exploitation of children (CSEC) is a wide-ranging subject. As previously mentioned, the analysis should seek to establish qualitative and quantitative information in a number of key components. To address a complete CSEC situational analysis of a country, studies should include information about: the victims of commercial sexual exploitation of children; the profiles and characteristics of individual exploiters and their networks; and the institutional and the legal framework. They should also examine incident rates; push and pull factors of involvement in commercial sexual exploitation of children; the economic and social circumstances of the country; whether the prevalence of CSEC differs regionally or communally in the country; whether certain areas are more affected by a particular manifestation of commercial sexual exploitation of children; and whether certain children in parts of the country are more at risk of becoming a victim.

Furthermore, studies should not only concentrate on CSEC data, but should also address wider thematic areas. Actions to combat CSEC will not only seek to reduce its incidents, but will also look at improving the living conditions of many children in difficult situations. A child’s living conditions should be taken into account as having a meaningful impact on his exposure to exploitation and abuse, and therefore actions to combat commercial sexual exploitation of children will require the implementation of complementary actions to reduce the incidence of poverty. Examples of such include: to improve the living situations of children in the streets; to adequately address education and literacy issues including gender-based discrimination in this regard; and to provide vocational training and educational avenues for children at risk. Essentially, it requires working towards the development of a healthier society and increasing prospects and opportunities for youth and children.

Facilitating Factors

The following are examples of factors that make children vulnerable indicating that these issues may need to be addressed in order to combat commercial sexual exploitation of children (CSEC) effectively. Though it is not an exhaustive list, these examples aim to promote understanding of how such matters are related to the abuse and sexual exploitation of children.

- **Social Acceptance:** The social constructs that directly or indirectly facilitate and/or encourage CSEC include concepts of childhood, child sexuality, child development, private and public space as they relate to sexual conduct, male/female power and sexual roles and
morality in regards to sexuality. Such elements are commonly understood as ‘natural’ and often remain unquestioned and unchallenged, particularly as they relate to children. Many of these elements may be generalized at a global level, while others represent distinct local dynamics.

- **Harmful Traditions and Customs:** A number of traditions and customs make children vulnerable to sexual exploitation. In some countries, sexual exploitation of children is thinly disguised as religious practice. For example, in Ghana, very young girls (under 10 years of age) are given to the local fetish shrine to atone for offences allegedly committed by a member of the girl’s family. In this traditional practice known as Trokosi, a girl becomes property of the fetish priest and must provide sexual services as well as perform other labours for him. Other examples are formal structures such as the caste system, which can be found in South Asia, or informal pressures such as social stigmatization, which can result in the daughters of prostitutes being forced into prostitution themselves.

- **Discrimination/Ethnicity:** Ethnic minorities are often vulnerable to exploitive forces that take advantage of their lack of official status or low regard. For example, many hilltribe children in Northern Thailand are denied Thai citizenship which limits their access to education, fair employment, standard benefits and protection of the government. This puts them at risk of trafficking or being forced into sexual exploitation.

- **Irresponsible Sexual Behaviour and Myths:** Many men value the experience of taking a girl’s virginity, whether through the social mechanism of marriage or otherwise, as evidence of their masculinity. Additionally, there are several popular misconceptions or myths surrounding sex with a virgin or with a child. In many countries in Asia and Africa, some men believe that having sex with young girls (who are presumably virgins or have had few partners) will either protect them from contracting HIV/AIDS and other related diseases, or even cure them. Others believe that sex with a virgin renews youthfulness, increases virility, and brings good health, longevity, luck and success in business.

- **Poverty:** While poverty may be a principal catalyst in many cases, it does not by itself adequately explain a child’s vulnerability. Many children from poor families escape sexual exploitation, while many children whose families are not impoverished fall prey to such violations. Poverty creates conditions which increase the vulnerability of a child to sexual exploitation and limits the opportunities for families to provide a safe environment for the child to grow and develop.

- **Domestic Abuse of Children and Neglect:** Sexual abuse, violence and neglect, often perpetuated by parents, family or members of the child’s community, leave children vulnerable to sexual exploitation as they do not have the protection of caring adults. If forced to leave home, children can become increasingly at-risk due to peer pressure, and absence of protective systems.

- **Emergency or Disaster Situations:** Disintegration of traditional routines, loss of social support structures and family breakdowns can occur during emergency situations. Unfortunately, unequal power relations can develop between those who give and those who receive in an emergency context, and children, already suffering and in need and without protection, may become the victims of criminals or of those who are meant to be providing relief and support efforts.

- **Conflict Situations:** As in emergency situations, the chaos of conflict, escape and displacement can separate children from their parents and care givers. Unaccompanied
children are especially vulnerable and at risk of sexual abuse or exploitation. There have also been reports of sexual exploitation and abuse involving UN peacekeepers in the Democratic Republic of Congo, who exchanged food or small sums of money for sexual services. Many of these contacts involved girls under the age of 18 and some of them as young as 13.24 Thousands of children are estimated to have been recruited into government armed forces, government militias or armed opposition groups. Girl soldiers are frequently subjected to rape and other forms of sexual violence as well as being involved in combat and other roles.25 For example, in Colombia, girls in the guerrilla forces face gender-related pressures, and although rape and sexual harassment are not tolerated, many male commanders force under-age girls into sexual liaisons.26

- **Living and Working in the Streets:** children living and working in the streets can be found in most cities around the world. Once on the streets and in unfamiliar circumstances without the care and protection of parents or other adults, children are particularly vulnerable and may be subjected to sexual exploitation and forced into prostitution in order to survive.27

- **HIV/AIDS:** The most recent global estimates from the World Health Organization and UNAIDS indicates that 2 million children under 15 years old are infected with HIV with 370,000 new infections in 2007.28 Having lost the benefit of protecting adults, they are vulnerable to sexual exploitation. Furthermore, children who are forced into prostitution are extremely vulnerable to contracting HIV/AIDS and other sexually transmitted diseases.

- **Consumerism:** In many developed countries, young people are being pushed into prostitution through increased consumerism pressures and perceived relative poverty. They may be manipulated through peer pressure or powerful advertising to exchange sexual services for money or other status products. An example of this is the Japanese phenomenon known as “enjo kosai” or “compensated dating”, in which adults purchase sex with children, typically via mobile telephone or Internet sites. There are many misconceptions surrounding this trend, and a tendency not to view these children as victims of exploitation has fuelled indifference about their right to protection, and created a propensity to punish and blame the children involved.29

- **Inadequate Laws and Corruption:** Many countries lack a comprehensive legal framework for deterring crimes, managing investigations, prosecuting perpetrators and protecting and assisting children during their recovery. In addition, corruption among police and other law enforcement officials can be a major obstacle in combating commercial sexual exploitation of children. As with most illegal activities, it is difficult to determine the overall extent of corruption. It has been known that traffickers and brothels’ owners bribe border officials and police officers for their silence.

- **Information and Communication Technologies (ICTs):** Children and young people who use ICTs may be at risk of various types of violence and sexual exploitation including: the


Where they are exhaustive and well conducted, studies will provide essential information in order to accurately illustrate the CSEC situation in a country and to illuminate the proper measures that need to be taken.

<table>
<thead>
<tr>
<th>Thematic Areas</th>
<th>Variables</th>
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| **Country and local context**         | - History: key historical events that have affected class and gender dimensions  
- Traditional practices which might condone sex with children or render them vulnerable to sexual abuse (such as arrangements for child marriage)  
- Livelihoods and income inequalities  
- Gender relations: dynamics between males and females throughout a society  
- Generational and familial relations  
- Ethnic and class relations  
- Geography: geographic location of a community and/or the country |
| **Forms and patterns manifestation**  | - General forms of CSEC include child prostitution, child pornography, child trafficking for sexual purposes; evolution and development of these manifestations  
- Profiles of the child victims of CSEC/characteristics of exploiters  
- Environment: patterns of the specific contexts in which CSEC takes place  
- Process: closely link to the environment; how does it take place? |
| **Underlying causes and risk factors** | - Causes: imply social, economical and political constructs. These causes are typically structural and deeply embedded as a societal or cultural norm. Examples of underlying causes include: Structural poverty, high relative income inequality, gender inequality, class and/or ethnic discrimination, irresponsible adult sexual behaviour, history of harmful traditions of customs, lack of legal protection, etc.  
- Risk factors: individualized situations, characteristics or experiences that increase the vulnerability of children to CSEC, such as: Lack of education and work opportunities, experience of physical and/or emotional abuse, exposure to pornography, living with HIV/AIDS, living on streets, lack of citizenship, subject of “bullying” in schools or institutions, lack of self-esteem, sensitivity to peer pressure and/or consumerism, lack of awareness on child rights and self-protection, etc. |
| **Institutional framework**           | - Identification of organizations and agencies which are working in the field and their remits  
- Profiles of public and private institutions and their nature, purposes, programs, projects and results |
| **Legal framework**                   | - Public policies  
- Legislation  
- Amendments and Law enforcement |
| **Existing activities against CSEC**  | - Given the wide variety of actions that can be taken to address CSEC, both direct and indirect, and at the national and grass-roots levels, it is beneficial to break down the types of actions according to the five keys areas inherent in the Stockholm Agenda for Action: Coordination and Cooperation, Protection, child and youth Participation, Prevention, Recovery and Reintegration |

**Key Forms of Commercial Sexual Exploitation of Children:**

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Research must be done regarding the primary, interrelated forms of CSEC within each country, such as the prostitution of children, child sexual abuse materials/child pornography, the trafficking of children for sexual purposes, and the sexual exploitation of children in tourism. Each country must have a solid understanding of what these manifestations of CSEC entail as well as the prevalence and whereabouts of their occurrence. The following are descriptions of each form of CSEC compiled by ECPAT International which can provide the foundation for national and international research.

**Prostitution of Children:** The prostitution of children occurs when someone benefits from a transaction in cash or in kind in which a child is made available for sexual purposes. Children exploited in prostitution may be controlled by an intermediary who manages or oversees the transaction, or by the client/exploiter who negotiates directly with the child. Children are also sexually exploited when they engage in sex in return for basic needs such as food, shelter or safety, or for favours such as higher grades at school or extra pocket money to purchase consumer goods. These acts may occur in many different locations such as brothels, bars, clubs, homes, hotels or on the street and the demand for sex with children comes from both local and foreign exploiters. It is not appropriate to refer to children in prostitution as ‘child prostitutes’ or ‘child sex workers’ as this would imply that children may make the choice to engage in prostitution.

