



International  
Labour  
Office  
Geneva

# Guidelines on the design of direct action strategies to combat commercial sexual exploitation of children



**International Programme on the Elimination  
of Child Labour (IPEC)**



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**on the design of direct action strategies**  
**to combat commercial sexual**  
**exploitation of children**

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**of Child Labour (IPEC)**

**International Labour Office**  
**Geneva**

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# Introduction

This document is a project planning tool for designing strategies of an IPEC action programme to combat commercial sexual exploitation in children. Its application is however encouraged, at the user's discretion, beyond the ILO-IPEC scope. Intended users include designers, officers and managers of projects, programmes and activities aiming at combating this exploitation of girls and boys.

The guide is put together with an assumption that its users are already familiar with the issues of commercial sexual exploitation of children (CSEC), child sexual abuse, child trafficking for sexual exploitation, gender discrimination and worst forms of child labour.

It is also assumed that users are well informed of key provisions of the ILO Conventions on minimum age (No. 138) and on the worst forms of child labour (No. 182), of the principles of the UN Convention on the Rights of the Child and its Optional Protocol on the sale of children, child prostitution and child pornography, of the essence of the Stockholm Agenda for Action, of the provisions of the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons (Palermo Protocol), of the UN Study on violence against children as well as of other relevant international, regional and national instruments.

The main aim of this catalogue is to offer a simple toolkit and guidance that helps project designers in selecting or devising most appropriate strategies and actions to combat CSEC at the community or local level. Strategies at the national level are also briefly described to show the context in which the community level actions need to be taken.

The guide explains some delicate issues of CSEC, so much so that users can see the link between these issues and the desired strategies. Sufficient information is also given in forms of good examples, technical notes, key pointers, and do's and don'ts, which are extracted from work experience of ILO-IPEC and its counterparts all over the world.

The guidelines are meant to help project designers in elaborating the Strategy section of an IPEC Action Programme Summary Outline (APSO).



# Definitions and characteristics

## What is meant by commercial sexual exploitation of children (CSEC)?

The ILO considers commercial sexual exploitation of children a serious violation of the human rights of children and adolescents and a form of economic exploitation similar to slavery and forced labour, which also implies a crime on the part of those who use girls and boys and adolescents in the sex trade.

Commercial sexual exploitation in children includes all of the following:

- The use of girls and boys in sexual activities remunerated in cash or in kind (commonly known as child prostitution) in the streets or indoors, in such places as brothels, discotheques, massage parlours, bars, hotels, restaurants, etc.
- The trafficking of girls and boys and adolescents for the sex trade.
- Child sex tourism.
- The production, promotion and distribution of pornography involving children.
- The use of children in sex shows (public or private.)

Similarly, the Stockholm Declaration defines the commercial sexual exploitation of children as “a form of coercion and violence against children (that) amounts to forced labour and a contemporary form of slavery,” While the Palermo Protocol defines the term “exploitation” to include “the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” The recent UN study on violence against children<sup>1</sup> also recognizes that the exploitation of children under 18 in prostitution, child pornography and similar activities constitutes violence.

### Box 1 What is CSEC?

CSEC is the sexual exploitation by an adult with respect to a child or an adolescent - female or male – under 18 years old; accompanied by a payment in money or in kind to the child or adolescent (male or female) or to one or more third parties.

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<sup>1</sup> Report of the independent expert for the United Nations study on violence against children. Para 67, Page 19, presented by the United Nations Secretary-General to the Third Committee of the General Assembly in New York on 11 October 2006 (Sixty-first session, Item 62 (a) of the provisional agenda\*. Promotion and protection of the rights of children. Reference A/61/299)

## Child and adolescent victims: Who are they?

- Girls, boys and adolescents who are victims of internal and cross-border trafficking for the purpose of sexual exploitation.
- Girls, boys and adolescents who are engaged in prostitution either on the streets or in establishments.
- Girls and boys who are used in pornography and sex shows.
- Girls and boys who are used to satisfy sexual gratification of paedophiles.

### Box 2

#### The Age Criteria

The right to integral protection, which persons below 18 years enjoy is inalienable, be they children or adolescents. It is crucial to work with communities to recognize this right and to change the attitude that associates childhood with the years only up until the beginning of puberty, which creates a gap in legislation and in practices to protect childhood and adolescence.

#### Child

According to Article 1 of the UN Convention on the Rights of the Child, 1989: “A child means every human being below the age of 18 years unless under the law applicable to the child, majority is attained earlier.” And, Article 2 of the ILO Worst Forms of Child Labour Convention, 1999 (182) states: The term “child” shall apply to all persons under the age of 18.

#### Adolescent

Adolescence is a time when children develop adult physical characteristics. The official UN working definition of “adolescent,” as set forth jointly by UNFPA, UNICEF and the World Health Organization, is the age group 10-19.

## Vulnerability factors: The push and pull factors

### Family-related factors

- Poverty and ostracism
- Ethnic minorities and social exclusion
- Weakening of family and community networks
- Absence of parental figures or single parenthood
- History of sexual abuse within families
- Witnessing or being victims of domestic violence
- HIV/AIDS infection in family
- Practices of prostitution among family members

### **Child-specific factors**

- Absence of legal identity or documentation, lack of citizenship
- Street children, homelessness
- Expulsion or exclusion from school
- Child pregnancy and maternity
- Consumerism, low self-esteem,
- History of drug and alcohol abuse

### **Environment-related factors**

- Existence and practice of child labour
- Work or live in risk environments e.g. small brothels, bars, inns, streets, slums
- Negative peer pressure
- Tolerance of prostitution at community or national level
- Existence of sex tourism

It is a universal fact that a greater number of girls than boys suffer sexual exploitation. Their vulnerability is closely related to gender inequalities existing within particular societies. Boys and male adolescents engaged in commercial sex are nevertheless even more invisible than girls due to the prejudice against homosexuality. The high public tolerance on this issue and the male perception of sex with children are among the negative attitudes that allow CSEC to exist.

### **The criminal aspect of CSEC**

Commercial sexual exploitation of children is one of the worst forms of child labour, a crime similar to slavery and forced labour. It is therefore obligatory to prosecute offenders in order to ensure safety and prevent re-victimization of the child or adolescent in question. Child victims will have to endure the process of prosecuting their exploiters, special care and protection is of utmost importance to prevent further trauma on victims. Likewise, the process has to involve actors of multi professional capacities in order to generate efficient victim care and protection and pursue legal actions against perpetrators.

Report and sanction of exploiters are important actions to combat CSEC. The client-exploiters have to be denounced while in other forms of child labour, there may be a compromise. Since criminal networks are often involved in trafficking or arranging children for commercial sex, the issue of witness safety is crucial as lives of children, their families and staff of care-giving organizations could be in danger. Strong collaboration with law enforcement bodies is highly critical.

## Special care for victims

The psychosocial effects on the children who have been through commercial sexual exploitation are immense, and a specialized support through a holistic, integrated care model is necessary to ensure full rehabilitation and reintegration of the victims. It is not enough to remove the children from abusive situations, place them back home and assume that this is fine. The children need on-going professional help to de-construct the horrible abuse that they have experienced in order to re-construct an identity as a child and move on with a defined life project. The children need a day-to-day follow up from experienced caregivers and each child needs an intervention plan that is tailored to her or his specific needs.

### Box 3 Be inclusive

Projects to combat CSEC need to apply the broad framework of the ILO Worst Forms of Child Labour Convention No. 182 when dealing with the issue of commercial sexual exploitation in children. Often, CSE is not the first destination of the abused child. Designers should therefore pay attention to all groups of child labourers, such as children in domestic work, child street vendors, street children etc. and use vulnerability factors to determine whether they are at risk of falling victims of CSE.

Reintegration of child victims of commercial sex is often harder than other forms of child labour. This is especially the case children infected with HIV. The children must not be taken out of their community but be reintegrated as soon as possible. This requires extensive counselling and support for families. If a family exists, it is important that the family goes through the rehabilitation process with the child in order to ensure a smooth return to home. This is particularly important in the case of children being HIV infected, where reintegration can be more difficult.

Putting a child in a shelter should be the last option and only taken when it is proved that returning to family or finding foster care is not possible. In any case, the best interest of the child should not be compromised. Where there is no family, reference centres should act as a transitory shelter until the child or adolescent can be reintegrated into a protective community environment.

It is equally important to address, reduce and eliminate, when possible, the various vulnerability factors that are present in the community in order to create an enabling environment and prevent reintegrated children from being re-victimized.

## The legal framework

### **The ILO Worst Forms of Child Labour Convention, 1999 (No. 182)**

The Convention calls on ratifying member States to undertake immediate and effective measures to prohibit and eliminate the use, procuring or offering of children for prostitution, the production of pornography or for pornographic performances (Article 3 (b)). These specific definitions of exploitation make the Convention the most powerful tool available for upholding children's rights to protection in the work sphere.

#### **Article 3 of the ILO Convention 182**

- all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage, and serfdom and forced and compulsory labour, including forced and compulsory recruitment of children for use in armed conflict;
- the use, procuring, or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.

### **UN Convention on the Rights of the Child**

This universal instrument calls for States to (1) recognize the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or be harmful to the child's health or physical, mental, spiritual, moral or social development, and, (2) to take all appropriate national, bilateral or multilateral measures to prevent the inducement or coercion of the child to engage in any unlawful sexual activity, the exploitive use of children in prostitution, pornographic performances or materials or any unlawful sexual practices.

