

## **Final Report from the North American Regional Consultation on the Commercial Sexual Exploitation of Children<sup>1</sup>**

In preparation for the Second World Congress against Commercial Sexual Exploitation of Children in Yokohama, Japan, to be held December 17-20, 2001, ECPAT-USA, NGO Group for the Convention on the Rights of the Child Focal Point on Sexual Exploitation of Children, UNICEF and the University of Pennsylvania School of Social Work convened a Regional Consultation on Commercial Sexual Exploitation of Children in Canada, Mexico, and the United States, December 2-3, 2001. This Consultation was the first of its kind. Concerned participants from government agencies and nongovernmental organizations, academic institutions, service providers, and the private sector in these countries were invited to lay the foundation for developing ways to reduce and ultimately end the commercial sexual abuse of children.

The goals of the Consultation were: (a) to identify the nature and extent of CSEC in Canada, Mexico, and the USA; (b) to identify regional aspects of CSEC, particularly intra-regional patterns of traffickers (for both source and destination countries); (c) to develop a framework for national and regional strategies to combat CSEC; and (d) to gather contributions for the Second World Congress against CSEC. The Consultation was composed of five plenaries and 19 breakout sessions on specific topics. Recordors were present in every plenary and breakout session and provided summaries for this Consultation Report.

### ***Plenary 1***

#### **From Stockholm to Yokohama: CSEC in Global Perspective**

**Session Chair:** Karin Landgren, Chief, Child Protection Section, United Nations Children's Fund (UNICEF)

#### **Presenters:**

**Canada:** The Honorable Landon Pearson, Senate of Canada, Ottawa, Ontario, Convener, Canadian National Delegation

**Mexico:** Elena Azaola, Convener, Mexican National Delegation

**U.S.:** Norma Hotaling, Executive Director, Standing Against Global Exploitation (SAGE), Convener, U.S. National Delegation

**Recorder:** Nicole Ives, University of Pennsylvania School of Social Work; Consultation Recorder

Presenters from Canada, Mexico, and the USA provided a brief overview of CSEC in the 5 years between the First World Congress Against CSEC in Stockholm and the Second World Congress scheduled for December 17-20, 2001. Senator Landon Pearson of Canada relayed the deep concern in Canada regarding what was learned in Stockholm about the extent of the problem. She noted that the one element that was missing at Stockholm was the participation of people who could speak to CSEC issues from experience. As a result, Canada convened "Out of the Shadows," a summit for youth who could speak directly to CSEC from experience. Areas of improvement for Canada included (a) more recovery and healing programs as well as facilities in place to help young people; (b) improved prevention, particularly looking at early childhood development and family supports; and (c) a greater examination of the root causes of CSEC (with issues of sexuality as well as who purchases sex with children and who does not). Senator Pearson underscored the need for more research on what it is that helps people resist CSEC and on ways that respect and sympathy can be nourished and sustained in the population.

Elena Azaola highlighted the advances that have been made in Mexico on CSEC. Before Stockholm, there were no instruments to address CSEC. Now there is targeted legislation, although enforcement has not been successful and children do not feel safe to prosecute their exploiters. There has been a willingness on the part of the Mexican government as well as civil society to take positive steps toward combating CSEC. However, even though much has been discussed, the issue is still not being addressed in an effective way. Exploiters have had much success in keeping CSEC hidden. Part of their success is due to the permissive societal mentality that allows CSEC to continue. This societal contribution to the perpetuation of CSEC must be addressed. Azaola, emphasizing the need for regional collaboration, highlighted the three-country study “The Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico” that brought together NGOs and government agencies from the three countries, and called for continued regional cooperation.

Norma Hotaling highlighted the importance of keeping a dialogue going regarding men’s involvement in prostitution. The First Offender Prostitution Program, also known as the “John School”, has been replicated across Canada and the USA. Hotaling co-founded and developed the program as a constructive alternative to the prosecution of first-time prostitution-related offenses. The fees and fines levied on the program participants provide funding for the support of women and girls involved in CSEC. Over 6,000 men have participated in the program. Hotaling also called for research on ways to socialize boys differently, starting in school.