**Child Pornography:** Child pornography (or also referred to as child sexual abuse materials) includes any representation, by whatever means, of a child engaged in real or simulated explicit sexual activities or any representation of the sexual parts of a child for sexual purposes. Child pornography includes photographs, visual and audio representations, and writing, and can be distributed through magazines, books, drawings, movies, videotapes, mobile phones and computer disks or files. Typically, child pornography would portray children engaged in sexual activity but would also use naked and seductive images of children for sexual arousal. The use of children in either way is sexual exploitation. Child pornography exploits children in many ways. Children may be tricked or coerced into engaging in sexual acts for the production of pornography or images may be recorded in the process of sexually exploiting a child without the child’s knowledge. These images are then distributed, sold or traded. Secondly, those who ‘consume’ and/or possess pornographic depictions of children continue to exploit the children victims in the images and the demand for such materials fuels its production. Thirdly, the producers of child abuse materials commonly use these images to coerce, intimidate or blackmail the children in the images and maintain them in sexual exploitation. Research regarding child abuse materials/child pornography must have an ongoing and technical focus on online images and depictions. New technologies and the growth of the Internet are creating more opportunities for child exploiters, facilitating the production through new digital devices and extending the reach of distribution networks. These technologies also facilitate contacts between networks of like-minded people interested in sexual relations with children, and between exploiters, traffickers and organized criminal networks. The capacities of online technology have complicated efforts to combat child sexual abuse materials/child pornography, particularly because digital graphic software has the ability to combine two or more images into one, or to distort pictures to create a completely new image, a process called morphing. Child pornography is also widely seen in ‘Manga’ (Japanese comics) and computer games, where child characters may be depicted in a pornographic context. This raises new questions and issues, such as the age of a ‘virtual child’ and whether there can be a crime without

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a real victim. Even though the causal link between the possession of child sexual abuse materials and the actual commission of sexual offences against a child is still controversial, such materials are often used to groom children into sexual activities and contribute to an increasing social tolerance towards sexual relationships with younger children and to legitimizing behaviors that victimize children.33

**Trafficking in Children:** The most widely used international definition is the one set by the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of 2003 (supplement to the UN Convention against Transnational Organised Crime 2000). The UN Trafficking Protocol defines child trafficking as: “The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation even if this process does not involve any use of threat, force or other forms of coercion or deception. A child is defined as a person under the age of eighteen.” Human trafficking has emerged as an issue of global concern in recent years, facilitated by corruption and advanced communication technologies; it is now largely transnational and highly lucrative. Children are trafficked for sexual exploitation, labour, transplant of organs and illegal adoption, however, all child victims of trafficking are made highly vulnerable to sexual abuse and exploitation because they are removed from familiar support structures, such as their families and communities. Researching the trafficking of children can be an arduous task because the practice is hidden and difficult to assess, and it occurs nationally and internationally. Trafficking routes fluctuate according to local conditions and factors of supply and demand. While research in child trafficking for sexual exploitation presents some challenges, effective cooperation and collaboration between countries will significantly enhance the effort to eradicate the trafficking of children for sexual purposes.34

**Sexual Exploitation of Children in Tourism:** This crime involves the commercial sexual exploitation of children by people who travel from one location to another and there engage in sexual acts with minors. Often, they travel from a richer country to one that is less developed, but child sex tourists may also be travelers within their own countries or regions. The anonymity, availability of children, and being away from the moral and social constraints that normally govern behavior, can lead to abusive conduct in another country. Child sex exploiters may try to rationalize their actions by claiming that sex with a child is culturally acceptable in the place they are visiting or that money or goods exchanged benefit the child and community. Destinations can change, and as prevention and protection efforts are stepped up in one country, child sex tourists may choose another country as their destination. For instance, as countries such as Brazil and Thailand increase their vigilance, child sex tourism is rising in others, such as Ecuador, Cambodia and Indonesia. The opening up of transportation routes and markets, unregulated mass tourism development, and accentuated wealth discrepancies can all cause child sex tourism destinations to shift from one country or region to another. In this way, North and South Eastern Europe, as well as Central America, have experienced a growth in the sexual exploitation of children in tourism. Tourism is not the cause of child sexual exploitation, but child sex exploiters make use of the facilities offered by tour companies, hotels, resorts, restaurants, airlines and other transportation companies. Some businesses may be involved, for example, a hotel that turns a blind eye to exploitation on its premises or travel agents that knowingly arrange sex tours abroad. Sex tourism

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33 For more information, refer to ECPAT International *Study on Violence against Children in Cyberspace*, a special contribution to the UN Secretary-General Study on Violence against Children, Bangkok 2006, available at [www.ecpat.net/EI/EI_publications.asp](http://www.ecpat.net/EI/EI_publications.asp)

34 For more information, please refer to the ECPAT publication, *Combating the Trafficking in Children for Sexual Purposes – FAQs*, 2006, [http://www.ecpat.net/EI/EI_publications.asp](http://www.ecpat.net/EI/EI_publications.asp)
C. Work Plan

Planning stage

Research done for the purpose of implementing a national plan to combat commercial sexual exploitation of children (CSEC) will be much different from academic research in the sense that the goal is not to contribute to a general body of knowledge about the topic, rather the research must lead somewhere immediately useful. This means that research needs to be effective and well designed right from the beginning. CSEC is a diverse, secreted and far reaching problem, and the following factors should be considered when developing a research strategy:

Budget and time frame

Research regarding the commercial sexual exploitation of children can be costly and requires a lot of time and resources, particularly when it is conducted with the involvement of children and communities. The research team will need to draft a budget that will take into consideration the means necessary to carry out research in the field which may include, for example, any materials needed for meetings and consultations that are sensitive and appropriate for the specific informant person or group involved. In terms of timing, researchers should expect to encounter difficulties in researching some groups of children, particularly those still exploited in prostitution or those living in distant rural communities. The timeframe should be flexible enough to allow for the organization of several discussions or consultations with children. Moreover, the team should be sensitive towards children’s imperatives as such schools terms and examination schedules.

Selection of sites and identification of target groups

The research team should identify the areas where primary studies will take place and draw up a list of target group / key informants to consult. A mix of rural and urban areas, tourist destinations and other areas renowned for being prone to the sexual exploitation of children (potentially areas where adult prostitution frequently takes place, entertainment and ‘red-light districts’) should be considered. The team also needs to identify the key informants for their studies. The team should select participants from a variety of backgrounds and professions; however the focus should be on those who are likely to come into contact with manifestations of CSEC or who have actually experienced or perpetrated CSEC. Furthermore, researchers should decide on the target or range of participants from each target groups. An example of the

35 For more information, please refer to the ECPAT publication, *Combating Child Sex Tourism*, 2007, http://www.ecpat.net/EI/EI_publications.asp
children and adults that could be desirable in a target group might be: children living or working in the streets, children in institutions (ie. orphanages, juvenile detention centres, boarding schools or refugee camps), working children, children of ethnic minority; teachers, parents, social workers, NGO and shelter staff, patrons of sexual establishment and bar owner, travel agents, hotel front desk staff and porters, Internet café owners and providers, hospital and clinic staff, lawyers and judges, police officers and border patrol officers.

**Learning from the Caribbean and Central American Programme: Commercial Sexual Exploitation of Children in Honduras**

A united effort to combat CESC in Honduras was formulated in 1974 by alliance members Save the Children UK, Save the Children Honduras and Save the Children Spain. The alliance retained the support of States Attorney for Children and the Disabled, Attorney General’s Office; the Division Against Child Sexual Abuse, Trafficking and Exploitation, National Preventative Police; the Honduran Children and Family Institute (IHNFA); The Honduran Tourism Industry; and a NGO titled Alianza/Covenant House Honduras. This diverse collaboration of entities achieved tangible benefits for the safety and protection of children in Honduras. Save the Children UK indicated that “conceptual clarity is a prerequisite for local-level interventions,” indicating that a “rigorous analysis of the phenomenon or [of the particular form of CSEC] and of the existing institutional capacities to deal with it must be conducted to establish a baseline from which progress can be designed and measured.” In their initial stage of research Save the Children UK identified the needs and problems of the child victims of CSEC in the Honduras community as well as the challenges local institutions were having with addressing this problem. This was done in order to make certain that research and the development of programmes to combat CSEC respond to actual conditions, ensuring the efficiency and effectiveness of the work done. Save the Children UK also noted that the participation of children was influential in raising awareness of the issue of CSEC at the local level.  

**Planning Logistics**

This step involves planning all the side details that will come up while the study is being conducted, this includes plans for travel, accommodation, safety supplies and any needed interview materials. Other logistics include arrangements for the accompaniment of translators and local contacts, and permission for site visits where needed.

**D. Research Protocol and Tool Development**

**Clarification of definitions and concepts**

The research team should agree on the use of common set of definitions and concepts for the research. If there is no general agreement on these terms, researchers may begin to gather information under different understandings which can falsify the data collection process and analysis.

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A guide of terminology referring to the sexual abuse and exploitation of children was developed by the Subgroup against Sexual Exploitation of Children led by ECPAT International: “Semantics or Substance? Towards a Shared Understanding of Terminology Referring to the Sexual Abuse and Exploitation of Children” and provides various definitions and uses of CSEC related terms. It is recognized that conceptual clarity is important and terminologies shape the understanding of the problem, and guide the solutions. While some definitions may vary, it is essential to have a general agreement within the Steering Committee to the definitions that will be used to shape the research findings and the subsequent design of policies, projects and programmes.

**Tool development for data collection**

There are a variety of tools or instruments that can be developed and standardized for gathering data. To elect the most appropriate tools, researchers should consider the various ways of collecting data that are possible and necessary in order to answer the key research questions and involve the identified target groups. Such research methods might include: observation (of subjects, by a researcher), surveys, focus group discussions, interviews, creative writing and drama or role plays.

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**The Survey of Youth Working in Kathmandu Dance Bars, Cabin Restaurants and Massage Parlors**

This youth-led survey is an example of an initiative undertaken under the Youth Partnership Program (YPP) for child survivors of commercial sexual exploitation in South Asia, an innovative initiative designed to empower and build the capacity of experiential youth to take the lead in the fight against CSEC. YPP youth have been trained to conduct the survey to 150-200 youth respondents in 2009 expecting that because the survey is developed and administered by youth, the type and quality of information from respondents will be different and they will feel more comfortable providing honest and thorough responses to peers. The objective of the survey is to assess the vulnerability of children and youth working in these facilities, to raise awareness about the risks of sexual exploitation of children, and to explore measures for ensuring the protection of youth. Child protection and technical support for the collection and analysis of the data is provided by ECPAT International and Maiti Nepal on an ongoing basis during the survey.

Data collection tools and researchers’ guidelines should be tested and analyzed at the first stage of the research, before the team proceeds to complete the data collection process. After its first application some improvements may be required in order to more effectively obtain the type of information required, such as changes of the codification system, revision of the developed questions or alteration of the research sites or target groups.

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38 See Youth Partnership Program for child survivors of commercial sexual exploitation in South Asia, [www.yppsa.org](http://www.yppsa.org)

**Categorizing data**

In order to prepare for the analysis of the data collected, a system for categorizing all information gathered must be put in place before primary research begins. For example, ECPAT International has produced an online database which contains a country-by-country analysis of the commercial sexual exploitation of children situation. Each country has a “profile” in which facts and figures, case studies, and general data are stored under each heading of CSEC: Prostitution, Pornography, Trafficking, and Child Sex Tourism. Furthermore ECPAT International has tracked and recorded which actions have been implemented to combat CSEC within the given country and whether a national plan of action has been implemented. The proper coordination and categorization of data collected allows valuable information to be accessed promptly by national and international actors or organizations which effectively contributes to the overall goal of eradicating CSEC.\(^{40}\)

**Primary data collection**

Once all tools and guidelines have been finalized, the research team can proceed with the data collection process. Specific guidelines and ethical principles should always be observed when collecting information on CSEC, in particular when working with children.

**Analysis and validation**

The aim of the data analysis is to obtain a depiction of the scope and prevalence of the commercial sexual exploitation of children in the country and an understanding of its manifestations. The analysis should also determine the successes and challenges of previous interventions to combat CSEC, identify the lessons learned from previous actions, the type of programmes that are currently implemented etc. Throughout the analysis period, the focus should be on examining the current situation in the particular country, as well as what are the priority areas in terms of CSEC that require specific attention looking into the future.

The findings of such studies should inform the programming comprising the NPA. It is therefore important to validate the findings with relevant partners and to ensure the committee understands the results in a uniform way. In order to decrease the likelihood of differing interpretations, a national consultation or workshop should be held to present and discuss the findings of the situational analysis research, so as to openly assess the existing CSEC situation and determine priorities for intervention. The consultation or workshop also serves to raise awareness on the issue of CSEC in the country. In this order, the findings should be used as tangible qualitative and quantitative data to raise awareness of CSEC throughout the country. Raising awareness of the population from an

\(^{40}\) For details please consult the ECPAT CSEC Online Database at http://www.ecpat.net/EI/Csec_onlineDatabase.asp
early stage will support and facilitate the implementation of the NPA. Furthermore, if society as a whole can be garnered to prioritize the protection of children in particular against CSEC, then it will support longer-term involvement of the government on the issue. The society awareness will enable constant pressure on the implementation of the NPA and on continued work to reduce the incidence of CSEC and to develop proper programs for prevention, protection and support to child victims.