### **Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography**

The Protocol demands that the State gives particular attention to protect children who are especially vulnerable to commercial sexual exploitation and takes all feasible measures to ensure all appropriate assistance to victims-survivors, including their full social reinsertion and their full physical and psychological recovery.

## **UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children (Palermo Protocol)**

The Protocol defines trafficking in persons as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. To this effect, “exploitation,” is described to include among others, “the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”

Note: The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in this article, e.g. coercion, abduction, fraud, deception among others.

### **Box 4 Trafficking and CSEC**

It must be noted that trafficking and commercial sexual exploitation are not the same things although the former may often lead to the latter. Practitioners need to be well informed of trafficking definitions in order to define whether or not a child victim of commercial sexual exploitation is also a child victim of trafficking. This can be done by making reference to definitions in Article 3 of the ILO Convention No. 182 and in the Palermo Protocol.

## **The Stockholm Declaration and Agenda of Action (1996)**

This document was adopted at the World Congress against Commercial Sexual Exploitation of Children and it obliges all participating countries in the meeting to draw up a National Plan of Action to address this problem. There is a mechanism to follow up on the development and implementation of the national plans.

# Overview of strategies to combat CSEC

The main strategies to combat CSEC can be simply divided into two levels, national and community:

- 1) **National level strategies** including awareness raising to reduce public tolerance and demand for CSEC; campaign for legislative changes for stricter sanctions of exploiters; better protection of victims-survivors and improvement of law enforcement mechanisms; and strengthening capacity of law enforcement bodies as well as cooperation and dialogues among institutions. The main aim of the national level strategies is to create an enabling environment that fosters actions at the community and local level.
- 2) **Community level strategies** including prevention in communities at risk through awareness education, socio-economic and educational support to children and families; prevention in communities with CSEC through cooperation with the concerned sectors and awareness raising campaign; and direct assistance to victims-survivors by means of outreach, withdrawal, rehabilitation, reintegration and family empowerment.

Interventions at cross-border, regional and international levels are especially important in the case where the project also aims at addressing trafficking of women and children for the purpose of sexual exploitation.

In terms of victim assistance, interventions should follow two major steps:

- **Emergency assistance** which depends on the situation of the child and might include taking her/him out of a brothel or a street, providing her/him with health care and treatment, putting her/him in a safe place such as at the family home (first option), a foster home or foster family (second option) or a shelter (last option); and
- **Medium term assistance** which requires an elaboration of intervention plans that follow the standard practice of a care providing organization and that observe the best interest of the child.

## Key pointers

- Commercial sexual exploitation of children is a crime; all interventions should therefore be coordinated with the justice system.
- Children must be removed and protected from the sex trade without compromise, and their physical and emotional recovery must be fostered, with socio-economic alternatives available to them and their families.
- Fundamental principles for assisting victims of exploitation should be respected by state institutions and all actors involved, using multi-disciplinary approach and observing the best interest of the child.

- Integration of actions and services should be ensured so that responses are not proposed in an isolated and repetitive manner.
- Assistance should comprise comprehensive components, e.g. rights to life, health, family life, dignity, privacy, housing, basic services, education, recreation.
- An intervention should provide specific responses to the particular situation of the children, taking into account their best interest as well as social, cultural and economic conditions of their families.
- The right of children and adolescents to express their opinion and to participate in the design of intervention plans should be promoted and respected.
- Emphasis should be put on working with and strengthening existing national and local governmental institutions and structures to ensure continuity of services.
- Preference should be given to prevention rather than cure because it is more cost-effective and it can reduce the damage done to the family and the society.
- Provision of quality basic services must be guaranteed at the local level, including legal protection and psychological care which is linked with the efforts to maintain children in school.
- Gender sensitivity should be observed in all stages of project planning and implementation.
- Inter-agency collaboration should be established at the national level with UN and international agencies active in CSEC, health, youth, women, children's rights and HIV/AIDS issues in order to broaden the impact of the intervention.

**Box 5**  
**Sustainability and ownership**

In all cases, the design of strategies to combat CSEC and project implementation in the IPEC context should be of a pilot-testing or demonstration nature for which the ultimate aim is to identify a proven model that can be replicated in a wider context and taken over by the national institutions. The capacity of these national partners should be strengthened throughout the demonstration process so that they can continue to provide long term care for the populations at risk and victims of CSEC.

# Knowing the stakeholders

## Users' guide

**Why?** This section aims at familiarizing project designers with groups of actors and their potential roles in combating CSEC.

**How?** The proposed list of stakeholders and actions can be used in two ways: (1) for an implementing agency to explore what it could possibly do (where to start), and (2) for a project designer to explore who are stakeholders on the issue and what they can do (who can do what).

**Outcome:** Users will be able to effectively elaborate and incorporate the various groups concerned and their project roles in the project document. This should help strengthen the sections of Target Groups, Institutional Framework and Collaborating Institutions of the Action Programme Summary Outline.

Actors to combat commercial sexual exploitation of children are diverse and they can play complimentary roles. In simple terms the stakeholders can include (1) beneficiaries who will directly benefit from the actions, (2) potential implementing partners who share visions and objectives of the project, (3) decision makers whose actions can have positive or negative effect on the problem, and (4) adversaries who have opposing or conflictive views with regards to the problem or the project.

The below list (by alphabetical order) describes key stakeholders and their possible roles as beneficiaries, as decision makers and as potential partners. Typically, adversaries to the project could be viewed as target of awareness raising and improved law enforcement. Many of the roles apply to more than one group of actors. The list should help project designers to identify strategic actions and partnerships with the different groups.

A matrix of stakeholders and possible actions against CSEC is presented in Diagram 1.

Note: The Annotated Action Programme Summary Outline format describes AP target groups as Intended Beneficiaries (i.e. working children and family members) and Direct Recipients (intermediate partner groups or community groups, workers' and employers' organizations, governmental and non-governmental organizations or departments). Stakeholders should be placed appropriately under these two groups when an APSO is drawn up.

**Note:** By reviewing stakeholders' roles, project designers are expected to be able to design coherent strategies that promote coordination mechanisms among them. Since no single institution can address all the needs of the target populations, it is advisable that implementing agencies create alliances with specialized organizations to ensure comprehensiveness and higher quality of services.

**Academic and research institutions:** This group can contribute to building the knowledge base on the issue by initiating qualitative and quantitative research studies and/or carry out fact finding activities in all areas related to CSEC such as the demand side of commercial sex with children, male and masculinity and its effect on the issue, gender inequality, psychosocial needs of the victims among others.

**Children and adolescents:** These are the most important stakeholders who can participate actively in the design of intervention plans to care for and reintegrate victims or survivors and take part in awareness education. They can form children's and youth's clubs which promote their rights to play and education as well as act as peer educators. They can express their own needs in matters concerning their lives and initiate own activities to reach other children and adolescents in need.

**Community groups:** This group includes, among others, child labour committees, local child labour monitors, child rights committees, vigilance groups, community associations, civic organizations, religious groups and community members. The group members can help to monitor local situations and to sensitize the local public. They can participate in prevention and awareness raising activities, form support networks and collaborate actively with other actors. They also play a crucial role in preparing communities to receive withdrawn children and adolescents and to facilitate their reintegration process.

**Male population:** Although exploiters of CSEC exist in both sexes, men comprise the majority among them. The male population is therefore an important stakeholder group whose attitude and behaviours contribute directly to the existence for CSEC. They should be engaged in the effort to combat this form of child exploitation in two ways: (1) actors in campaigns to promote children's and women's rights and invite male compatriots to rethink their practices, and (2) targets for awareness education and media campaigns at school, public institution and establishment levels. It is important that this stakeholder group is made fully aware of the legal implications and punishment for involving in CSEC.

**Educators, school teachers, school administrators and committees:** Another important group who can be very active in raising awareness of children and parents at school level, sensitizing teaches and educators at all levels, collaborating with NGOs and other monitoring bodies to identify and detect children at risk. They are crucial actors in offering formal, informal, non-formal, vocational, technical and alternative educational and training services to children at risk, withdrawn children as well as their family members. They can as well participate in surveys and research activities at school and community level. The group can also include institutions specialized in skills training and entrepreneurship.

**Entertainment sector and establishment owners:** This group comprises primarily owners, executives and operators of tourism, hotel, service and

entertainment industries at the national level. Also, local employers and enterprises and owners of community businesses can join force in advocating for code of conduct at the establishment level. They can be promoters of children's right and business ethics or code of conduct against the use of under-aged persons in commercial sex, and can provide venues that offer apprenticeship for trained adolescents of a working age. They can take part in legislative campaign and in the preparation of national reports on child rights and child labour. They can collaborate actively with the workers' groups, government agencies and NGOs in policy and campaign matters and initiate preventive education programme as part of their corporate social responsibility (CSR) initiatives.

**Media institutions and operators:** The media can contribute greatly in long-term efforts to change the public attitude and social tolerance towards CSEC. They can sensitize the public on the issue and re-shape its opinion as well as mobilize media practitioners in their network to pay more attention to the issue. Otherwise, they can promote ethical conducts on child-rights sensitive reports and offer training to media students and NGO workers on how to initiate an effective media campaigns. The media sector can be an important agent in policy and legislative campaigns.