Supporting CSEC is a multibillion-dollar sex industry as well as an established, well-structured adult sex industry, which creates an environment where real dialogue no longer exists. Echoing Senator Pearson’s comments, she also supported research on men engaged in child prostitution. Because of the profitability of child prostitution, even in countries where both child and adult prostitution is illegal, when governments decide to take action, criminal justice interventions are most often applied to women and children. This process of criminalizing the victim must be addressed. Hotaling also stressed the importance of prevention programs. Currently, there is only “crisis care” for exploited children—there are no services to save children who have already been exploited. She also underscored the need to include men and boys as targets for prevention (as arrest is not prevention) and early intervention.

## ***Plenary 2***

### ***Regional Panel on “The CSEC in the North American Region”***

#### Presenters:

**Canada:** Cherry Kingsley, Save the Children Canada, Vancouver, British Columbia

**Mexico:** Elena Azaola, Senior Investigator, Center for Advanced Studies in Social Anthropology, Author: *Stolen Childhood: Girl and Boy Victims of Sexual Exploitation in Mexico* (Mexico City: UNICEF).

**U.S.:** Richard Estes, Professor, Senior Investigator, University of Pennsylvania School of Social Work, Chair, North American Regional Consultation on the CSEC

**Recorder:** Nicole Ives, University of Pennsylvania School of Social Work; Consultation Recorder

Cherry Kingsley, who had spent eight years in the sex trade from age 14 to 22, shared her perspectives on CSEC, particularly the importance of the involvement of young people. This involvement should be meaningful, not simply having youth tell their “sad stories” but acknowledging that they have an important role to play in developing solutions to CSEC and in being leaders in addressing the issue. Especially vulnerable to CSEC are children who live in poverty, are homeless, and who have been abused, both physically and sexually. Indigenous children are particularly vulnerable, and solutions to the problem for them are different and must include a cultural component. Solutions must be relevant to children being exploited at the community, legislative, and policy levels.

Kingsley reiterated comments from Plenary 1: Criminalizing the victim is a barrier to children accessing services, and they will hide from outreach workers and police because they believe that they will be punished. Greater attention needs to be focused on the gender-specific nature of current laws and their application. Kingsley stated that pimps, johns, and boys involved in CSEC are rarely arrested. Additionally, court procedures must be addressed, as currently cases prosecuting exploiters are too heavily reliant on the testimony of children.

Not in support of the legalization of prostitution, Kingsley emphasized that this would only legitimize men who want to buy sex and it would not mean that the mental and physical health risks of exploited children would disappear. Additionally, the issue of who profits from child prostitution was discussed. Kingsley listed hotels, restaurants, nightclubs, newspapers, taxi companies as well as government licensing agencies (escort agencies pay city government for licenses to operate) as entities that profit from child prostitution.

Elena Azaola presented the Mexican findings from the “Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico” study on CSEC. The study proposed a series of measures to prevent CSEC and assist those already involved. The study was conducted in six Mexican cities: Acapulco, Cancun, Ciudad Juarez, Guadalajara, Tapachula, and Tijuana. Those cities were chosen based on the discovery that they were the ones where most children were being exploited. These cities were not representative of the entire country but cities with similar demographics. Most at-risk were street children and girls who crossed the border from Guatemala and Honduras into the southern border towns where they were kept in debt servitude.

Main findings from the study include:

1. Out of 350 CSEC cases prosecuted from 1998-2001, 25% involved North American citizens. Most of the cases had to do with trafficking of Mexican children with the participation of Mexican and US citizens.
2. Sex tourism is highly active in the main tourist cities.
3. CSEC exists in all major cities, especially the border and tourist areas.
4. All types of CSEC were found: Child pornography, child prostitution, sex tourism, and trafficking. More girls are involved but the number of boys is increasing.
5. The majority of children involved in CSEC range between 13 and 17 years old, although younger children from poorer, rural or urban areas, were also found.
6. Authorities were unaware of any cases of trafficking to the USA.
7. Most of the exploiters are Mexican, but in five of the six cities, American and Canadian citizens were involved in the business of CSEC. Most often, the activities of these expatriates were not reported or sanctioned.
8. The majority of clients are Mexican but in tourist areas and border cities, there is participation by people of other nationalities.
9. There are approximately 16,000 children being commercially sexually exploited in Mexico.
10. There are no specialized attention programs for exploited children in any of the cities.