The organization of the report contents should follow the findings based on the identified objectives. It is wise to avoid lengthy reports so it is very important to strike a balance between leaving out information that is not particularly relevant or useful and ensuring that the analysis and report is substantive.
PHASE TWO - DESIGNING AND FORMULATING NATIONAL PLANS

A National Plan is a mechanism by which “holistic, integrated and coordinated actions can be taken against the commercial exploitation of children by a group of different actors.” National Plans can vary, they can be targeted only at the commercial sexual exploitation of children or it can be a general plan for children that incorporate measures against CSEC. Alternatively, a National Plan might also be drafted to address the International Labour Organisation’s Convention 182 on the Worst Forms of Child Labour.

The quality of a national plan depends on identifying current problems and anticipating future problems with respect to child prostitution, child pornography, and the trafficking of children for sexual purposes. Measures should address protection, prevention, and recovery, rehabilitation and reintegration. Finally, implementation measures are important. Allotting responsibility for described activities; setting time frames for each activity; allocating the necessary resources; and the creation of a monitoring body to periodically review the implementation process and make necessary adjustments are key factors in the success of any plan.41

I. Establishing a Framework for Action

A. Constructing a National Vision to combat CSEC

While the situational analysis and studies done on CSEC within the country illustrate where the stakeholders are working from, it is important to also identify the direction they’re moving towards. The national vision is a point of reference and guiding tool for the work of every participatory body involved in the fight against CSEC. Usually this vision describes an ideal state which will be difficult to achieve, but it is useful in that it provides strategic directions for both short and long term actions. Based on shared values and principles of child rights, as articulated in the Convention on the rights of the child, the Stockholm Agenda for Action for Action and the more recent Rio de Janeiro Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents, most countries have developed a National Vision towards the protection of children, and have adopted objectives to ensure the realization of child rights and respect of these values and principles.

Indonesia National Vision

Part of the five-year program to combat CSEC adopted in December 200242: Indonesia’s National Vision is translated through the Policy Direction as follows:

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Vision (shared values and principles): Every child without any form of distinction shall be entitled to enjoy protection against violence and commercial sexual exploitation, and shall be entitled to enjoy all of his or her rights in accordance with the Convention on the Rights of the Child, in an environment that respects the best interests of the child, respects children’s views and opinions, and supports the right of children to live a fulfilled life.

Mission (objective): To bring to every child, without distinction or favour, a maximum protection against the threat of violence and commercial sexual exploitation, and to simultaneously strive to ensure that the rights of children are fulfilled, particularly those of children at risk from falling victims of violence or of commercial sexual exploitation; and to develop an environment that respects the best interests of the child, respects children’s views and opinions, and supports the right of children to live a fulfilled life.

Where not yet formulated, countries should adopt a specific National Vision which will represent the values and principles shared within the country, characterizing an ideology of ethical considerations to provide protection for children against CSEC and to ensure the respect of their rights. Where already formulated, the National Vision and its corresponding objectives can be continually reevaluated.

To ensure the National Vision represents a meaningful and comprehensive vision of all participatory bodies involved in combating CSEC, these ideals must come from a representative number of actors, and must be elaborated at the local level. Gathered and reported from meetings and consultative sessions within local groups, these values and principles should then be used by the Steering committee to propose a cohesive National Vision.

Specific short and long term objectives pursuant to the National Vision will need to be formulated as a central element of the National Plan of Action.

Local Councils for the Protection of Children in the Philippines

The Barangay (Village) Council, mandated under Presidential Decree 603 in 2003 created Local Councils for the Protection of Children (LCPCs) with a view to promoting and protecting children’s rights. Overall, 17,465 LCPCs have been set up throughout the country to date. By the holding of workshops and consultative sessions, they provided their knowledge, experience and conception toward the rights of children related to the CSEC issues. These considerations had been taken into account at the national level and hence a Nation Vision to combat CSEC could have been established. The LCPCs continue to play a strong role through the following processes of elaborating and implementing the National Plan of Action. Their contribution is particularly vital in the prevention of CSEC, according to the Department of the Interior and local governments.  

B. General Considerations: Avoiding Obstacles

May 2005 from: http://www.solidaritycenter.org/docUploads/Trafficking%20Book%20%20%20D%20PI
an%20of%20Action%20Epdf?CFID=13477428&CFTOKEN=19404878

Before action towards the country’s national vision is considered, there may exist a number of obstacles to forming and implementing the plan which first require early consideration. These problems, identified from assessments of the first NPAs or direct consultation with relevant stakeholders may have a direct impact on the effectiveness of the Plan. For this reason it is important to pay particular attention to addressing these concerns, while establishing the priorities and strategies for actions:

- **Rhetoric and Reality:** There is a need to ensure that plans and actions are feasible and that actions will follow the plans in the implementation. This component often refers to the gap between the laws and policies and their implementation, or lack thereof. Whereas most countries have signed and ratified (or are in the process of ratifying) key conventions and international instruments or have strengthened their national laws to protect children, this has not always resulted in effective measures for their implementation in practice. It is necessary to ensure that the NPA developed can be fully implemented in practice.

- **Lack of Resources:** A lack of resources may extend beyond financial resources and also mean material and technical resources or a lack of expertise and trained personnel. The need for and availability of resources should be considered (and ideally secured) from the beginning of the plan’s formulation to avoid planning actions that can not actually be realised due to a lack of required resources.

- **Need for Guidelines:** Along with the need for clear definitions, guidelines should be established to coordinate actions of the Steering Committee for the drafting of the NPA. Such guidelines could represent a general code of conduct or an understanding regarding how decisions will be made (consensus, majority, etc.). It is crucial for the group to have and to observe a shared understanding of the type of collaboration required. Where children are involved in the process, it is important to also establish their equal status on the group and provide for their meaningful and safe participation.

- **Coordination of national actions:** The NPA should be developed with consideration of the child protection programmes already adopted by the country. Different CSEC issues could be covered by various general or specific national plans or programs, and it should be ensured that all of these strategies are interlinked. The government must ensure that measures and goals for preventing CSEC are coordinated within its structure, and followed through to local governments and communities. Consideration should also be made in the NPA for measures to counteract CSEC that are adopted in other countries, in particular to address transnational crimes such as trafficking of children, sexual exploitation of children in tourism or child pornography.

**C. Prioritizing Problems using Data Analysis**

Keeping in mind the challenges above-mentioned, the next step in the NPA development is to analyze and prioritize issues to be addressed in the Plan, based on the studies that have been conducted and information collected. The situational analysis will identify many interacting issues, and not all can be addressed equally in the context of the CSEC National Plan of Action, it will therefore be important to analyze and prioritize them to ensure corresponding actions are as effective as possible. In so doing, the Steering committee should also anticipate future CSEC problems which may arise and will need to be addressed.
General analysis and prioritizing of problems can follow the stages outlined below:

- **Identification of the problems and issues**
  - **Analysis of the causes and effects of each problem:** what causes contribute to the problem, what in turn do they influence and affect. At this stage, attention should be paid to whether the relation between factors is actually a cause or an effect or if they may only be co-related. Where there is a correlation, the occurrence of factors occurs proportionally and circumstances are often related, but the problems are nevertheless independent of one another and their solutions, accordingly, are often distinct.

- **Clarification of the links between problems:** The analysis of cause and effect demonstrates the relationship between various problems. Frequently some problems are the cause of others, thus addressing some will depend upon the solution of others.

- **Feasibility Study:** After ascertaining the relationship between problems, it is necessary to determine the feasibility of addressing the problems based on technical, financial and human resources, exploring multiple options and phase approaches in the process.

- **Prioritization:** It is unrealistic to try to solve all the problems that have been identified; a balance must be struck between what is desired and what is probable. One must therefore prioritize which problems are the most pressing, and can feasibly be addressed according to the available resources.
II. Designing Responses: Policies, Programs and Projects

Once the issues surrounding CSEC have been dissected and its problems analyzed and prioritized, countries must design social policies, programmes and projects which will enable children to enjoy their fundamental rights and offer them adequate protection from CSEC. The scope of these programmes and activities will vary depending on a country’s situation; however they are intended to address the problems and objectives which have been prioritized for action. The design of these policies, programmes and projects will be unique to each country, but needs to be comprehensive and encompasses a broad range of activities. The experience of others can serve as a valuable framework for planning a successful approach.

Efforts must be made to ensure that the prioritized issues, and objectives for their resolutions, are united through practical, effective actions addressing all aspects of CSEC as outlined in five key Areas for Action from the Stockholm Agenda for Action.

The planning of programs and activities for action should emerge from a common agreement between government, civil society actors and those from the private sector – all of which should be done with input from children and from the grassroots level. In this planning special attention ought to be paid to marginalized groups at risk of CSEC and those with higher exposure to CSEC, and logistical elements of implementation, including resources, ought to be carefully considered.

A. Breaking down the Concepts

Policies, programmes and projects are the response measures that will be elaborated throughout the National Plan of Action. As these measures will guide the operative framework of action to be undertaken, it must be ensured that these concepts are commonly understood. While each is discussed separately below, the concepts are very much intertwined and overlapping.

* Policies

Policies are understood as a deliberate plan for action to guide decisions, to achieve rational, desired outcome(s). These can be broad in scope –such as to eliminate CSEC – or more specifically focused –such as seeking to enforce the rights of children to be protected from exploitation in prostitution. Policies can be political, financial or administrative mechanisms arranged to reach one’s explicit objective. They incorporate the process of making important organizational decisions, including identifying different alternatives for action such as programmes or spending priorities, and choosing among these on the basis of the impact they will have.

As policies are elaborated according to the national vision, every actor working on the protection of children from CSEC should agree upon and support these measures. The
policies should not only address the need for intervention strategies but should also address the commitment to such strategies and programs.

Policies are directly related to each country’s legal and institutional framework, the established priorities and the characteristics of CSEC. As an example, the following policies are generally advocated:

- Ensuring child rights, through legal frameworks and their enforcement
- Adaptation of national laws to conform with international legal norms
- Public education including raising awareness on CSEC
- Participation of different actors and the development of common agreements between them to ensure a coordination of policies and programs
- Coordination between institutions of the State at local, regional and national levels and the linking of national goals to regional and municipal goals

Programmes and Activities:

Programmes and Activities describe the specific means of fulfilling the plan and its policies, namely the development, management and evaluation of concrete actions to be taken in every sphere of CSEC pertinent to the plan. This includes the identification of the resources and strategies that will be used.

The programs should involve several members and thus require an effort for good coordination. Different sources of funding can also be accessed in an effort to ensure their realization. The programs provide a general view of activities that will be operated, covering a range of different themes. Some examples of title programs to elaborate in an NPA against CSEC include:

- Raising public awareness
- Network development
- Victim rehabilitation
- Legislative reforms
- Supporting communal and responsible parenthood
- Education aimed at informing school-children about CSEC
- Citizen participation for denunciating and preventing CSEC
- Protection of children in the context of Internet and communication technologies
- Development of investigation methods in cases of suspected sexual exploitation of children
- Safeguarding the child’s best interests in judicial proceedings

For each program it is important to establish objectives and goals that clarify the purpose and the concrete results expected. To aid in the implementation of the plan, programs should be clear, easy to understand, and have concrete objectives that will enable the evaluation of their success. The overall sustainability of the programs also has to be considered. For this reason, various resources and funding sources required to ensure their implementation should be considered from the outset of the programmes’ elaborations.
Projects and Work Plans

Projects provide well-defined timelines with corresponding targets and objectives that stipulate who is the responsible person and/or group for each activity. The projects are developed through definite work plans and carry out the effective implementation of the plan.

As they consist of specific and structured activities within a program, a number of projects can be developed under the same program. These projects should consist of activities directed towards achieving the objectives of the program. The projects should be developed in order to adequately respond to the unique factors of a specific country.