**Government agencies:** This is one of the most important actors in combating CSEC, particularly the ministries of interior, justice, education, social welfare, labour, and health as well as national child and youth bureau. Their structure being permanent can ensure continuation of services to the target groups beyond the project intervention, and their influence in policy planning is one of their best advantages. The various agencies can join force with other social partners in the ratification campaign on international conventions relating to children's rights and CSEC. The national governments are responsible for preparing progress reports, improving related laws and policies, strengthening law enforcement, and ensuring that the elimination of CSEC is included in national plans. The local branches of the national governments that are responsible for social, legal and health services can provide direct care to the target groups and supervise the local situations. Both national and local governments can work collaboratively with other key actors to create a positive change in the legislative framework and in service provision at all levels.

**Law enforcement bodies and the justice system:** This is one of the most important actors to combat CSEC and they can include legislative and judicial bodies, law enforcers, police officers and national and local authority dealing with crime suppression and child rights. They are also targets for capacity building and awareness education.

**Non-government organizations (NGOs):** This group features NGOs with diverse specialization that offers direct services to children and families both in communities at risk and in demand communities. The group can include NGOs with expertise in legal rights, child rights, human rights, women's rights, child labour, child trafficking, CSEC, child exploitation, prostitution, gender inequality, or sexual diversity. It can also include NGOs and groups specialized in media campaigns, child and youth participation, community education and

vocational skills training centres. This group is a key in all efforts to combat child labour and CSEC. It can lobby for policy change, conduct awareness raising and prevention activities at all levels and with all stakeholders. Many of them can provide educational, social and rehabilitative services to withdrawn children and assist in the formation and empowerment of youth groups. NGOs can participate in preparing alternative national reports on the issue to submit to relevant international monitoring bodies. Operating telephone hotlines to receive reports on child sexual exploitation and CSEC is another activity that NGOs can do successfully in collaboration with government agencies, law enforcement bodies and specialized care providers.

**Specialized care providing organizations:** This group includes medical and psychosocial care institutions, health care centres, treatment centres for persons with HIV and drug rehabilitation centres as well as child protection homes, social welfare homes, and education centres. The group is a key in applying multi-disciplinary approach and providing integral care to victims or survivors of CSEC.

**UN and international organizations:** CSEC is closely related to trafficking and can have an international dimension to it. Other UN agencies who work on specific angles of CSEC such as IOM, UNICEF, UNFPA, UNODC and WFP can play crucial roles in supporting the national partners and in facilitating the development of bi- or multi-lateral agreements for the repatriation of victims and extraterritorial jurisdiction of offenders.

**Workers' organizations:** This is a very dynamic group that can contribute greatly to efforts to lobby for policy changes and take part in tri-partite discussion on the issue, provide alternative reports or comments on the government reports on child labour issues and develop codes of conduct for trade unionists regarding the issue. Workers' organizations in tourism, hotel, service and entertainment industries can work collaboratively with establishment owners, NGOs and competent authorities to ensure workplaces free of CSEC and to promote awareness against child sex tourism among the client group.

## Diagram 1: Matrix of stakeholders in actions against CSEC

B = Beneficiaries D = Decision makers, actors P = Partners

Main Actions	Stakeholders										
	Academic	Children & adolescents	Community groups	Employers	Hotel & tourism industries	Government agencies	Law enforcers	Media	NGOs	Workers	Training institution
<b>Policy work</b>											
1. Campaign for the ratification of international conventions related to child rights, child labour and worst forms of child labour		B, P		P	P	D		P	P	P	
2. Preparation of national reports on child rights, child labour and its worst forms		B, P		P		D			P	P	
3. Provide alternative reports or comments on the government reports on child labour and child sexual exploitation issues		B, P		D		P			D	D	
4. Improve provisions in related laws and policies		B, P									
5. Tri-partite discussions on the issue		B, P		P	P	P	P		P	P	
6. Lobby for policy and legislative change		B		P	P	D	P		D	D	
<b>Law enforcement</b>											
7. Study loopholes of law enforcement and propose revision	P	B, P		P		P	D		P		
8. Strengthen law enforcement mechanism and capacity of law enforcers		B		P		P	D		P		
9. Surveillance actions to detect victims and arrest perpetrators		B	P		P	P	D	P	P		
10. Prosecution of perpetrators		B, P		P		P	D		P	P	
11. Protection of victims during prosecution process to prevent further victimization						D, P			P		
12. Develop data bases to monitor legal prosecution of perpetrators	P	B	B	P	P	D	D		P	P	
<b>Knowledge base</b>											
13. Initiate qualitative and quantitative research studies and/or fact finding activities in all areas related to CSEC	D	B, P	P			P			D	P	
14. Surveys and research activities at school and community level.	D	B, P	P			P			D	P	
15. Examine the relation between masculinity and CSE in the national and local context to better address the demand side	P		D	D	D	D	D	D	D	D	
<b>Prevention, awareness education &amp; empowerment</b>											
16. Conduct awareness raising and prevention activities at all levels (service sector, tourism sector, community, school, provincial, regional and national)		B	D		P	P		P	D	P	
17. Raise awareness of children, adolescents, parents and teachers at school level		B	D			P		P	D	D	
18. Set up systems to monitor local situation and strengthen capacity of the monitors		B	P			P	D		P	D	
19. Mobilize media practitioners to pay more attention to the issue and become advocates against CSEC		B				P		D	D	P	
20. Training to media students and NGO workers on how to initiate an effective media campaign	P	B				P		D	D	P	
21. After-school care, educational and recreational activities for school children and adolescents	D	B				D			D		P

Main Actions	Stakeholders										
	Academic	Children & adolescents	Community groups	Employers	Hotel & tourism industries	Government agencies	Law enforcers	Media	NGOs	Workers	Training institution
22. Develop codes of conduct for establishments in service and tourism industries to discourage practices of commercial sex in children		B		D	D	P		P	P	P	
23. Awareness education for youths on gender issues, children's rights, women's rights, reproductive rights, life skills.		B	D			D		D	D	D	P
24. Job skills training including vocational guidance, job counselling, job search and apprenticeship for youths at risk		B		D	D	D			P	P	D
25. Form groups of school youths and empower them on related issues		D, B	P			P			P	P	
<b>Detection and Withdrawal</b>											
26. Operate telephone hotlines and similar detection and/or outreach functions for denunciations of cases		B	P		P	D	D	D	D	D	
27. Health education on reproductive health, family education, sex education, STDS, HI/AIDS	P	B				D		P	D	P	
28. Drop-in centres with educational and recreational services for children and adolescents at risk		B				P		P	D	P	
29. Temporary shelters with educational, recreational and counselling services for street children and drug dependant children		B				P			D	P	
<b>Victim care</b>											
30. Shelters and rehabilitation services for withdrawn victims or returnees		B	P			P			D	P	P
31. Legal assistance and protection for victims-survivors/returnees		B	P			D	D				
32. Health care, psychosocial care and counselling for children infected with STDs and HIV		B				P	P		D	P	
33. Networks of professional care for case referral and multidisciplinary care for withdrawn victims and children at great risk.	P	B	P	P	P	P	P	P	D	P	P
<b>Reintegration</b>											
34. Provide reintegration services and socio-economic support to withdrawn children and their family members		B	P		P	P			D	P	
35. Offer formal, informal, non-formal and alternative educational and training services to withdrawn children and their siblings		B	P		P	D			D	P	D
36. Offer economic and livelihood alternatives to families with monitoring support		B	P	P	P	D			D	P	
37. Form support network for children withdrawn from commercial sex and their families to prevent re-victimization		B	P			P			D	P	D
38. Job skills training including vocational guidance, job counselling, job search and apprenticeship for reintegrated children		B	P	P	P	P			D	P	D
39. Awareness raising in communities and counselling for families to reduce social stigma		B	P			P		P	D	P	P

# Creating an enabling environment: National strategies

## Users' guide

**Why?** This section aims at guiding project designers on how to draw up national strategies necessary to create an enabling environment that safeguards the rights of children and prevent CSEC.

**How?** The section describes the objective of the national strategies, what to do, what not to do and examples based on proven good practices from actual projects. Users can make use of good examples in drawing project strategies at the national level.

**Outcome:** Users will be able to construct comprehensively national strategies against CSEC, taking into account the multi-dimensional causes and effects of the problem. This should also help strengthen the project document sections of Strategies, Immediate Objectives, Outputs, Activities and Indicators of the Action Programme Summary Outline.

**Objective:** To influence the development or improvement of national legislation and policies for better protection of children and adolescents and for stronger sanctions on offenders.

## What TO DO

**Priority action:** Conduct sensitization workshops for national stakeholders for lobbying and advocacy on the protection of children as enshrined in the Convention on the Rights of the Child, the ILO convention 182, the Palermo Protocol and others.

**Priority action:** Incorporate CSEC into national plans to combat the worst forms of child labour and violence against women and children as well as into plans aiming at poverty reduction, women's rights, child's rights and other social development strategies.

**Priority action:** Give immediate attention to elimination of vulnerability factors as well as class, gender, sexual, ethnic or religious inequalities that make certain children especially vulnerable or that foster conditions for their exploitation.

- ✓ Establish solid, reliable data on the extent of the problems of CSEC and other related issues.
- ✓ Analyze and define the segments of the public that will be the target of the actions and determine their knowledge, perceptions, attitudes and practices with regard to the problem.