Richard Estes presented findings from the USA portion of the “Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico” study. A primary goal of the study was to identify and explode the myths surrounding CSEC.

**Myth #1: CSEC is not an American issue; it is only the problem of poor, developing countries.**

False: At least 200,000 American children are involved in CSEC.

**Myth #2: Children involved in CSEC are primarily poor.**

False: Seventy-five percent of children are White from working- and middle-class households. Fifty percent of children involved in CSEC have been sexually abused by family members; thirty percent of boys involved in survival sex have been abused at home. There is a large overlap between child abuse, child sexual abuse, and CSEC.

**Myth #3: CSEC is a problem of poor, inner-city children.**

False: The study found children involved in CSEC in rural areas and medium-sized communities.

**Myth #4: Children involved in CSEC are all smuggled from Mexico.**

False: Ninety percent of children involved in CSEC in the USA are American citizens.

**Myth #5: CSEC primarily affects girls.**

False: For every girl involved in CSEC, the study found a boy. There are a large number of sexual minority boys involved in CSEC. There is little human service involvement for boys except in certain cases. Often boys redefine themselves as hustlers or pimps to remove the stigma associated with prostituting oneself. Boys were found to be more entrepreneurial.

**Myth #6: Child pornography and prostitution are victimless crimes.**

False: Children are profound victims. To believe that children are involved willingly, by their own volition, is lunacy. Every time a sexual image of a child is reproduced, the child is revictimized.

**Myth #7: There no money involved in CSEC.**

False: CSEC is a multibillion-dollar industry. For example, Operation Avalanche, conducted by the FBI, the US Customs Service, the US Postal Inspection Service, and the Dallas Police Department, uncovered a company with over 200,000 subscribers to a website that charged access to sexual images of adults and children. The company was earning \$1.2 million in a single month. The study also found that, on average, a single exploited child working for a pimp can earn between \$200-\$1500 per day, netting \$50,000 to \$100,000 per year for the pimp.

**Myth #8: The only adults involved in CSEC are direct sex exploiters.**

False: Hotels, restaurants, nightclubs, taxi companies, newspapers, licensing entities and others are indirectly exploiting children involved in CSE.

**Myth #9: Perpetrators of the sexual abuse of children are strangers.**

False: Ninety-six percent of child sexual abuse is committed by persons known to the children. Ninety percent of child sexual assault is committed by persons known to the children.

**Myth #10: Only pedophiles commit crimes against children.**

False: Ninety-five percent of customers are men. Half would be categorized as pedophiles; the other half is composed of unattached men. Twenty-five percent are married men with children of their own. It is surmised that some of these men are protecting themselves from molesting their own children by molesting other children. Additionally, 20% of sexual abuse of children is committed by juveniles under age 18.

***Breakout Sessions***

The following are summaries of the key issues discussed in the “Trends in the CSEC in North America” breakout sessions:

## Breakout session 1A: *Child Pornography and On-Line Sexual Victimization*

**Convener:** Ingrid Leth, Chair, Senior Adviser, Child Protection Section, United Nations Children's Fund (UNICEF)

**Canada:** Dorothy Franklin, Royal Canadian Mounted Police, Ottawa, Ontario; Rosalind Prober, Beyond Borders, Winnipeg, Manitoba

**Mexico:** Roberto Caballero, Policia Federal Preventiva, Mexico City

**U.S.:** Joseph Mettimamo, U.S. Fund for UNICEF, Washington DC

**Recorder:** Cecile Labega, International Rescue Committee, Dallas TX

The general consensus was that “cyber sex”, because it is unregulated and readily accessible, clearly demonstrates the weaknesses and inadequacy of our “solutions” to CSEC. The major points of discussion were as follows:

### **Exploiters:**

- Until the “root causes” of why exploiters exploit are discovered, an effective solution cannot realistically be devised. We need to find out why exploiters meet their “needs” through CSEC, and then address it at that level. Is CSEC the result of (a) basic needs gone awry (i.e., sexual deviancy); (b) self-esteem issues; and/or (c) cultural norms which promote or reward the idea that sexual exploitation is permissible?
- We know that certain groups are more likely to be associated with certain aspects of CSEC, and strategies should be targeted in order to get specific outcomes. Since a lot of on-line CSEC is paid for by credit card, the money should be “followed” by tracking people thru credit card sales.