The first step of designing a project concerning a particular CSEC issue in a country can be based on international instruments that have been elaborated toward this matter. For example, in order to elaborate adequate measures against the sexual exploitation of children in tourism, the Global Code of Ethics for Tourism can be used as a reference. Among others, this document can be useful for developing projects to raise awareness among the public, travelers, and employees and suppliers in the tourism industry, for example.

While Codes of Conduct and other international or regional instruments can be useful for designing measures to combat CSEC, the challenge ahead is in ensuring their implementation. These documents are non-binding instruments and rely mostly on commitments. Projects based on these instruments should provide clear and definite activities, and still establish monitoring mechanisms to assess their effectiveness.

The Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism included in the National Action Plan to Prevent and Combat Trafficking of Human Beings in Ireland

In Ireland, reference to the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism is made in the 2009-2012 NPA on Trafficking in Human Beings as a strong and effective framework, setting business principles specifically aimed at the tourism industry. Its applicability in Ireland to contribute to addressing the demand for sexual services with children is considered in the NPA in an effort to work with relevant stakeholders from various industries, including the tourism, hotel and entertainment sectors to combat CSEC and assign specific responsibilities in preventing and combating sexual exploitation of children. To combat child sex tourism, the Irish government will therefore seek to work with tourism bodies and relevant Government Department’s, based on the Code of Conduct existing framework.44

B. Agenda for Action: CSEC Response Measures

Whereas the programs and projects undertaken through each country’s NPA may vary significantly, it is crucial that the plans provide measures correlated to the five key Areas of Action outlined in the Stockholm Agenda for Action. At the Stockholm Congress, countries recognized the importance of these key Areas in the fight against CSEC and they showed a general commitment to developing strategies under each.

The first two areas, Cooperation and Coordination, and Child and Youth Participation, pertain to the method of NPA development and implementation (and are thus touched upon in Phase I and III of the Guide), while the last three - Prevention, Protection, and Recovery, Rehabilitation and Reintegration – are themselves areas of action which the NPA will seek to incorporate.

Although these distinct areas were established to ensure that the multitude of aspects related to CSEC would be addressed, as aforementioned the designing of programmes and projects should be kept in mind as being a cumulative process. In that way, each key area of action should be viewed as a cross-cutting field that overlaps all of the others.

**Child and Youth Participation**

Involving children in designing responses to the CSEC issues is primordial to fulfilling adequate and effective strategies. Reports based on the first country experiences in drafting NPAs revealed a lack of efficient measures due in part to several gaps remaining in the elaboration and implementation of activities under the area of Child and Youth Participation. As the countries should frame their actions to align with the international instruments they have committed to, the Child and Youth participatory area is an essential area of action - representing an important incorporation of one of the primordial rights of children:

*The child shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of the child's choice. (Convention of the Rights of the Child, Article 13.1)*

This right to be heard is especially significant in the elaboration of measures against CSEC. Actively involving children and youth as key actors is gradually being incorporated to the NPA process. However, their participation is still weak in a number of countries and global awareness of how to meaningfully involve them in every phase of the NPA process should be reinforced.
There are a number of obstacles which could resist the involvement of children in the implementation of NPAs and it is important to be aware of these challenges while elaborating programs and projects, such as:

- A lack of communication between youth and others representatives and key actors
- Negative attitudes by government officials and politicians, including a lack of appreciation for child and youth contributions
- Age discrimination and a tendency to underestimate the potential of children and youth
- Discrimination against particular groups of children
- Practical difficulties with children and youth staying involved in working with the group due to factors such as: school demands, domestic labour and work, poverty, insecurity, unstable families and limited parental care and support
- Adult difficulties in understanding child and youth issues and problems
- Children and young people’s lack of education and low awareness of their rights, preventing them from participating effectively
- Lack of easy-to-find information in “child friendly” language that children and youth can understand; and the use of “jargon” (specific, technical terms)
- Failure to follow up on consultations with children, to let them know what happened next and what progress was being made
- Lack of contact and channels for exchange between children involved in the NPA process and those in different parts of the country and at local, national and international level.

Children and young people must be adequately assisted and supported to ensure their meaningful participation. An inclusive involvement of children may require sensitivity to literacy and language used in the working documents. Use of technical terms and phrases in written documents that proposed projects and programs may result in a difficult understanding for any non-expert adult, let alone a child or young person. As key stakeholders, children and young people face a major obstacle in becoming meaningfully involve in commenting on the draft of any project, program, or on the draft of the NPA itself.

It is therefore important to develop a “child-friendly” version of the documents to be presented to the children. Where there is no alternative to a technical term, or its use is important, a glossary could be provide that explains its meaning in simpler language. Moreover, a decision may be needed as to whether produce a full child-friendly version with all the content intact or whether provide a much shorter document, summary version that captures the main points. These should be accompanied with a clear introduction to the child-friendly document, explaining what it is and how it is being use. These documents may need regular updating as texts are amended and revised.

Making plans accessible for children through a “child-friendly” version
The “Plan of Action for Children” was written during the UN General Assembly Special Session on Children held in New York in 2002. This document adopts a formal UN style with a wide variety of technical terms and phrases. To respond to the situation of a difficult understanding for children and young people, Save the Children developed a “child-version” of the Plan of Action which was used as the basis for consultation organised with children and young people by their network groups across the world. This process was accompanied by the production of child-friendly versions of other official documentation such as the UN Secretary General’s end of decade review “We the Children”. ⁴⁷

The involvement of children and young people does not stop at the design stage and should extend to the realization of the programmes and projects. There is a wide range of activities which can be established to actively ensure the participation of children through various programmes and projects such as peer-to-peer education programmes.

Peer-to-peer programmes can be adapted as a response to diverse needs and can be used to provide various ways to actively involve children and young people. In his 2004 report⁴⁸, the Special Rapporteur on the sale of children, child prostitution and child pornography suggested the establishment of peer education programmes as an effective manner to offer adequate training based on community involvement. For example, promoting exchange visits among children from different community base can contribute to building their capacity of action through the opportunity to visit ongoing projects and talk to their peers.

The establishment of peer education consultations can also be instrumental in providing a direct support to counter child sexual exploitation. For instance, a project built on this process could be highly effective to engage with young people exploited in prostitution. The voices and opinions of children who lived through this exploitation are critical and sharing their experiences could be very significant for the ones in the same situation.

The ECPAT International Youth Partnership Programme to Empower Children to Take the Lead in Combating CSEC
The Youth Partnership Programme (YPP) for Child Survivors and Youth at risk of Commercial Sexual Exploitation contributes to the realization of children’s right to participation and to protection from sexual exploitation through a comprehensive programme of youth-led activities to combat CSEC.

The YPP gives young people training and support to develop the knowledge and skills to help themselves and their peers to create positive changes in their lives. It encourages young people’s participation in social activism to raise public awareness and to demand better protection of their rights from the decision makers. With the support of ECPAT and YPP teams in each implementing country, YPP youth are working to improve the lives of child survivors and persuade adults at the community, national and international level to end the commercial sexual exploitation of children through peer support programmes in schools and shelters located in high risk areas to provide

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specialized and individualized support to prevent their peers from becoming trapped into sexual exploitation. YPP youth are also trained in media and advocacy skills to reach out to local communities through awareness campaigns in an effort to reduce the numbers of children trafficked to cities and neighboring countries. They develop and conduct lobbying and advocacy activities to influence local and national policy makers for better prevention, protection and rehabilitation of CSEC survivors. They design and implement micro-projects, which demonstrate how youth capacity building in planning and implementation of initiatives can result in action for social change in their communities, while building life skills and access to education to promote their development.

The YPP is implemented through its volunteer Peer Supporters work with youth in both one-on-one and group sessions, utilizing interactive & fun techniques to encourage discussion, and share information and the YPP Youth Motivators are youth members of the project management team and lead the implementation of YPP activities, involved in all aspects of the project, from strategic planning, coordination, budgeting and monitoring and evaluation.49

As one of the five areas of action identified by the Stockholm Agenda for Action, Child and Youth participation is instrumental to ensure the protection of children against CSEC. The incorporation of each of the other four areas is instead crucial to conduct and efficiency of the Plan of Action.

🌟 Cooperation and Coordination

This area constitutes those structures, mechanisms, sessions and/or agreements that facilitate dialogue and supportive action amongst various sectors, organizations and agencies against CSEC.

- **Structures** include the establishment of multidisciplinary working groups, committees, advisory councils and the creation of a national network against CSEC itself.

- **Mechanisms** tend to outline responsibilities and share information between bodies, such as the creation of referral systems and the establishment of shared database information systems.

- **Sessions** can encompass a variety of cooperation and coordination manifestations, such as consultations and multidisciplinary trainings.

- **Agreements** where they can be established between sectors and organizations or agencies on CSEC issues represent another manifestation of coordination and cooperation.

**Supporting partnership approach to combat trafficking in Thailand**

The Thai National Policy and Plan on Prevention and Resolution of Domestic and Cross-border Trafficking in Children and Women (2005-2010) incorporates all types of interventions on human trafficking, at the central and provincial levels and has adopted a multi-stakeholder approach. The Ministry of Social Development and Human Security is the lead government agency responsible for counter-trafficking activities in Thailand, responsible for coordinating activities against trafficking and providing support to trafficked persons, but within the Royal Thai Government (RTG) the Ministry of Labour, Royal Thai Police, Ministry of Justice, Office of the Attorney-General (OAG),

and the Thai COMMIT Task Force also work on counter-trafficking activities with various UN and inter-governmental agencies and NGOs.

Thailand has also strengthened its regional cooperation through active involvement in the COMMIT Process (Coordinated Mekong Ministerial Initiative against Trafficking); ASEAN Transnational Crime and Bali processes; signed bilateral MOUs on Human Trafficking with Cambodia, Lao PDR and Vietnam; and developed sub-regional MOUs and plans of action in 7 regions of Thailand.50

* Prevention

This key area characterizes a broad range of interventions, many of which target the underlying causes and risk factors related to CSEC. It is perhaps one of the most versatile areas, in that a multitude of actors, target groups and creative activities can be invented and adapted to local contexts. Enforcement of laws and judicial systems is a central component of this area. Though there has been an increase in the severity of punishments for acts related with CSEC in most countries, attention must also be focused on identifying the root causes of CSEC issues, and addressing these factors. Gaining a better understanding of the nature of commercial sexual exploitation of children and its causal factors is critical to preventing and protecting children. In this way, policies and practices can be developed to improve the prevention of this issue on the ‘demand’ side for instance:

- Consideration of what action and care of offenders would best help in the reduction recidivism
- Providing more socio therapeutic treatment options for sex offenders in prison and increased security measures against repeat offenders
- Evaluating alternatives to punishment for perpetrators
- Emphasize the importance of strict reporting practices for offenders when released into the community

The participation of actors coming from the voluntary sector and civil society is very important to ensure the success of the preventive aspect of combating CSEC. These stakeholders are key actors for providing support and efficient protection and prevention at the grass-root level.