- ✓ Promote the improvement of mechanisms for administration of justice in the case of child victims of commercial sex, prostitution, violence and sexual exploitation and strengthen cooperation among law enforcement institutions.
- ✓ Encourage active participation and inclusion of voices and experiences of children in legal reforms and proposals.
- ✓ Create alliances with institutions having complementary resources, which can result in institutional strengthening in the subject matter and in the possibility of offering integrated and more complete services to the target population.
- ✓ Form network groups and clarify from start the co-ordination, articulation and communication mechanisms among the members, in order to guarantee transparency and good relations among all participants.
- ✓ Support efforts to develop international strategies to fight against CSEC, in countries where this has an international implication, such as extraterritorial laws or international agreements on repatriation of victims.

### What NOT to do

- ✗ Promote legal improvement in situations of political instability and without having sufficiently sensitized and consulted with policy makers.
- ✗ Use children in campaigns and advocacy without having informed them of their rights or consulting them in the decision-making processes.
- ✗ View minors as non-citizens, legally incapable, and passive receivers of protection.

#### **Box 6** **The national challenge**

International laws exist for the protection of children from sexual exploitation. However loopholes and inconsistencies in national legal frameworks make law ineffective in many countries; this is due to incompetence and corrupt practices within the policy and judiciary. Sometimes, organized networks of criminals and to some extent paedophiles include police, lawyers and government officials.

Rights of abused children are often violated during the prosecution processes. Rescued children are frequently held in police custody or remand homes where they are denied freedom and access to information. Court procedures rarely allow children to be heard either through testimony or representation. Rulings by the court or action by social workers deny children the right to participate in decisions regarding their future. Often lawyers are insensitive to gender and age hierarchies. Children's rights to privacy are violated by media reporting that reveals actual identities.

The public tolerates commercial sex practices and views child victims as partly responsible for the abuse they endure. Perpetrators and exploiters are not sufficiently condemned by the society and this allows the exploitation to continue.

## Good examples

**Good example 1. Generate greater public participation:** Initiate an open and inclusive call to all persons and entities interested in participating. Include both the traditional key players: pertinent public agencies, unions and NGOs fighting for children's, adolescent's, women's and indigenous group's rights, as well as other sectors, such as HIV prevention associations, those of parents, teachers, religious groups, community leaders, chambers of commerce, journalists and media professionals, public figures and so forth. In order to prevent also trafficking of children for commercial sexual exploitation, include owners of means of public transportation, given their possible knowledge of trafficking networks or the way that children are mobilised towards the receiving communities.

### Box 7

#### Ethical rules of using stories and images of child victims

Testimonials and life histories of the children and adolescents in commercial sex "touch people's hearts" are very powerful tools in training and awareness raising efforts.

It is important however to be clear that the use of children's images can be done only when it is absolutely necessary, and in a way that respects their dignity, rights and safety. The images used must not be degrading, negative or stigmatising.

Also, it is important to have all authorisations necessary for such use according to the national legal system, as well as the Convention on the Rights of the Child.

**Good example 2. Active crime surveillance actions:** Work with a national crime suppression unit to address the demand side of child prostitution, pornography, sexual exploitation, paedophilia and trafficking. Form surveillance and professional teams to detect pornographic activities on the Internet, do foot surveillance to crime sites, and detect child abuse cases. Proactively detect and rescue child victims and children at risk, as well as facilitates prosecution of perpetrators. Strengthen the capacity of law enforcers and stakeholders in order to reduce the demand for child pornography and to suppress paedophilia.

**Good example 3. Consultative legal improvement campaign:** Collaborate with competent authorities to carry out a comprehensive revision of national and international legislation. Review different laws to determine existing gaps, inconsistencies, regulatory overlaps, as well as the mechanisms for legislative application. Consult with individuals from different sectors not only to gather different views but also to heighten awareness, allowing each player to consider its role in protecting and guaranteeing the rights of victims and children at risk. Hold workshops and interviews with children and adolescents to gather information about their experiences and needs, informing them of existing regulations and proposing legal modifications in accordance with the demands they expressed. Seek for sound technical inputs from experts in legal and labour issues to prepare proposed legislative changes. Invite contributions

from officials in charge of justice administration and protecting children and adolescents, as well as from the children themselves.

**Good example 4. Capacity building for law enforcement personnel:** Plan intensive training and awareness-raising process to engage officials of ministries of justice, internal affairs, labour, education, social welfare, women's affairs and related agencies to understand specific issues related to CSEC and to assume this issue as part of their duties and responsibilities. Work with key officials to arrive at an agreement on how important it is to make efforts to deal with the issue and to develop actions to face it as one of the worst forms of child and youth labour exploitation and as violence against children.

**Good example 5. Sensitization and information for media professionals:** Engage journalists and media practitioners in the campaign targeting families, schools, communities and the general public. Create dialogue to foster changes in the media perception and in the language it uses on CSEC. Promote code of conducts among journalists to respect the right of the child when reporting on cases of CSEC (e.g. to avoid using images and personal identity of victims, etc.). Support the media sector to include the term “adolescent” or “adolescence” in mass media campaigns on the issue and incorporate the concept of adolescents in training materials. Promote the debate among media people on the implications of using female adolescent and women's bodies as images in advertisements to encourage consumption.

**Good example 6. Awareness education for the public:** Produce and disseminate attractive information materials, targeting male population, with a useful content on the issues of CSEC, on the legal aspects and punishment, and on the right of children, adolescents and women. Launch local campaign activities to inform and mobilize the local public, school teachers, civil servants, enterprise employees, tour operators, transport owners and workers as well as community leaders on the risks of CSEC, e.g. unsafe migration, domestic violence, gender inequalities, sex tourism or street children. Promote at the family level the need of restoring respectful relationships that promote human rights of all family members.

# Prevention in communities at risk

## Users' guide

**Why?** This section aims at guiding project designers on how to draw up strategies that lead to effective prevention of CSEC at the community level.

**How?** The section describes the objective of the strategy, what to do, what not to do and examples based on proven good practices from actual projects. Users can make use of good examples in drawing prevention strategies at the community level.

**Outcome:** Users will be able to construct comprehensive prevention strategies against CSEC, taking into account the multi-dimensional causes and effects of the problem and the community reality. This should also help strengthen the project document sections of Strategies, Immediate Objectives, Outputs, Activities and Indicators of the Action Programme Summary Outline.

**Objective:** To prevent the recruitment of children and adolescents under the age of 18 into commercial sex and eliminate the vulnerability factors on the critical path towards CSEC.

### Box 8

#### Profile of families at risk

- The families live in conditions of poverty or extreme poverty, have not enough food, are indebted and are unable to cover basic needs.
- The families are led by single parents (mostly mothers) and are extended including grandparents, aunts and uncles, cousins etc.
- Mothers have no partner or live with a new companion who is not the father of their older children.
- There is on-going violence within the family.
- Children or adolescents have a conflictive or abusive relationship with stepfathers.
- Children or adolescent abandon the family homes due to conflict and violence.
- The biological father generally plays no role in the lives of his children or are irregular providers because they are either unemployed or only occasionally employed.
- Other adult members of families have informal jobs, such as construction work, street vending, raffles or domestic employment.
- There is incidence of unpaid child labour, such as domestic chores and caring for younger children, or work in the informal sector.
- Older members of the families suffer from addictions; in particular, fathers with episodes of alcoholism.
- Children and adolescents consume some type of substances or alcohol.
- Children do not go to school, have dropped out of school, or have fallen behind at school.

## What TO DO

**Priority action:** Ensure that access to all social services is available at the community level in order to reduce risk factors, guarantee the rights of children and strengthen the capacity of families of origin to retain their children and adolescents.

**Priority action:** Strengthen capacity of local organizations and activist groups and support the creation of new groups active in sensitizing the local public on the issue, and establish among these actors a simple referral system for cases of vulnerable and/or abused children.

**Priority action:** Build a knowledge base through research, rapid assessments, surveys and other forms of documentation to contribute to increasing the understanding on the dynamic and characteristics of children in commercial sex, the demand side and the public awareness of the issue.

- ✓ Conduct surveys of precarious neighborhoods and establish contacts with community institutions and leaders in order to facilitate identification of vulnerable families.
- ✓ Include in the project design the analysis of the root causes of the problem such as poverty, lack of education, ignorance of children's rights, domestic violence, the demand side, community tolerance on CSEC, impact of AIDS epidemic as well as other socio-economic and political factors.
- ✓ Create community surveillance networks that can identify children at risk and take measures to ensure that they are not engaged in commercial sex. Ensure that these networks go hand in hand with support networks to avoid re-victimizing families and duplication of services.
- ✓ Improve quality of schooling and training with the aim of retaining children in educational system as well as establish children's and youths' clubs so that children can enjoy their right to play, participation and development.
- ✓ In regions where trafficking in children is known to be one path to CSEC, incorporate in the programme strategy interventions to eliminate the push and pull factors of trafficking.
- ✓ Collaborate with competent agencies to launch socio-economic and campaign activities to reduce risk or vulnerability factors, for example, income generation for poor families, subsidies for families who continue sending their children to school, etc.
- ✓ Promote participation of children and adolescents in life skills and self development projects.
- ✓ Develop the capacities of local actors so they can contribute effectively to the design and implementation of legislation and public policy in favour of children.
- ✓ Seek for participation of individuals from local institutions with social recognition in their communities as they can be effective spokespersons for the awareness campaigns.