The Philippine Guidelines on the Protection of Trafficked Children – A collaborative initiative outlining comprehensive prevention measures

The National Strategic Plan against Trafficking in Persons of the Philippines was approved in 2004 for 6 years (2004-2010) with specific provisions on the prevention of trafficking in children. In addition, in an attempt to improve the manner of handling cases of trafficked children, the Philippine Guidelines on the Protection of Trafficked Children were developed by the Inter-Agency Council against Trafficking, compiling relevant international and local human and child rights instruments, laws and other guidelines.51 Within these, specific prevention programmes on child

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trafficking are outlined including awareness seminars, activities and trainings which shall be conducted for children, families, community leaders and workers and all sectors of the society, to enable them to actively participate in the protection of children from child trafficking, and in the recovery and reintegration of the trafficked children. An innovative program focusing on the issue of demand was also initiated for instance by the Coalition Against Trafficking Women-Asia Pacific (CATW-AP), which conducted a series of workshops on trafficking and prostitution issues to educate young men and youth leaders to play an active role in reducing demand. These “Young Men’s Camps” have produced effective male advocates against prostitution and trafficking of women and children.52

**Protection**

The Protection area goes hand in hand with the area of Prevention, as it is typically viewed in terms of the enactment and revision of legislation. However, it is another cross-cutting field that overlaps all other key areas of action, and its implementation is particularly intertwined with the area of coordination and cooperation. Perhaps one of the most important elements considered as a priority of action by governments since the First World Congress is their commitment to strengthening legal systems to combat CSEC. There have been considerable developments in this field which demonstrates the legislator’s pledge in addressing commercial sexual exploitation of children. However, strengthening legislation should be accompanied by measures to reinforce the efficiency of its implementation. Strategies and measures developed under the Protection area should also provide mechanisms to involve actors from regional and local levels.

**ECPAT France campaigns highlighting the existence of laws for protecting children**

ECPAT France has conducted several awareness-raising campaigns in partnership with various stakeholders to educate the public on the issue of CSEC, in particular the sexual exploitation of children in tourism and the existence of laws, especially extra-territorial legislation which provides for the possibility to prosecute in France a person who has committed a sexual offence against children abroad.

The new ECPAT France communication campaign, developed by BETC EURO RSCG in partnership with Partizan, at the request of Air France, a committed partner of ECPAT for over 15 years addresses several themes through a combination of communication materials and particularly focuses on the client/exploiter who uses sexual services from children or views child sexual abuse materials, highlighting the existence of laws punishing the sexual exploitation of children. From 6 April 2009 this campaign of film, audio and printed materials is broadcasted for free in various media including television, cinema, press and the net. The Air France agencies, airplanes and buses joined in providing an essential showcase. ECPAT also circulated leaflets and small posters in partnership with their professional tourism partners.53

The Protection area also encompasses those initiatives which protect children at risk and exploited, such as the development of psychosocial care and protection programs. Sexual abuse causes many psychological and physical problems. The effects of sexual abuse on children may be immediate or emerge later. Thus, proper care and support of child victims

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of abuse is of primary importance. A child who has been abused generally needs care and support. Moreover, research has shown that abusers themselves have often been victims of sexual abuse. Consequently care of victim of sexual abuse also has a preventive element.

**Recovery, Rehabilitation and Reintegration**

This area focuses on the specific needs and rights of children who have been direct victims of CSEC. The delivery of recovery, rehabilitation and reintegration programmes require a comprehensive and integrated approach through the participation of a wide range of stakeholders. Child victims of prostitution, or children victimized in the production of child sexual abuse materials have suffered specific trauma which require appropriate procedures and systems to ensure that they receive specialized care tailored to the exploitation they have endured. The care and protection for child victims of cross-border trafficking will also require regional and international cooperation with counterparts for the safe repatriation of victims of instance.

Efficient support services for children may be provided by the implementation of government shelters and other rehabilitation or juvenile centres. Specialized centres operated through adequate standards for child protection provide crucial care and assistance for child victims of CSEC, such as basic services (safety, food, accommodation) but also psychological recovery programmes, non-formal education, recreational services and social activities, life skills education and vocational trainings. To ensure an effective recovery process, it is necessary that shelters provide comprehensive services using a multi-disciplinary approach: for example, they could work in collaboration with relevant governmental and non-governmental agencies to assist in prosecution processes and to prepare victims for repatriation and reintegration.

Integrated and specialized support services represent an effective way to respond to the specific needs of child victims of CSEC. These must be delivered within specific frameworks including child protection systems that will provide for the protection of children within the organization and can serve as guidelines for procedures when receiving visitors or standards for management of information to maintain confidentiality and protect children, for example. The quality of care practices in the shelter largely depends on the staff and it is therefore essential to offer adequate trainings to the staff in contact with child victims of CSEC.

<table>
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<tr>
<th>Specialized services for child victims of trafficking and sexual exploitation in the Netherlands</th>
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<td>The Netherlands has developed a range of specialized services to assist children victims of trafficking and sexual exploitation.</td>
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**Helpline to assist victims:** The COMENSHA helpline is an NGO initiative funded by the State, to provide 24h assistance to trafficked victims, including minors. In order to be able to provide comprehensive and specialized assistance to children, including both Dutch and foreign child victims of trafficking, further resources would probably be needed and enhanced collaboration between all the relevant partners.

**Specialized shelters:** The Dutch government has made particular efforts to develop several specialized possibilities for sheltering of victims of child trafficking and new ones are being developed. For example, the Nidos Foundation accompanies unaccompanied minor children (including possible victims of child trafficking) and supports them in finding a place to stay. Young children (under 12 years old) are placed in foster families. Children from 12-15 years old are placed in small-scale reception units. In these centres, the conditions are made as safe and stable as possible and child care workers are available 24 hours a day to help the children to overcome the daily challenges. Elder children (15-18 years old) are placed in large scale shelters, mostly campuses for unaccompanied minor aliens with 24 hour care available for the children. ‘Enclosed care’ also exist for child victims of trafficking of certain high risk groups who may need to be placed in enclosed care institutions. A specialized shelter (Asja) for accommodating young victims of ‘loverboys’ is also being operated.

The Ministry of Health, Welfare and Sport and the Ministry of Justice are developing new shelter possibilities, called categorical shelter aimed specifically at sheltering (minor) victims of trafficking who have applied for the B-9 Regulation (residence and reflection period) during the first three months after they have been identified as a (possible) victim of trafficking. A first categorical shelter is being piloted.

**Provision of medical and psychological services to victims:** In principle, child victims of trafficking and sexual exploitation who are granted temporary residence are legally residing in the Netherlands and thus entitled to a full range of benefits, including medical services. Even unlawful residing minor aliens are entitled to medically necessary care, medical care that may prevent situations that would jeopardize public health, youth care and legal assistance. However, most service providers will require identification before services are delivered and this may be particularly intimidating especially for foreign children who have been victims of trafficking and are illegally residing in the Netherlands.

Similarly, the provision of practical care and emotional care is ensured by different partners, including the Bureau Slachtofferhulp [Victim Support Netherlands], Comensha, trade unions and confidential doctors. However, there is a need for more specially trained personnel and equipped facilities to be able to respond adequately to the needs of all trafficked children in the Netherlands.

Adapting the judicial system to victim-specific needs and implementing child-friendly procedures also constitute other areas to be developed under Recovery, Rehabilitation and Reintegration. For example, children involved in prostitution frequently have a deep disbelief and distrust in justice and social protection systems and are often scared of their exploiters. To avoid revictimization of the child victim through the judicial process and support successful prosecution of offenders, it is crucial to establish and implement child-friendly procedures.

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54 La Strada Nederland, Coördinatiecentrum Mensenhandel - COMENSHA, Available at http://www.mensenhandel.nl/cms/
Child-friendly judicial systems more sensitive to the needs and experiences of child victims may include measures and practices such as:

- Making court rooms less formal
- Using screens to separate the victim from the accused
- Allowing the child to give evidence by means of live TV link
- Allowing testimony to be taken on video
- Reducing the number of appearances a child may make in court or the number of interviews to which a child is subjected
- Having specially trained court personnel
- Allowing the use of communication aids

### Nobody’s Children Foundation: Child - Witness with Special Needs Programme

Child - Witness with Special Needs is the Nobody’s Children Foundation’s programme aimed at protecting children in legal procedures through the improvement of the situation of children participating in legal procedures, such as court trials or prosecutorial and police interviews. It is targeted at judges, police officers, prosecutors, attorneys, and other professionals who help children and families in their daily practice, as well as at representatives of local and national authorities.

Through this programme, the Nobody’s Children Foundation has supported child-friendly interviewing practices and creating places for such interviews (child-friendly interview rooms) to meet the psychological needs of child victims and respond to the formal requirement of the legal procedures.

The programme also carried out campaigns targeted at judges, police officers, prosecutors, attorneys and other professionals who help children and families in their daily practice, as well as at representatives of local and national authorities; organized training for prosecutors, judges, police officers, and other professionals who help abused children; distributed resources about legal protection of children; and run a specialized website, [www.dzieckoswiadek.pl](http://www.dzieckoswiadek.pl), targeted at professionals who encounter children participating in criminal procedures in their practice, as well as at such children’s parents/caregivers and at child witnesses themselves.\(^56\)

### C. National Plan of Action: Topics to be addressed

#### CSEC as a Specific Topic

In order to combat CSEC in a comprehensive and effective manner it is essential that a Plan of Action be established specifically for the Commercial Sexual Exploitation of Children, rather than having CSEC areas covered in a more broad-ranging plan, such as a general Plan for the Protection of Children. If CSEC is only addressed in a general child protection plan, it is often only given cursory attention. Moreover, it is likely that the research and analysis that are needed to comprehensively address the issue will not be completed and will not provide all the required information. As a result, the initiatives that

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will be developed may only focus on a few of the many topics and issues regarding CSEC, while other areas or topics may be ignore or forgotten altogether.

The complexity of CSEC due to the various related components and diversity of new challenges that it encompasses, requires intensive, specialized focus in order to be adequately addressed and ensure greater global protection for the rights of children. The five key areas currently being addressed in this Guide, adopted under the Stockholm Agenda for Action, were designed to further focus the specified action that has been called for.

The Convention on the Rights of the Child, the main international instrument for children, explicitly recognizes a broad range of child rights; it later adopted a CSEC specific protocol – the Optional Protocol on the Sale of children, Child prostitution and Child pornography - to extend the measures that State parties should undertake to guarantee the protection of children on specific forms of violence. Encouraged by the overwhelming support to the CRC and the more specifics measures provided by the OPSC, States should prioritize the designing of a Plan of Action to specially targeting CSEC issues.

**Addressing the Manifestations of CSEC**

The strategies developed to effectively combat CSEC should also cover the fields that are understood as definitions of CSEC. Elaborating an NPA specific to the Commercial Sexual Exploitation of Children means providing measures to address child prostitution, child pornography and trafficking in children. However, as it was mentioned above, CSEC encompasses a wide range of issues and the different factors, environments and concerns involve should be taking into account and thus require the elaboration of specific strategies. Under certain circumstances, the sexual exploitation of children in tourism, child or forced marriage, child sexual abuse and child labour are other manifestations of CSEC that need to be addressed in a country. While the situational analysis of a country will help identify the most relevant factors that need to be addressed to combat CSEC, meaningfully taking all the above factors in account will represent a major challenge for designing NPA projects and programmes.

**Tackling Country-Specific Needs and Particularities**

As part of the NPA, most of the countries are providing an introduction, background or a summary of the situational analysis when the NPA was elaborated. These sections often give good information to envisage how the specific factors and relevant components of the country are linked to a particular project and/or program targeting CSEC.

The research analysis should provide enough information to address the specific needs of particularly at risk children or young people. While the NPA projects and programmes should be designed in order to address the general CSEC situation of the country, some of these should also contain specific measures taking into account the needs of specific target groups such as minorities for instance.
Sexual abuse and exploitation of children in Aboriginal communities

In June 2006, the Northern Territory Government of Australia launched an inquiry amid reports that child sexual abuse was rampant and going unreported in remote areas of central Australia. Among the allegations were that children as young as five had contracted sexually transmitted diseases and young girls were being sexually exploited in exchange for petrol in Mutitjulu, near Uluru. However in spite of various meetings being held with government agencies, service delivery organisations and Aboriginal communities (including those in Alice Springs, Mutitjulu, Katherine and Timber Creek) very few cases were reported and only one case was referred to police.

D. Work Plan

The critical part of the work plan for the NPA’s development is to ensure the ultimate viability and sustainability of the plan. Keeping in mind all of the above information in considering content to be included and addressed in the country’s plan against CSEC, there are several pertinent factors which must be accounted for throughout the elaboration of the plan’s policies, programs and projects.

**Identification of Clear Goals (for prioritized action)**
The NPA should set out clear goals and objectives, in line with its National Vision, according to the actions it prioritized through studies and situational analysis.

**Formulation of Response Policies, Programs and Projects**
The NPA should outline the steps the country will take to achieve the above goals and objectives, through specific Policies, Programs and Projects. These measures should incorporate a variety of actors from various sectors.

**Logistical Aspects to Account for in the NPA**

*Identification of a Timeframe* – The NPA ought to include a timeframe and assign a specified date of completion to its objective. The objectives might be defined as “long-term”, “short-term”, or “immediate”, but should include specific dates and timeframes for completion, rather than simply maintain a generic perception.

*Implementing person or institution* for each goal – Each goal or objective should be made the responsibility of a specified government department, agency or affiliate organization (and may be the responsibility of multiple actors, so long as this responsibility is specific and ensured)

*Account for Training Needs of Implementing person or institution*

*Organization of the Plan*

*Sharing Knowledge and Good practices* with other stakeholders and other countries

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57 Ibid
58 Ibid
59 Ibid
60 Ibid
E. Long-term Focus and Continuation of the Process

NPA programmes and projects should be articulated through an effective operational work plan determined according to the priorities established from the previous research and analysis. The work plan will consist of specific projects and activities aimed at achieving of the priorities set out in the NPA. While researching the ultimate objective - to eradicate CSEC - will require many years, the NPA work plan should provide a clear pathway of instrumental steps for how this will be achieved. Thus the plan must contain defined, short-term initiatives that will link over time to achieve long-term goals. It is therefore essential to obtain long-term commitments and support for the process, from every group (government, civil society, participating children, etc.) at every level (local, regional, national). This will ensure that the implementation of programmes and projects will not depend on the work of a limited number of actors or fail due to changes in government.

The Commercial Sexual Exploitation of Children is an evolving which has faced new challenges over the years and it is important that any plans made are regularly reviewed to respond to these changing circumstances. For example, many countries have policies to expand and develop the tourism industry. In some areas, the growth of tourism has necessitated the elaboration of new strategies against child sex tourism. Another example is the boom in Internet and communication technologies that is increasing the vulnerability of children to sexual violence. This advent represents an emerging challenge that every country must now face and address. The establishment of programmes and projects accompanied by operational plans which are regularly updated and linked together in a sustainable manner will ensure the effective protection of children against CSEC. This means that, in addition to the measures and strategies that are already established in the NPA, new programmes and projects can also be created to address emerging concerns.

Projects and programmes of the NPA work plan must be established over a long-term period, covering several years, to give enough time for their realization and to reach their objectives. However, it is important to schedule mid-review assessments and to carry out on-going evaluations of the projects and activities that are implemented. Regular follow-up will make it easier to do the required corrections and/or improvements so as to ensure the successful implementation of programmes and projects.

In focusing on the long-term approach of the NPA, it is further advisable that a Multi-Sectoral Body be established to follow-up on the plan and its projects, and their continuation over time. The NPA should outline measures to develop a new, or maintain an existing body which includes government representatives as well as individuals from the civil and private sectors.

**Collaboration in the implementation and monitoring of the German National Plan of Action**

The German Plan of Action sets priorities and names specific aims and measures for the future. As part of success monitoring, it must be examined whether and to what extent the specified measures have been implemented and whether the targeted aims have been achieved.
The implementation and process-oriented further development of the Plan of Action presupposes not only international cooperation, but also close collaboration in Germany between the competent agencies at the Federal Government, Länder and municipal levels, on the one hand, and the non-governmental organisations and the scientific community, on the other.

For this reason, the German NPA foresees to establish a Bund/Länder Working Group for the suppression of sexual exploitation of children, which - based on the overall strategy laid down in the Plan of Action - is to monitor, steer and coordinate the implementation and further development of the Plan of Action. Non-governmental organisations will also be represented in the Working Group.

Indicators for quality assurance in connection with programmes and projects for the prevention of sexual violence against children and young people are to be developed in a cooperative dialogue with the responsible organisations. The aim is to optimise the use of resources for maximum impact.\(^{61}\)

### F. Resources for Implementation

####_allocation of Resources

The evaluation and allocation of adequate resources is a stage that requires careful consideration while elaborating NPAs. Only very few countries include a section on the available resources for an effective implementation and this often leads to the abandon and/or the incomplete implementation of the NPA. While drafting the NPA strategies, it is important to evaluate what resources are available and necessary to support the implementation of the projects and programs. Resources should be understood not only as financial, but also those of a material, technical, human and institutional nature that can help implement the Plan. Allocating adequate resources is vital for transforming the NPA into reality.

Some countries have to deal with major financial difficulties and the fact that each of their implementation strategies anticipates a “financial gap” seems inevitable and the lack of resources is often used as a reason that prevents countries from implementing adequate measures against CSEC. However, since resources encompass more than the strict financial factors, efficient management of the global resources can contribute to the provision of resources. However, failing to do so is often linked to the lack of consideration or prioritization of what needs to be done and what resources are necessary.

To avoid the elaboration of measures that would not be carried out, it is preferable if the resources are identified and secured at the outset, prior even to the action planning stages. However, this may not always be possible. In such cases, the assessment of the problem may provide a basis for resource mobilization. When establishing the potential resources, it is necessary to coordinate them and determine how the allocations of funds

are to be divided between the various projects and programs. It is therefore important to allocate funds for each level of implementation, so that the funding allocations should cover all aspects and also reach grassroots programs.

Whereas elaborating a NPA involves many different bodies and actors coming from various sectors, it primarily represents the government commitment to take actions to counter CSEC. Except in circumstances where countries have to deal with particular social and economic concerns, the major part of the funding and allocated resources will come from the government level. Political commitment is thus critical in ensuring the effective implementation of NPA, so that appropriate resources are channeled to support and sustain initiatives against CSEC. Therefore, governments should be reminded that adequate budgetary allocation for concrete actions to combat the commercial sexual exploitation of children is crucial. A good way to achieve the implementation of a specific CSEC plan is to incorporate it into government economic budget. Obtaining cabinet approval of the NPA could guarantee funding for its implementation.

Although much of the funding may come from the government, the contributions of external donors and aid agencies should also be coordinated to the global resources. It is often possible to gain access to a wide range of agencies dedicated to human and child rights (multilateral, bilateral, etc.). Several are already committed to combating CSEC and it is possible to approach others to carry out specific programmes and projects.

G. Management of Resources

The resources which are required to develop and support the NPA are key components to ensure an effective implementation of its measures and programs. A Management committee should therefore be established within the Steering group which will be accountable for the management of the entire resources. To facilitate the management of the various resources, the contributions from all sources should be part of an ordered and systematic strategy that will ensure an effective and efficient flow of resources. Elaborating and following-up this strategy will be the task of the Management committee, in order to provide an efficient way to support the NPA projects and programmes. Even if it represents a common area, the task of the Management committee will slightly differ depending if it makes reference to the financial resources or to the other type of resources.

+ Financial resources

According to the current NPAs, in most of the countries the allocated funds are responsibilities of a Ministry. Despite of the high authority level of the agency accountable for the money, it is important to obtain an agreement within the Steering committee in charge of the NPA with regards to the management of these funds. To secure and to effectively manage the financial resources is particularly important to carry out the NPA efficiently. Therefore, the Management committee will play an important role to observe an effective follow-up of the funds management and to help ensuring that the various donors will honour their commitments.
The Management committee should propose a funding strategy to the Steering committee. This strategy, elaborated in accordance to the financial needs to support the implementation of the NPA projects and programmes, should represent the most efficient manner to allocate the financial resources. Once the Steering committee agrees on this strategy, the Management committee is accountable of its carrying out. The Committee will have to orchestrate the factual allocated amounts to the predict allocations established through the strategy.

As part of the strategy, the committee should plan and do visits, interviews and meetings with the representatives that are responsible for the funds and special programs of the state to try and secure funds. The committee can use materials such as the analysis, reports, portfolio of project profiles, as well as executive summaries to explain the purpose of their proposed activities.

The committee should also plan other activities that seek the support and cooperation of international partners and funding organizations. These activities should be according to the partner’s or organization’s area of interests. They may include, but are not limited to:

- Visits and Meetings
- Forums for Discussion
- Study tours or missions

The same materials can be used as in national visits and presentations. In order to secure the funding, the Management committee will formalize the commitments according to the requirements of the donors. These requirements can be signed agreements, exchange of letters or a Memorandum of Understanding. Agreements and contracts are signed upon receipt of the funds.

In general these agreements and contracts take place between the person or institution responsible for implementing the programs and projects and the donor or funding organization. Nevertheless, to maintain a sense of unity the members of the network should also sign as guarantors of a collective commitment if possible. In addition, the text of these agreements and contracts should clearly indicate that the actions financed are within the framework of the National Plan against CSEC.

To clarify the organization of the funding sources, it could be useful to hold a database of organisations and donors that includes:

- Profiles of the donor or funding agency
- Areas of interest or cooperation
- Previous or ongoing joint efforts in the country
- Related institutions and persons
- Application mechanisms
The Management committee will have to elaborate the same kind of strategy as with the other sources of resources. After the identification of the required resources to establish, implement and support the NPA measures, the Management committee will have to detail a strategy to provide these resources and to follow-up their distribution. An important part of this strategy will be the identification of the potential actors which could provide the resources. The task of the Management committee will be to secure the support of these actors through the NPA process and to coordinate their contributions to conduct the NPA projects and programmes.

III. National Plan of Action: The Final Product

A. Criteria of a Well-designed NPA

More than ten years after the Stockholm congress and the adoption of the Agenda for Action, number of countries have experienced the designing of a NPA against CSEC or have established national measures to counter issues related to CSEC. Based on specific analysis criteria for elaborating a complete NPA, a structure for this planning process can be readily used and adapted as proposed below

a) Key area of action: one of the five areas of action outlined in the Stockholm Declaration and Agenda for Action: child and young’s people participation, coordination and cooperation, prevention, protection, and recovery and reintegration. All areas of action should be included in an NPA against CSEC.

b) Programme: The type of initiative related to the key area of action identified under which specific objectives and projects and activities can be delineated. The programmes selected for an NPA should correspond to the priorities identified by the network.

c) Objectives: objectives connected to each program and the goals to be achieved.

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62 Child protection not always prioritised

A budget analysis conducted by the Ministry of Women and Child Development (MWCD) in India revealed the alarmingly low level of funds allocated for child protection. The total share for child protection in the Union Budget for 2004-2005 was only 0.030 per cent and 0.034 per cent for 2005-2006, while the budget estimates for 2006-2007 remained the same.

Such meager resource allocation reflects the low priority the child protection sector has received from the government, resulting in scanty State intervention and inadequate implementation of relevant action plans. A close examination by the MWCD of existing child protection schemes further revealed many shortcomings and gaps in the infrastructure and implementation of services for children, which calls for urgent attention, especially considering that 40 per cent of the total population in India is under the age of 18.62
d) **Projects/activities:** Specific projects and initiatives to be undertaken which will fulfill the identified objectives. The key activities or steps that are required to carry out the project should be outlined as well.

e) **Target group(s):** Each project should be linked to the specific target group that will constitute the proposed beneficiaries. If the project targets children, their approximate ages or grade levels should be included.

f) **Geographic area:** the geographic location or “level” where the target groups are located. This may be quite general (i.e. provincial or national level) or specific towns, provinces or region may be stated.

g) **Indicators of achievement:** general indicators that will allow the achievement of each described project to be monitored and evaluated for progress. Such indicators may be quantitative or qualitative, and do not have to be exhaustive; a preliminary listing of the main indicators will suffice.

h) **Actors:** All specific organizations, agencies, population sectors and/or individuals that will collaborate to implement the identified project and activities. A focal point agency or organization, which may not necessarily be a government body should be listed first, followed by other actors who will be involved. The participation of children and their families as actors should be kept in mind.

i) **Resources needed:** itemization of technical, material and financial resources that are required to implement each project. As some of these resources may already exist whereas others may still need to be attained, this category may also be split into two parts; the location of committed resources from the sources of potential support.

j) **Time frame:** It is critical to indicate the period in which the outlined projects will be implemented, when they are expected to be achieved, or when they are to be functional. Even if a project is intended to continue for a long period of time, it is important to include WHEN the project will start.

h) **Review mechanism for Evaluation:** Relevant indicators (benchmarks) to evaluate the implementation of the goals and objectives should be included, especially concerning the long-term projects and programmes. These assessments could be conducted through regular consultation, indicators of success or by other means, within specific timetables. Pre-project situational analysis statistics might be incorporated in this baseline.