## What NOT to do

- ✘ Generate the public awareness and case report mechanisms without having proper and adequate response system in place.
- ✘ Ignore push and pull factors of child labour in general and of CSEC, child sexual exploitation and violence against children in particular.
- ✘ Raise awareness about education among parents and children without being able to meet with increased demands to enrol children in school or training programmes afterwards.
- ✘ Attempt to change public and family attitude through a short-term, one-time-off initiative.

### Box 9

#### Working with community at risk

Offer the community members with honest information on the reality of the problem for all sectors (taking into account the particularities of gender, ethnicity and the impact of HIV, and the crime aspect if necessary).

Offer information on resources and options to support their children (service directory, telephone numbers, meeting places, service centres, etc.).

Launch campaigns to change negative attitudes (such as gender biases, patriarchal values), destroy myths and promote interest in protecting child and adolescent rights, particularly the right to education and to not work before the legally permitted age.

Work with the community to modify negative practices and promote actions that favour protection of children and adolescents, particularly the most vulnerable and exploited ones (because of their gender, ethnicity, religion, family conditions, for example).

Provide particular attention to the most vulnerable persons of the community, such as girls and members of discriminated ethnic groups, in order to offer them special support within the educational system and to strengthen their sense of identity, self-esteem and capability, to see themselves as persons with rights, particularly to education.

## Good examples

**Good example 7. Strategic selection of communities:** Conduct a situational analysis, in order to detect the communities that are most inclined to expel children to commercial sex and the vulnerability factors that exist (e.g. gender discrimination, single parenthood status, child headed households and HIV infection). Use the findings to establish action programmes on a preferential basis in the communities where the most severe problems have been identified. Conduct a pre-intervention to identify and classify persons in the community into target groups eligible to tailor intervention strategies for each of them.

**Good example 8. Mainstream gender issues:** Conduct an effective gender analysis in high risk communities, of which the findings will help in planning awareness education and other campaign activities. The analysis includes:

- information disaggregated by sex,
- gender differences at work and in the family,
- needs of girls and boys, as well as restrictions and opportunities available for each one, in a given social context,
- economic and non-economic activities carried out by children of both sexes,
- extent of the recruitment of girls and boys in commercial sex (either forced or voluntary),
- difference of the impact by sex, including the issue of sexual orientation (many boys are discriminated against due to a different sexual orientation),
- needs, options, strategies, opportunities and limitations corresponding to each sex, and
- capacities of existing institutions and their mechanisms for reaching boys and girls in an equitable manner.

**Good example 9. Street theatre for awareness raising and attitude change:** Use street theatre (or other forms of artistic performance) to present “the message” of cause and effect of CSEC as the theatre is a form of presentation proven easy to be understood by the community people. Engage highly experienced theatrical or performance groups to compose the play and present the causes and effects of CSEC, based on real life stories of victims-survivors, but with respect to their rights. Use the theatre to deliver sensitive messages to the audience, who would otherwise not recognise the problem, to strengthen the community perceptions on CSEC and to stimulate their action for change. Target the audiences of all ages, sexes, levels of education and social classes, especially groups with low levels of literacy and vulnerable to CSEC. The IPEC SCREAM toolkit can also be applied for this purpose.

**Good example 10. Engage school teachers as change agents:** Engage and empower school teachers, through parent-teacher associations and other forums, so that they can become effective change agents in the fight against CSEC. Equip teachers with knowledge of relevant international instruments and national laws regarding the worst forms of child labour, CSEC, child trafficking, children’s rights, women’s rights and national criminal codes. Train teachers on how to detect risk cases of CSEC in order for special attention to be provided to those children who are most at risk. Work with school administrators and education authorities to improve the quality of education and make formal schooling more attractive to students to discourage drop-outs.

**Good example 11. Support youth participation:** Use the IPEC SCREAM toolkit to encourage child participation, as well as use other popular media such as drama, street theatres, songs and poems to convey the message to the

communities. Apply locally available arts and promote participation of groups at risk in the delivery of the message. Engage existing community youth groups on child's rights, STDs and/or HIV/AIDS, and support their participation in awareness raising campaign such as in the design and production of mobile theatres that reflect the real situation faced by children victims of CSE. Ensure gender balance in youth activities as well as ensure single sex activities when need be. Make a particular effort to reach out to girls who find it often harder to come out to join community and youth activities, due to cultural norms that would tend to keep them in "closed spaces".

**Good example 12. Community surveillance actions:** Work with local leaders and authorities to form community vigilance teams (CVTs) at the village level and support them in their activities to raise awareness, detect risk cases and take action against CSEC. Train the CVTs and provide them with tools to take surveillance actions in their own communities and to collaborate with nearby communities to detect cases of children at risk or victims. Empower the CVT members so that they can conduct awareness raising activities for community members on CSEC, child labour, child trafficking and other related issues. Create a system to refer children at risk to appropriate educational and welfare services. Support CVT members to work with families in order to strengthen their roles in promoting children's education and in avoiding recruitment for CSEC.

**Good example 13. Guarantee rights to education through comprehensive actions:**

- Provide scholarships for children from the most vulnerable sectors, particularly for those who are marginalized for reasons of gender, ethnicity or HIV/AIDS pandemic.
- Coordinate with governmental and private agencies that can offer scholarships on a continuous basis.
- Promote permanent and systematic support programmes outside the classroom using creative and play techniques to promote study habits that allow learners to improve their performance and reduce the drop out rate.
- Obtain the support of advanced or university students, retired teachers or other community members in this type of programme.
- Adapt spaces within the community to serve as study-library-play centres<sup>2</sup> for children to do assignments and develop other skills, in case where the lack of materials and social conditions at home do not allow them to do so.
- Seek housing options for children and adolescents whose households are too distant from the study centres.

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<sup>2</sup> As per UN, UNICEF, ILO studies, such spaces should be adapted in a gender and culturally sensitive way. Many projects of this nature have failed as spaces included areas where boy or girls could not be together due to socio-cultural sensitivities. In addition, girls and boys who have suffered trauma from CSEC sometimes do need single sex activities in play centres. The monitors of the centres should also be very attentive to the level of participation of girls and boys

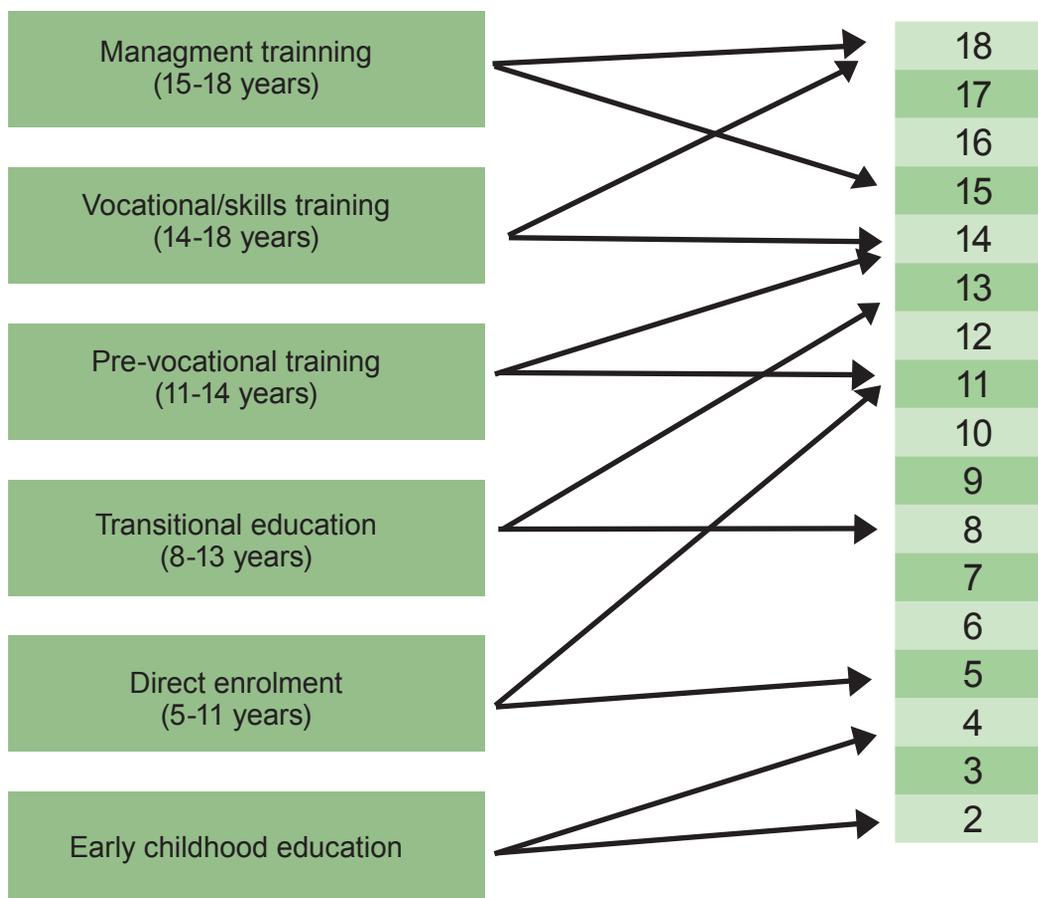
- Develop campaigns to modify relevant legislation and the personal attitudes of the teachers so that pregnant adolescents can continue their studies on a regular basis.
- Coordinate with educational authorities to create quality, open and alternative educational systems and establish distance education systems, evening classes or Sunday schools.
- Promote a creation of systematic, integral and sustainable sexual education programmes to construct an alternative concept of male and female sexuality.