From these components, the draft of the NPA should be clearly laid out and easily readable. The use of a table of contents, subheadings, definitions and list of acronyms in the NPA chart can help to making it more comprehensible. In addition, when the NPA is developed, it should clearly state who it is intended to address and this should be consistently applied in all of the programmes and policies. While some of the measures, projects and programmes could be established to target the specifics needs of a certain group or minority, for instance, it is important that the NPA provides an overall protection against CSEC to every child.

### B. Examples of Projects and Policies

Projects and policies which generally form part of a National Plan of Action against CSEC would include the following:
Education and Raising Awareness on CSEC
- Campaign to end abuse in the family
- Sexual education in schools
- TV and radio programs and advertising on CSEC
- Parental education and child education on self-protection

Legal Reform
- Political commitment to ensure laws are compatible with International conventions
- Train Judicial officers, police and immigration officials on CSEC and child friendly procedures
- Ensure enforcement of laws and adequate penalties for CSEC perpetrators
- Create departments of trained personnel to handle youth in conflict with the law
- Unify action amongst Stakeholders of all levels (eg. Local police collaborate with those from other jurisdictions, and well as international officials)

Victim Rehabilitation
- Psycho-social care for child victims
- Vocational training of child victims
- Counseling for families of child victims
- Establish shelters and rehabilitation centres
- Training for parents and caregivers

The new Spanish Integrated Plan for fighting the International Trafficking of Women, Girls and Boys

In an effort to analyse the relationship between sexual exploitation and child trafficking, the Spanish Joint Parliamentary Committee on Women’s Rights published a Report on the traffic in women, boys and girls exploited for sexual services. This first report in Spain on the international trafficking of women, girls and boys proposed an Integrated Plan for Fighting the International Trafficking of Women, Girls and Boys which was adopted in December 2008.

This plan will be operational for the period 2009-2011 and is based on the recognition that the prevention and elimination of child trafficking necessitate public awareness of the origin, transit and destination countries, and also measures to prevent and reduce people trafficking, to punish the traffickers and protect the victims.

The Plan is based on five broad areas including prevention measures to create public awareness of the seriousness of the issue and of the particular vulnerability of women and girls. It includes campaigns to promote zero tolerance of trafficking, information campaigns in the countries of origin regarding opportunities for legal immigration as well as information campaigns conducted by embassies, airports and ports. The second area contains education and training measures in order to develop educational models based on respect and equal opportunities between women and men. The programmes will be introduced in educational institutions to promote an understanding of equality of opportunities from a gender perspective as well as special training programmes and courses designed for teachers, the security and police forces, judges, prosecutors etc. in order to help them better identify the causes of trafficking and respond to them adequately. Furthermore, measures are also provided to inform, raise awareness and educate children, parents, teachers and other internet users on the use and abuse of the internet, emphasising complaint mechanisms. The third area contains assistance and protective measures for victims such as the creation of special centres to help the integration of victims; protection of victims and witnesses; improved financing for NGOs working in these areas; and the elaboration of guidelines on the correct treatment of victims. The fourth area contains legislative and procedural measures and the fifth and final area refers to coordination and cooperation measures, and includes activities such as studies and research to identify the scale of this phenomenon; coordination of all police departments and collaboration with Interpol and Europol in
exchanging information and applying procedures to detect and eliminate trafficking networks; and creating a national committee or office to promote collaboration between the Police Office, prosecutors, judges, NGOs and relevant public authorities and the youth welfare authorities of the autonomous communities.63

C. Model of a National Action Plan64

ECPAT International has developed a Model National Plan of Action which can help to identify relevant measures and gaps in governmental programmes and initiatives. This model Plan does not present an exhaustive list of all parties or activities. Recognizing that different governmental structures exist around the world, we have used the word ministry as a rather generic term to include all government departments and agencies involved directly in the issues surrounding CSEC. Support and cooperation in all activities are required by all government agencies, IGOs, NGOs, CBOs and the communities in order to achieve the full implementation of the Plan and the end of commercial sexual exploitation of children.

Countries are urged before embarking on the implementation of the Plan to clarify their policies and existing legal frameworks aimed at combating CSEC and to identify the causes and factors which lead children, both boys and girls, to be vulnerable to CSEC. The Plan is useful to all sectors and stakeholders alike to fully implement laws and regulations against trafficking, pornography, and sexual abuse of children.

This model Plan is presented in a table format. The first column indicates some of the objectives to be achieved. The second column lists some of the activities, but it is not an exhaustive list. The third column indicates who some of the actors would be in implementing the activities. The last column gives a list of possible indicators of achievement; again this is not an exhaustive list. This last column is very important in order to gauge the level of success of the activities individually and of the Plan as a whole.

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64 ECPAT International, Model of a National Plan of Action, http://www.ecpat.net/EI/Global_npaModel.asp#npa
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</table>
| 1. To identify ongoing causes of vulnerability and patterns of exploitation among girls and boys experiencing CSE and gaps in existing legislation, policies and services that protect children. | a. Conduct research on causes of vulnerability.  
b. Conduct research on incidence and patterns of exploitation.  
c. Produce, collect and circulate relevant research reports, statistics and information from conferences, relevant government agencies, IGOs, NGOs, and CBOs dealing with CSEC.  
d. Regular updates on the situation of CSEC.  
e. Complete a national assessment of policies and legislation, which address CSEC.  
f. Identify gaps in existing structures, policies and legislation and make proposals to close them.  
g. Report to Committee on Rights of the Child on national implementation of the Convention on Rights of the Child [CRC] including a section on CSEC in the report.  
h. Allocate specific funds and resources in national budget to combat CSEC. | • Ministries (e.g. Social Welfare, Justice, Finance)  
• Other government agencies (e.g. Police)  
• UN agencies (UNDP, ILO, UNICEF)  
• IGOs (WTO, IOM)  
• NGOs and intersectoral committee to monitor the progress of the action plan  
• CBOs | 1. Clear identification of the causes of vulnerability and patterns of CSEC within country.  
2. Established and successful resource center on CSEC issues.  
3. National appraisal of laws and policies completed.  
4. Gaps in policies, structures and legislation identified and strategy to overcome them developed.  
5. Enactment of clear policy guidelines on CSEC.  
6. Allocation of funds and resources towards the elimination of CSEC.  
7. Regular reports to the Committee on CRC by both government and NGOs with a section on CSEC. |
| 2. To ensure public, political, community and official awareness of child abuse and CSEC. | a. Raise awareness among politicians and community leaders as well as the general public through information sharing and information campaigns.  
b. Ensure wide media coverage on the issue of CSEC.  
c. Sensitise travelers on relevant laws including information on extraterritorial jurisdiction.  
d. Include awareness about CSEC and guidelines for prevention and action in tourism and travel personnel training.  
e. Provide information to travelers against child sex tourism.  
f. Set travel and tourism industry standards.  
g. Encourage non-stigmatization of victims. | • Ministries (e.g. Social Welfare, Tourism, Justice)  
• Other government agencies (e.g. Police)  
• Media  
• Community leaders  
• Political parties  
• NGOs  
• CBOs | 1. Increased levels of awareness on CSEC issues of the public, politicians, government officials and the community.  
2. Active media coverage of CSEC issues.  
3. Information and campaign tools against child sex tourism, e.g. posters, leaflets, in-flight videos, etc.  
4. Increased general awareness among tourists on extraterritorial effect of legislation on child sex abuse.  
5. Education component in tourism schools.  
6. Codes of Conduct for travel and tourism industry in place and followed. |
### OBJECTIVES

3. To ensure international cooperation and coordination in prosecution of offenders and protection of children.

#### TYPES OF ACTIVITIES

a. Pass legislation to give extraterritorial jurisdiction for sexual offences against and trafficking of minors.

b. Make extradition treaties for cases relating to child sexual exploitation or trafficking.

c. Make bilateral/multilateral arrangements with countries from or to which children are trafficked to prevent trafficking of children and ensure safe return of trafficked children.

d. Provide monitoring systems to ensure that trafficked children returned to their own homes and countries are safe.

e. Ensure national police representation on INTERPOL Standing Working Party on Offences (SWP) Against Minors.

f. Nominate a national INTERPOL focal point for inquiries and reporting.

g. Increase communication and cooperation between prosecutors and police forces in sending and receiving countries.

h. Increase information shared between countries to close down trafficking routes.

i. Train relevant embassy staff to assist in tracing offenders and missing children and to provide an adequate information service to prosecuting authorities.

j. Ensure mandate of police liaison officers stationed abroad includes offences against children.

#### PROBABLE ACTORS

- Ministries (e.g. Foreign Affairs, Justice, Immigration, Customs)
- Other government agencies (e.g. Police)
- Legislative bodies
- UN agencies (UNDP, ILO, UNHCHR)
- IGOs (INTERPOL, IOM)
- NGOs

#### INDICATORS OF ACHIEVEMENT

1. Extraterritorial legislation against child sexual abuse.
3. Local, international/multilateral arrangements for return of trafficked children to their homes with monitoring provisions.
4. Active police representation on INTERPOL SWP.
5. Embassy staff trained in providing mutual legal assistance.
6. Police liaison officers mandated to deal with CSEC related issues.
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<td>4. Ensure that there are comprehensive laws that cover all aspects of CSEC.</td>
<td>a. Criminalise all forms of abusing children through prostitution and trafficking for sexual purposes, including penalties for exploiters, procurers, brothel owners and parents who sell their children. b. Criminalise all aspects of child pornography including pseudo pornography, its production, distribution and possession. c. Ensure that legislation reflects the child as a victim and not as a criminal by making 18 the age of protection against all forms of sexual exploitation. d. Ensure legislation protects girls and boys equally. e. Rather than following the &quot;innocent till proven guilty&quot; concept, require that an accused, against whom an allegation of child sexual exploitation is made, justifies their connection to the child.</td>
<td>• Ministries (e.g. Justice, Attorney General) • Legislative bodies • Bar councils and/or societies</td>
<td>1. Legislative enactment criminalising all forms of abuse of children through prostitution, trafficking of children and child pornography. 2. The legal age of protection against CSEC is 18 for both girls and boys. 3. No gender bias in laws.</td>
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<td>5. Enforcement of laws to protect children from CSEC.</td>
<td>a. Indicate political commitment to enforcement of laws. b. Train law enforcement officials to investigate and charge child sexual abuse cases while respecting the best interests of the child. c. Create specialized and properly resourced child protection units in the police to deal with child victims with proactive powers of investigation and rescue. d. Create specialised police units for proactive detection and prosecution of makers, distributors, and possessors of child pornography. e. Prosecute all law enforcement officials involved in or aiding child sexual exploitation including the acceptance of bribes. f. Monitor movements and share information on convicted child sex offenders via INTERPOL or directly with foreign police and immigration</td>
<td>• Ministries (e.g. Justice, Social Welfare, Attorney General, Foreign Affairs, Immigration) • Local government • Other government agencies (e.g. Judiciary, Police, Customs) • UN agencies (e.g. ILO, UNHCHR) • Bar councils and/or societies • Tourism and travel industry • IGOs (e.g. INTERPOL, WTO) • NGOs • CBOs • Legal aid clinics</td>
<td>1. Public statements by government making clear commitment to enforcement of laws. 2. Successful investigations and increased convictions of child sex abusers and traffickers. 3. Specialized police units established and functioning. 4. Police training modules developed and used. 5. Prosecution of corrupt officials. 6. Inservice training to passport control officials and immigration. 7. Police procedures in place to monitor movements of convicted offenders. 8. Procedures in place to record foreign as well as national convictions against child sex offenders. 9. Training modules for officials developed</td>
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| 6. To ensure that children are not victimised by the legal system. | a. Educate judicial personnel, prosecutors and police on laws, policies and attitudes to combat CSEC.  
| b. Develop child friendly and culturally sensitive legal procedures, rules of evidence and prosecution guidelines for prosecuting sexual offences committed against children.  
| c. Provide legal assistance, social welfare care and support services for child victims. | • Child victims of trafficking and used.  
| 10. Trafficking routes detected and closed.  
| 11. Monitoring system in place for known trafficking routes. | • Ministries (e.g. Justice, Social Welfare, Attorney General)  
| • Local government  
| • Other government agencies (e.g. Judiciary, Police)  
| • Bar councils and/or societies  
| • NGOs  
| • CBOs  
| • Legal aid clinics  
| | 1. Workshops and inservice courses attended by judicial personnel, prosecutors and police on new legislation, attitudes and policies on CSEC.  
| 2. Evidential rules to ease acceptance of evidence by child victims in place and in use.  
| 3. Child friendly and culturally sensitive prosecution guidelines in place and in use.  
| 4. Legal aid clinics providing services to sexually exploited children.  
| 5. Accessible social welfare service points for child victims.  
<p>| 6. Provision of transport, visa and support arrangements for children abused in another country assisting them to testify. |</p>
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<td>7. To reduce factors that make children vulnerable to CSEC.</td>
<td>a. Provide vocational and life skills training and/or non-formal education for children who leave the regular school system.</td>
<td>Ministries (e.g. Health, Education, Social Welfare, Justice)</td>
<td>1. Established vocational training centers.</td>
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<td>b. Provide viable income generation programs for families of children at risk.</td>
<td>Other government agencies (e.g. Police, Judiciary)</td>
<td>2. Constant use of peer education programs on the dangers and effects of CSEC.</td>
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<td>c. Promote programs at grassroots level to tackle poverty and unemployment.</td>
<td>UN agencies, (UNICEF)</td>
<td>3. Reduction in numbers of children in the sex trade.</td>
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<td>e. Ensure that laws, policies and practices do not discriminate against children of ethnic minorities.</td>
<td>CBOs, Parents/guardians, Teachers, Community leaders</td>
<td>5. Non-discriminatory laws, polices and practices in place.</td>
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<tr>
<td>8. To ensure that children are educated to protect themselves against CSEC.</td>
<td>a. Provide compulsory universal free primary education for all children regardless of nationality or ethnic background.</td>
<td>Ministries (e.g. Education, Finance Youth, Social Welfare, Justice, Employment)</td>
<td>1. 100% attendance at school by all primary school aged children.</td>
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<td>b. Encourage and promote school enrollment, particularly among groups with low levels of school attendance.</td>
<td>Curriculum development authorities, Teachers, Parents, Peer educators, CBOs, Police, Children</td>
<td>2. Increase in levels of educational achievement of children in deprived communities.</td>
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<td>c. Train school staff on CSEC focusing on prevention and protection.</td>
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<td>3. Increased awareness and participation of teachers on prevention of sexual abuse.</td>
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<td>d. Ensure curriculum content on CRC with focus on articles 34 and 35.</td>
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<td>4. Curriculum content on child rights in all primary schools.</td>
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<td>e. Provide after-school, extracurricular and personal development programmes for children at risk to counter factors that make them vulnerable.</td>
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<td>5. “Stay Safe” programs in all primary schools.</td>
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<td>f. Provide programmes on sexual abuse and exploitation for all children appropriate to their age.</td>
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<td>6. Fewer children vulnerable to exploitation.</td>
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<td>g. Encourage teachers to report suspicions of child sexual abuse.</td>
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<td>7. Established system for reporting and investigating suspected child sex abuse.</td>
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<td>h. Check employees who work with children for previous sex offences against children and bar them from working with children.</td>
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<td>8. Registry of sex offenders.</td>
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<td>9. Legal entitlement for organisations working with children to check criminal records of prospective employees.</td>
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<td>9. To prevent computer literate children from being sexually exploited.</td>
<td>a. Develop and promote an internet use policy for children (e.g. Net Smart rules).</td>
<td>• Ministries (e.g. Education, Justice, Interior, Home)</td>
<td>1. NetSmart rules widely available.</td>
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<td>b. Provide information about suitable filtering software for parents and teachers.</td>
<td>• Other government agencies (e.g. Attorney General, Judiciary, Police)</td>
<td>2. Increased use of filtering software.</td>
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<td>c. Develop cooperation strategies between law enforcement agencies and Internet Service Providers (ISPs) to block, remove, report and prosecute illegal content.</td>
<td>• Internet Service Providers • Software developers • NGOs</td>
<td>3. Cooperation arrangements between ISPs and police in place to block illegal content</td>
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<td>d. Develop codes of conduct for ISPs</td>
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<td>4. Monitoring of activities of ISPs</td>
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<td>5. Strict Code of Conduct to be followed by ISPs.</td>
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<td>10. To provide health care and sex education for young people.</td>
<td>a. Provide free and accessible health care for children.</td>
<td>• Ministries (e.g. Health, Social Welfare, Education, Finance)</td>
<td>1. Infrastructure and resources in place supporting free health care for children.</td>
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<td>b. Train medical professionals in identifying cases of sexual abuse and reporting it.</td>
<td>• Other government agencies • UN agencies, (e.g. UNICEF, WHO)</td>
<td>2. Increased awareness of sexual abuse among medical professionals.</td>
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<td>c. Provide age appropriate information on sexual relationships, gender sensitivity, and STD prevention in schools, clinics or through community based activities.</td>
<td>• NGOs • CBOs • Teachers • Parents/guardians • Peer educators</td>
<td>3. System for reporting abuse in place.</td>
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<td>4. Improved knowledge of sexual relationships and risks among young people.</td>
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<td>5. Reduction of incidences of STDs among young people.</td>
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<td>11. To encourage community understanding of the child especially protection and prevention of CSEC.</td>
<td>a. Conduct community education programs which promote the rights and importance of children.</td>
<td>• Ministries (e.g. Social Welfare, Education, Justice)</td>
<td>1. Positive change in values and attitudes among communities where sale of children is widespread.</td>
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<td>b. Educate and mobilize parents and communities against CSEC in all its relevant forms e.g. sale of children, child marriage, etc., and discourage sale and trade of children for financial gain.</td>
<td>• Other government agencies • UN agencies, (e.g. UNICEF)</td>
<td>2. Reduction in child marriages,</td>
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<td>c. Establish monitoring systems for children at risk.</td>
<td>• NGOs • CBOs • Teachers • Parents/guardians • Peer educators</td>
<td>3. Reduction of the incidence of sexually exploited children.</td>
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| 12. To provide services to rescue and protect children from CSEC. | a. Provide accessible complaint mechanisms for children to seek assistance e.g. telephone hotlines, rural focal points, etc.  
b. Provide mechanism for public reporting on suspected child abusers e.g. police hotlines, etc.  
c. Provide safe shelters for street children and other children at risk of sexual exploitation.  
d. Provide information to officials, care givers and NGOs working with abused children on the services available and the location of such services e.g. shelters.  
e. Train personnel who work with children in gender sensitivity and child friendly procedures.  
f. Develop cooperation and networking between civil society, NGOs and law enforcement agencies to identify and rescue children trapped in commercial sex work. | • Ministries (e.g. Health, Social Welfare, Finance)  
• Other government agencies (e.g. Police)  
• UN agencies (e.g. UNICEF)  
• NGOs  
• CBOs  
• Community leaders  
• Teachers  
• Parents/guardians | 1. Accessible complaint mechanisms developed.  
2. Police hotline for reporting suspicious cases in place.  
3. Infrastructure and resources in place to provide shelter for children at risk.  
4. Knowledge of services available for abused children widespread.  
5. Component on gender sensitivity and child friendly procedures in personnel training of social services.  
6. Increased incidences of children rescued from exploitation.  
7. Regular meetings and exchanges of information between NGOs and law enforcement agencies. |
| 13. To enable children who have experienced CSEC to recover and reintegrate. | a. Provide psycho-social counseling for child victims and their families.  
b. Provide alternative schooling for child victims.  
c. Educate families and communities not to stigmatise or blame child victims.  
d. Establish alternative income sources for children rescued from CSE and their families.  
e. Provide alternative settlement programs for children who choose not to return home.  
f. Enable victims to claim and extract compensation from their exploiters, and arrange for unbiased supervision of any monies obtained by the victim. | • Ministries (e.g. Justice, Social Welfare, Education)  
• Other government agencies (e.g. Police, Judiciary)  
• NGOs  
• CBOs  
• Community leaders  
• Child victims | 1. Infrastructure and resources available to support child counseling programs and other aspects of recovery.  
2. Special schools component for child victims.  
3. Increased awareness and understanding of factors that make children vulnerable to exploitation by families and community members.  
4. Alternative income sources available.  
5. Programmes in place to support children not living at home.  
| 14. To encourage age appropriate child participation. | a. Identify and establish support networks of children and young people as advocates and peer educators of child rights.  
b. Encourage children to identify ways to stop CSEC and incorporate their suggestions into plans and programmes at all levels. | • Ministries (e.g. Education, Social Welfare)  
• UN agencies (UNICEF, UNDP)  
• NGOs; CBOs  
• Parents/guardians, Children | 1. Mechanisms for including young peoples’ views in programs affecting children.  
2. Peer education programmes in place. |
D. Getting ready to implement the National Plan of Action

The successful implementation of the Nation Plan of Action is contingent on the diligence with which phases one and two have been carried out. Its effectiveness is most ensured where all relevant stakeholders have been meaningfully incorporated throughout the entire NPA development process, these stakeholders have taken ownership of the plan and have invested themselves in its follow-through, resources for the plan have been committed, CSEC as an issue in the country has been adequately assessed through a comprehensively conducted situational analysis, all relevant aspects of the issue have been accounted for and room in left for adapting where new facets of the issue emerge.

The NPA is meant to be a fluid document that is able to adapt as circumstances change and new information comes to light. It is not intended to function as a rigid, step-by-step guide on how the country might go about eradicating CSEC. Because the scope and functioning of the issue are ever changing, and its perpetrators eternally attempting to adapt to the circumstances presented to them, governments and anti-CSEC stakeholders must in-turn act in an adapting, prospective manner.

E. Raising Awareness for the NPA’s Implementation

Once the Steering committee has finished drafting the Nation Plan of Action and its strategies for the protection of children against CSE, it is crucial that the Stakeholders invest in creating a favourable environment for the plan’s implementation. A strong advocacy campaign against CSEC, and the awareness of the issues this prospers in the country, will be instrumental in doing so. Raising awareness of CSEC throughout the country and across sectors increases receptiveness of and support for the plan, and it stimulates enthusiasm and activity for further initiatives to combat CSEC.

The NPA should have included a strategy on how to conduct a carefully orchestrated advocacy campaign, targeting children and their families, and community actors with a stake in CSEC protection measures, such as school and health care officials, politicians, policemen and other relevant authorities. Advocacy programs should be developed in a way that enables them to be sustained over a long period of time, allowing them the potential to have a real lasting impact – the programs ought to be comprehensive, systematic and well organized. This will require an agency and/or a committee designated to be accountable for developing such advocacy documents and programming (tv, print, pamphlets, posters, fact sheets, radio spots, guest lectures etc.).