**Good example 14. Bring education to the doorsteps of the poor:**

Collaborate with competent education bodies to deliver education in the form of multi-purpose children's centres and small non-formal education schools into the community. Facilitate for at-risk children to get easy access to developmental and educational activities provided at such facilities. Consult with educational bodies to apply an NFE model proven to work with this particular group of children. Work closely with existing community vigilance or child labour groups to identify and refer at-risk children for support. Promote participation of children, parents and other community members in identifying school venues, building school venues or classrooms, taking part in the management and spreading messages on the importance of education and worst forms of child labour.

**Good example 15. Prevention through Community Hearts:** Consult with owners and workers' groups in the plantation areas known to have child trafficking and child migration, and seek for their agreement to create community venues for education and play of children of the workers. Support workers' groups to play active roles in strengthening children's education and promote income generating activities for families at risk. Solicit financial and other support from plantation owners and managers. Provide training and learning materials to key workers (or peer educators) so that they can conduct classrooms and other awareness raising activities to raise community awareness, improve education and reduce risk factors. Set up groups of social mobilizers who continue to sensitize and support community members in child development areas as well as to monitor situations that may put children at risk of trafficking and being trapped in CSEC.

**Diagram 2: Matching interventions to the age of the child removed**



Source: ILO-IPEC Handbook on Combating child labour through education.

## Prevention in demand communities

### Users' guide

**Why?** This section aims at guiding project designers on how to draw up strategies that lead to effective prevention of CSEC in demand communities.

**How?** The section describes the objective of the strategy, what to do, what not to do and examples based on proven good practices from actual projects. Users can make use of good examples in drawing prevention strategies at the destination or demand community.

**Outcome:** Users will be able to construct comprehensive prevention strategies against CSEC, taking into account the multi-dimensional causes and effects of the problem, the complexity of the demand side and the community reality. This should also help strengthen the project document sections of Strategies, Immediate Objectives, Outputs, Activities and Indicators of the Action Programme Summary Outline.

**Objective:** To promote collaborative actions to reduce public tolerance on CSEC and address the demand for commercial sex with children.

#### Box 10

#### Understanding the demand side: CSEC and male sexuality

Men form an overwhelming majority of those engaging in buying sexual services with underage persons.

Based on the study conducted in seven countries in the Latin American region, it is found that consumers of commercial sex with children receive little sex education, either at home, at school or in any other setting.

Most of them shared a similar conception of boys, girls and adolescents and of young bodies as objects to be taken or appropriated either within the context of CSE or other setting.

For them, young or underage persons are easier to control or manipulate because of their lack of experience, of their 'sexual avidity' or of their vulnerability to economic manipulation.

Reasons for men becoming "customers-exploiters":

- Personal issues such as inability to seduce, old age, being unattractive.

- Typicality of male sexuality - the desire to act quickly, not to waste time, the power of being the one who pays.

- Patriarchal stereotypes of male sexuality - the need to have sex with 'other' women.

- Values of capitalist societies – sex can be bought and sold.

The study finds a high level of tolerance for engaging in sex with children and adolescents. For survey respondents, it is considered inherent to maleness and a natural right of men.

There is a widely held view that there is nothing wrong with CSEC as the study subjects see themselves as clients who are paying for a service not offenders.

There is a belief that having sex with non-prepubescent boys, girls and adolescents is acceptable if payment is involved. Clients believe that they are doing a favour for a person or group that needs help, and they have no regard for the consequences suffered by persons under 18. This rationale is similar to the line of thinking about sex for pay with adults (or prostitutes) in general.

The expression 'commercial sexual exploitation' does not mean anything to most of the men surveyed and is seen as an empty or abstract concept.

The widespread perception is that 'if you pay, you're not exploiting anyone.' In other words, the expression is associated with labour issues rather than crime.

## What TO DO

**Priority action:** Collaborate with hotel, service, entertainment, tourism and related sectors in reporting practices that may lead to CSEC in their business sphere, in discouraging engagement of underage persons in the risk sectors through self-monitoring mechanisms, and in promoting code of conducts in the tourism sector.

**Priority action:** Conduct qualitative studies to understand the profile of perpetrators (consumers-exploiters) and use findings to design awareness raising campaign that addresses the public and exploiters.

- ✓ Analyze the gender perspective at the community (and national) level to understand historical, cultural and situational differences that contribute to unequal power relationships between women and men that push girl children and women into commercial sex.
- ✓ Seek collaboration of tourism, hotel, service, entertainment and transport sectors to promote job skills training and apprenticeship of adolescents of working age.
- ✓ Create alliance of local government agencies and authorities (education, health, law enforcers, etc) to facilitate the process of detection of children at risk or victims.
- ✓ Support livelihood development projects among families at risk to improve their socio-economic conditions via income generation, job promotion, business training and counseling, education and skill training.
- ✓ Organize mass campaign aiming directly at the male population at large and at diverse range of men, focusing the message on prohibition of CSEC, its criminal dimension and the rights of children and women.
- ✓ Develop orientation sessions on sex education (i.e. male and female sexuality) and knowledge on HIV/AIDS at school, public organization, workers' association and establishment level.

- ✓ Develop a directory of services available at the local level and make this known by children at risk and families.

### What NOT to do

- ✗ Use condemning tone or messages when working with demand side industries.
- ✗ Ignore the potential of male actors in delivering the message to male population.
- ✗ Ignore barriers such as ignorance, stereotype, mistaken-beliefs concerning CSEC, views of children as passive subjects, among service providers.
- ✗ Consider children and adolescents who enter commercial sex by themselves (due to their lack of options or other pressure) as voluntary act and exclude them from target groups or fail to remove them from such a situation.
- ✗ Focus attention on children and adolescents without including the demand side.
- ✗ Ignore the attempt to change the attitude of clients or “potential clients” of commercial sex.

### Good examples

**Good example 16. Intensify community participation:** Collaborate with community-based groups and authorities to plan and conduct awareness education in demand communities to ensure that individuals and communities understand the context of the problem and of children’s rights and perpetrators are prosecuted and punished. Establish networks of service providers at community level to provide effective protection of children and guarantee that they will get the needed assistance in due time in case they are abused and exploited in family, in school or on streets.

**Good example 17. Child and youth participation radio programmes:** Promote participation of children in the fight against CSEC in high risk sending zones and empower community members with relevant messages on education and CSEC. Work with expert NGOs to form teams of young radio broadcasters. Train and support them to operate small radio communities and provide them with on-going technical assistance. Promote the attachment of the radio stations to other facilities such as drop-in centres, non-formal education (NFE) centres, catch-up education venues or recreational places.

**Good example 18. Advanced job skills training:** Collaborate with highly professional, private vocational training centres or enterprises to offer specialized vocational and technical training to girls at high risk. Train the target girls with marketable job skills so that they can become role models to other girls at risk from the same communities. Work with these girls to promote their leadership skills and empower them to turn crises into opportunities with commercial skills that can bring them decent income and dignity. Create linkage with more private sectors to offer them a chance to join in fighting this social ill.

**Good examples 19. Child ombudsman:** Work with competent authorities to establish local ombudsman offices for childhood to hear accusations of violence, abuse and exploitation against adolescent girls and boys. Promote the defence of girls' and children's rights through dissemination, awareness heightening, and training actions to have their rights respected, especially in communities with high demand for commercial sex with children.

**Good example 20. Entertainment sector to prevent recruitment of underage persons:** Explore ways to engage the entertainment sectors via information campaigns and consultations. Work together to improve working conditions in entertainment places such as cabin restaurants and massage parlours and to increase awareness of young workers. Sensitize owners of cabin restaurants, massage parlours, dancing parlours, bars and night clubs, and small hotels to change their perception towards CSEC and to gain their collaboration. Establish links with bus park operators, bus drivers, bus conductors, bus helpers, bus park vendors and taxi drivers and work with them so that they can help in referring vulnerable children. Provide support and empower young female workers in small hotel and restaurant sectors through non-formal education, life- and leadership skills training and peer education.

#### **Box 11**

##### **Empowerment is the key: Working with female hotel workers**

- Establish contacts with owners of small hotels and restaurants to seek their full collaboration and maintain regular consultation.
- Organize workshop and orientation for female hotel workers on initiatives to combat CSEC.
- Form core group leaders (or peer educators) and train them on the rights of the employees, CSEC and on ILO conventions on WFCL and UN CRC.
- Conduct training courses for peer educators on leadership, communication and facilitation skills.
- Support peer educators to do awareness raising activities through use of IEC (Information, Education and Communication) materials.
- Provide non-formal education and life-skills training for female workers.
- Develop a training manual on CSEC for use with this target group.
- Develop IEC materials targeting the small hotel sector.
- Monitor hotels and restaurants for the welfare of workers in collaboration with hotels and restaurants associations.
- Convene regular meetings with peer groups and offer legal and psycho-social counselling to them.

**Good example 21. Support community vigilance actions:** Work the local leaders and authorities to establish vigilance committees to monitor situations of child labour and CSEC. Supervise the immediate neighbourhood of the provincial headquarters in order to detect cases of victims. Denounce and report cases of CSEC and child sexual exploitation to the competent authorities. Work with the competent authorities through the “green telephone line” (hotline reporting numbers). Work with campaign professionals to sensitize

local populations on consequences of CSEC and on the support they can give during social reinsertion of children.

**Good example 22. Promote active roles of tourism and hotel sectors**

- Conduct rapid assessment study which identifies the tourism industry as an area of strong prevalence of CSEC.
- Appoint a team of consultants comprising a psychologist and a tourism expert to establish contact with hotel unions and employees.
- Visit hotels and provide information to managers and overcome their initial resistance with information and statistics.
- Schedule and organize capacity building workshops for the whole staff.
- Develop a Manual for the Awareness Raising of the Tourism Sector including information on the Programme for Integral Care for Children and Adolescents facing CSEC, sexual exploitation concepts, sexual crimes, exploited children's profile, the exploiter's profile, links between tourism and sex tourism, statistical data on the topic and guidance about the importance of denouncing and on how to promote actions for protecting girls and boys and punishing exploiters.
- Register involvement of hotel employees, taxi drivers, nightclubs, massage parlours and other potential actors.
- Request all hotels to sign a term of commitment on preventing sexual exploitation of children and adolescents, which commits them to undertake initiatives for fight CSEC in their establishments.
- Issue and distribute certification seals featuring the slogan, "this establishment supports the network against the commercial sexual exploitation" to establishments that fulfil the criteria.

**Good example 23. Prevent CSEC among the male population:** Initiate with network members and competent research agencies to conduct a qualitative study on 'masculinity and commercial sexual exploitation' in the target areas. Share findings with policy makers, decision makers, social organizations and the public. Organize mass campaign aimed directly at the male population at large. Appeal not only to the concept of respect for the human rights of children but also to the fact that CSEC is a punishable offence with long jail terms. Work the concerned agencies to promote for a creation of systematic and sustainable sexual education programmes for men to construct an alternative concept of male sexuality whereby other persons (of opposite or same sex) are seen as human beings and not just as instruments for satisfying a sexual impulse.

# Withdrawal and rehabilitation

## Users' guide

**Why?** This section aims at guiding project designers on how to draw up strategies that lead to effective withdrawal and rehabilitation of child and adolescent victims of CSEC.

**How?** The section describes the objective of the strategy, what to do, what not to do and examples based on proven good practices from actual projects. Users can make use of good examples in withdrawal and rehabilitation actions.

**Outcome:** Users will be able to construct comprehensive withdrawal and rehabilitation strategies, taking into account the complex needs of the victims, the right of the child and the need of integral care and multidisciplinary approach. This should also help strengthen the project document sections of Strategies, Immediate Objectives, Outputs, Activities and Indicators of the Action Programme Summary Outline.

**Objective:** To rescue, remove and withdraw children and adolescents below the age of 18 from commercial sexual exploitation or similar practices, and to guarantee their rights by applying a holistic, integral care of victims.

### Box 12

#### The challenge in withdrawal

Commercial sexual exploitation is a complex issue that involves children and adolescents who have no better choice at home – if not homeless. Children are also lured to CSEC by promises and misguided perception, and even force.

CSEC exists to a large extent among, but not limited to, street children and adolescents.

The prevention of CSEC is very difficult, yet, the withdrawal poses even a greater challenge. First, it is extremely difficult to detect and reach children in the sex trade due to its criminal and hidden nature. Second, adolescents who are engaged voluntarily in commercial sex are not willing to leave this abusive situation due to the distorted view of life and the fear of rejection by families.

Moreover, withdrawn children may face further social stigma and may be treated more like criminals than victims by law enforcement personnel who are poorly informed of children's and victims' rights.

Some survivors of CSEC suffer from intense psychological disorders that require long term therapy. Some suffer from physical damage or are HIV infected so they need long-term medical treatment.

Sometimes children are placed in remand homes where they lose freedom and suffer further mistreatment.

Often, care services are either of poor quality or not readily available in the communities where survivors are reintegrated.

## What TO DO

**Priority action:** Work with competent authorities to draw up plans to reduce vulnerability factors in a sustainable way by ensuring quality of schooling, providing large choices in vocational skills training and decent employment, improving family environment, and enforcing effective suppression of the sex crime and assuring children's safety from street life and from CSEC.

**Priority action:** Create network of specialized care agencies to provide psychological support and counselling to exploited young people so that they can identify their situation as being victimized and decide to leave such exploitation and seek for support and alternatives.

**Priority action:** Design a comprehensive intervention plan with expert agencies and authorities to remove children from exploitation and ensure their full rehabilitation and social reintegration, using a comprehensive and integrated assistance approach such as temporary safe shelters, food, legal and psychological counselling, school support and others.

- ✓ Identify competent research institutions to conduct a mapping exercise to identify locations where CSEC is prevalent and determine priority actions.
- ✓ Provide the local public with information about where they can report on the abuses and promote their action through awareness education on the importance of reporting on abuse cases.
- ✓ Pay special attention to adolescents who are engaged in commercial sex because of their lack of options, peer pressure or consumerist attitude, and support them to safely withdraw from such exploitation.
- ✓ Promote for stronger sanctions of perpetrators and offenders in this sexual crime against children while guaranteeing all rights and full protection of the child victims-survivors.
- ✓ Take into consideration the subject of adolescent pregnancy which is fundamental and related to sexual and reproductive health.
- ✓ Refer children with HIV with no delay to medical facilities for adequate treatment and counselling while respecting their rights as children and patients.
- ✓ Give equal consideration to children and adolescents regardless their ages, sexes, culture, nationality or any other conditions.

## What NOT to do

- ✗ Make victims or survivors responsible for the exploitation they have endured.
- ✗ Regard adolescents as a young adult who do not need the same protection as children.
- ✗ Leave perpetrators untouched, without any legal action against them.

- ✘ Raise expectations among the target population without being able to meet them or without having put in place professional and comprehensive care services.
- ✘ Institutionalize, as the first and only option, victims of CSEC, particularly children and adolescents who are sexually diverse.

**Box 13**  
**Sexual rights**

The sexual rights of the child are human rights.

Respect for the way in which a child lives his or her sexuality, excluding situations of abuse or exploitation, should be a cornerstone of assistance to victims of CSEC and to children and adolescents in general.

They have the right to their own sexual identity.

- ✘ Remove children from streets and provide them with care without socio-economic alternatives that vary in choices and meet the complex needs of the withdrawn children.
- ✘ Employ a street education approach without the involvement of law enforcement bodies, therefore putting lives of street educators in danger.
- ✘ Use a policing or repressive approach when dealing with street children who are engaged in commercial sex.
- ✘ Direct all the attention and resources on one problem, i.e. substance abuse and fail to identify or give importance to the presence of other problems.

## Good examples

**Good example 24. Specialized psychosocial care training:** Partner with diverse specialized care agencies to develop a professional training package to improve the quality of psycho-social counselling and the care for victims of CSEC. Build capacity of care-providing institutions and care personnel, with the aim to eliminating their prejudices regarding young victims. Produce a team of competent para-counsellors and professional psychologists who then serve, in expert capacity, in organisations caring for victims of CSEC.

**Good example 25. Improve case management:** Consult specialized care organizations and relevant experts and develop Case Management System (CMS) which ensures that each child receives individual care, protection and reintegration according to the assessed needs and expressed wishes of the child. Formulate for each child within the system, a rehabilitation, reintegration, and protection plan by taking into account their specific needs and their participation in the process. Apply effective case management strategies and develop an effective ‘intake system’ to support children through the facilities of a care centre and to ensure that they are protected, comfortable and fully

aware of their situation, their rights and their future options. Identify case management support professionals in the vicinity of each care giving facility and train them on how to provide routine case management services. Include various professionals in this circle such as doctors, counsellors, hospital staff, psychologists, lawyers, and social workers whose effective support is essential for the well-being of these children. Evaluate the plan during the process to ensure that deviations from plan can be corrected early on and full protection for the child is guaranteed.

**Good example 26. Formalize collaborative efforts of care providing agencies:** Promote a well-defined cooperation (or Protocol) among specialised NGOs who work in improving outreach and recovery services for victims of CSEC. Guide the working modality by a memorandum of understanding between partners where common and individual roles and responsibilities are clearly defined. Intensify partnership efforts in outreach, withdrawal and psychosocial care of victims-survivors of commercial sexual exploitation. Support establishment owners and local authorities in identifying and reporting on cases of abuse. Try out (pilot-test) a comprehensive recovery and reintegration package suitable for victims.

**Box 14**  
**Victim care strategy**

- Focus on the potential of the victims-survivors or returnees, taking into account their opinion.
- Focus on confidence building measures in the first stabilizing period of the withdrawn children.
- Work with victims to help them re-establish trustworthy human relationships.
- Design individual action plans which enhance the possibility for effective rehabilitation for each child or youth.
- Identify and support the development of economic potential leading to economic independence of youth and adolescent girls.
- Develop multiple life scenarios for post rehabilitation and establish support network or live-in collectives among youth.
- Involve families of younger children before reunion takes place.
- Identify viable alternatives to family reunion such as foster parenting.

**Good example 27. Pay more attention to boy victims:** Through consultation with network agencies, take necessary steps to make male victims of CSEC visible, then, facilitate their access to agencies working to defend their rights and to the inter-institutional platform of services in general. Channel the necessary resources to adapt the existing offer of services, so that the needs of male children and adolescents are truly met. Conduct awareness raising for service providers and train them on all aspects of masculinity, male victimization and sexual diversity (of both boys and men, and girls and women). Create a support channel to ensure that professionals have the necessary knowledge and sensitivity to work with the population with special characteristics so that services can generate the desired impact. Promote professional training centres, especially public universities, to address the issue by preparing students with the necessary knowledge and gender sensitivity.

**Good example 28. Address the issue of substance abuse:** Work with network agencies to put together an appropriate platform of services for assisting victims of commercial sexual exploitation who are dependent on drugs or psychoactive substances. Take the necessary steps with local government authorities to obtain health professionals, either by incorporating new professionals or by training those that exist. Train service providers from institutions that assist victims so they can deal professionally with the issue of psychoactive substances abuse. Consult competent agencies to elaborate procedures and protocols to deal with the coexistence of commercial sexual exploitation and the use of psychoactive substances.

#### **Box 15**

##### **Detection as a process**

Detection is a set of procedures to confirm a suspicion and to evaluate a situation of CSEC. It is a process that involves several actors and includes a set of actions. It is not an aim but a means which entails to initiate the process of denunciation and sanction of the exploiters and to provide assistance to the victims-survivors.

Detection can take place in the community where children work, live or go to school, as well as in places where sexual services are offered.

The outreach process can begin on the basis of a suspicion or by direct identification. To this end, it is important to keep the meaning of these concepts clear:

**Suspicion:** There may be a suspicion that a minor is engaged in commercial sex or at great risk of befalling a victim. There are three types of indicators:

##### **Physical indicators**

- Pregnancy
- Spontaneous or induced abortion
- Physical evidence of rape

##### **Psychosocial indicators**

- Self-destructive behaviour: self-mutilation or suicide attempts
- Abandonment of the family home
- In the school: irregular attendance, fatigue, difficulties to concentrate, low performance, possession of large amounts of money, clothes or other luxury products inconsistent with the economic status of families
- Abuse of drugs
- Sexual behaviour with pairs and adults, including the use of language with a strong sexual content
- Stay during the night in places where CSE takes place
- Involvement on illegal activities such as trafficking of drugs, robbery

##### **The child is part of a highly vulnerable group**

- Families that live in conditions of poverty and extreme poverty, adults have informal jobs, low education, marginality etc.
- Early experiences of sexual abuse, incest, abandonment and mistreatment
- Excluded from the education system
- Children working, rambling or begging in streets, parks and public places

**Identification:** Occurs when a child speaks of her/his situation as a victim. These may be identified directly or by reference from third persons or institutions.

**Outreach:** Outreach must be understood more as a process than as an action. It is defined as a set of procedures to confirm the suspicion and evaluate the situation. Thus, it demands that the persons in charge of carrying out the process are trained and aware of the issue. They must meet a series of requirements:

- Able to work and establish empathy with children and adolescents.
- Well trained on the topic of child and adolescent rights and CSEC.
- Comprehending and empathetic attitude towards the socially vulnerable and disadvantaged groups.

**Good example 29. Comprehensive outreach actions:** Work with local leaders and authorities to monitor the situation of CSEC by conducting baseline survey. Establish child profiles and set up a databank to store information about the children and services provided to them. Receive denouncement information via hotline telephone numbers. Use street approach and education to outreach children and adolescents at risk or involved in commercial sex. Keep records of beneficiaries at different service centres. Initiate field and family visits by mobile sensitization teams. Involve service sectors (hotels and tourism sector) and representatives of the male population in denouncing CSEC.

# Reintegration and family empowerment

## Users' guide

**Why?** This section aims at guiding project designers on how to draw up strategies that lead to effective reintegration and empowerment of families of child and adolescent victims of CSEC.

**How?** The section describes the objective of the strategy, what to do, what not to do and examples based on proven good practices from actual projects. Users can make use of good examples in reintegration and family empowerment.

**Outcome:** Users will be able to construct comprehensive reintegration and family empowerment, taking into account the socio-economic needs and potential of the victims and families, roles of mothers and the need to create network of service providers. This should also help strengthen the project sections of Strategies, Immediate Objectives, Outputs, Activities and Indicators of the Action Programme Summary Outline.

**Objective:** To strengthen the community and family institution as a means to promote smooth reintegration of child and adolescent victims and to prevent re-victimization and their re-entry into commercial sex.

### Box 16

#### The psycho-social challenge of reintegration

The nightmare of child victims of commercial sex does not end when they are sent back home. Families of origin are often unwilling to accept returned victims of CSEC (and trafficking) for fear of social stigmatization in their communities.

Furthermore, child victims of long-term prostitution suffer from a profound loss of faith in the “system” and have become thoroughly accustomed to particular lifestyles and world views. In other words, they have difficulties finding their roots once again in the society.

It is not surprising that many rescued victims revert to commercial sex when reintegration proves unsuccessful.

## What TO DO

**Priority action:** Create a network of service providers to work with families before and after the reintegration of their children withdrawn from CSEC and to improve socio-economic conditions, provide on-going psycho-social support to the children and to counsel the families and the community at large to prevent social stigmatization and re-entry of children into commercial sex.

- ✓ Ensure social participation of the families under equal conditions and establish respectful and understanding contacts concerning the situations and circumstances that have made them vulnerable.
- ✓ Intervene at the family level both before children enter into commercial sex and after they have been withdrawn and reintegrated as a means of preventing re-victimization.
- ✓ Facilitate a permanent process of follow-up and evaluation of support actions for withdrawn children and families.
- ✓ Ensure that the intervention plans always respect the children's right to grow up in a family environment in their community, to the extent possible.
- ✓ Establish credible tracking and tracing systems to assess impact of interventions of which the results and lessons-learned could provide direction for future programmes.

### What NOT to do

- ✗ Employ the traditional custom of blaming children and their families for the situation of commercial sexual exploitation.
- ✗ Offer vocational or job skills training in a specific technical area for populations who lack job search skills.
- ✗ Reintegrate child and adolescent victims back to families without addressing the abusive situations at their poverty stricken homes nor providing socio-economic alternatives and counseling services for their families and siblings.

### Good examples

**Good example 30. Entrepreneurship opportunities for vulnerable families:** Consult entrepreneurship experts to identify a business package that is suitable for illiterate or semi-literate groups. Adapt the package to fit with the local context in consultation with local leaders, local entrepreneurs and target families. Use the adapted package to improve community-based economies through formation of enterprises. Focus on enhancing the socio-economic status of families with low levels of literacy in the rural areas, especially families with female heads. Work with local groups to unlock the entrepreneurial skills of female heads of vulnerable families, thus empower gender and family relations. Promote the use of the adapted package as a tool to help improve the family economic situation and to fight poverty. Adapt and test the business model with selected families whose children are at high risk of CSEC and support its replication.

**Box 17****More women empowered – more protected children**

Different studies have shown that when adult women in the family have a relatively greater control over the family's resources and more assets of their own, there is a greater probability that the children will be sent to school and not to work.

In other words, if women increase their level of well-being and have access to better jobs and better income, this leads to a progressive reduction in child labour.

From this perspective, important efforts in income generation activity should be centred on women, since they tend to invest the resources acquired in the family's welfare and protection of its children, more than the men do.

**Good example 31. Work with families and mothers:** Collaborate with expert agencies active in the field to offer mediation to families with domestic conflicts and to support them in reconstructing affective ties, with special empowerment support to mothers and female members. Coordinate with service agencies to support children of such families with material assistance such as school scholarships, basic baskets of commodities, school materials, small grants to start up business. Work with legal experts to provide advice, coaching and resources for children and their families to obtain identity documents and other administrative procedures. Establish a bond of trust with mothers of children victims or children at risk via home visits and regular respectful contacts and/or using local religious icons as middle persons. Organize a series of personal development workshops for mothers that involve their male partners in the process. Work on gender awareness with mothers to contribute to reducing conflicts that drive the daughters from home and with fathers to re-establish respectful family relationship. Support creation of women self-help groups where men are kept involved and consulted.

**Box 18****Understanding the families**

It is necessary to adopt a broad concept of the family, free from moralistic or traditional ideas. It is also important to take personal prejudices and principles into consideration.

There are family groups that do not comply with the model of the nuclear family (father, mother, children), and there are members of the extended family and of the community who are willing to help in different ways.

Also, it is important to examine personal and institutional stereotypes concerning marginalized families, and identify any type of stigmatization that places the families in a passive or pathological position that can jeopardize the results of the intervention.

“There are no perfect families” and it is necessary to start off from this concrete reality in order to design effective strategies and promote living conditions that are in keeping with the realization of human rights.

It is crucial to maintain frequent contact with the family, because this is the only way of assuring its members that the institutions have a real interest in improving their living conditions. Since intervention plans are developed in conjunction with the family, empathy is a fundamental factor in achieving the proposed goals.

**Good example 32. Dealing with alcoholism:** Create partnership with specialized agencies or drug treatment centres to address the issue of alcoholism within family (and the society) to support changes in behaviours of alcohol abusers, most of whom are male family heads. Join force with social and media organizations to launch public campaign to sensitize families and other stakeholders on the fact that alcoholism leads to gender-based violence which could result in incest, unwanted pregnancies and an erosion of reproductive rights, especially of girls and women. Strengthen roles of female leaders and mothers to act against alcohol abuse in the family and empower them with income earning opportunities. Cooperate with specialized agencies to arrange for counselling support and necessary treatment for alcohol abusers at the family level.

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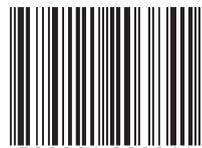
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