### **International collaboration:**

- International standards should be developed regarding the “age of consent” which is in keeping with prevailing international treaties and protocols.

### **Internet CSEC:**

- How should the content on the Internet be controlled? At what level should the “filtering” of Internet content occur? At what level should Internet service providers, parents, schools, or the government be involved?
- Because of the nature of the Internet, collaborative initiatives are imperative. Initiatives need to be developed among government, law enforcement and the Internet service providers.
- Children need to be educated about CSEC, but not through restrictions and scare-tactics in order for them to make responsible decisions. In order to do this effectively, profiles of the types of kids who are lured into sex via the Internet must be developed.

### **National awareness:**

- Maintain a focus of domestic legal issues that can have a major impact on CSEC. For example, there is a current USA case headed for the Supreme Court on this issue.

### **Prevention:**

- One method of prevention is effective parenting.

The participants put forth the following list of suggestions:

- Study successful and unsuccessful models of changing national attitudes and behaviors.
- Learn from public health models that can teach valuable lessons.

- Study successful models in areas such as smoking, AIDS/HIV, and breast cancer awareness.
- Learn from unsuccessful models, such as the “Just Say No” campaign.

### Breakout session 1B: *Child & Juvenile Prostitution*

**Convener:** Miriam Lyons, North American Relay for the Focal Point on Sexual Exploitation of Children, NGO Group for the *Convention on the Rights of the Child*

**Canada:** Cherry Kingsley, Save the Children Canada, Vancouver, BC

**Mexico:** Dr. Elena Azaola, Senior Investigator, Center for Advanced Studies in Social Anthropology, Mexico City; Convener, Mexican National Delegation

**U.S.:** Mia Spangenberg, Researcher, ECPACT-USA (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes), New York City, USA

**Recorder:** Mohammed Mattar, The Protection Project, Washington, DC

Participants emphasized that CSEC is a global problem and thus must be addressed internationally. A dialogue is needed on the regional and international levels. The following issue areas were discussed.

**Prevention, early intervention, and healing:** Participants discussed what the most appropriate age would be for prevention and early intervention programs. There was a call for more prevention research, and collaboration in comparing and coordinating data. Participants also talked about the role of parents in prevention. Some asserted that parents’ roles included stopping the use of drugs, getting health professionals involved, preventing children from being sexually abused, and finding a safe place for children. In certain cases, children should be removed from parental care. Research has shown that sexual abuse at home is part of the background of many exploited children. Sexual abuse in the family must be addressed.

Participants highlighted the importance of identifying early indicators of child prostitution and called for the reexamination of the messages sent to children. Particularly harmful are advertisements of products or services that focus on sex. Crucial early social interventions are (a) mobilizing the community and keeping them involved on issues of violence and sexual abuse of children, and (b) sex education. Services to support healing must be made a priority.

**Research:** “Actual” research is needed that affects people’s lives. There should also be studies on the link between AIDS and sexually transmitted diseases and prostitution. Not only should there be collection of data, but also dissemination of data for use by the public. Participants also discussed the importance of furthering the debate on the profile of the exploiter.

**Private sector:** Participants emphasized the need to get faith-based organizations involved, in addition to NGOs. Additionally, the advertising industry must be approached, engaged, and challenged.

### Breakout session 1C: *Trafficking in Children for Sexual Purposes*

**Convener:** Ruth Snyder, Alliance for Speaking Truths on Prostitution (A-STOP), Minneapolis, MN

**Canada:** Chantal Meagher, Canadian Dept. of Foreign Affairs and International Trade, Ottawa

**Mexico:** Pedro Jose Peñaloza, Procuraduria General de Justicia de la Republica, Mexico City

**U.S.:** Susan Breault, The Paul and Lisa Program, Westbrook, CT

**Recorder:** Mary Ann Smith, President, ECPAT-USA (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes), Washington, DC

Discussion from this breakout session brought forth the following points:

**International collaboration:**

- Regional consultation is critical to adequately addressing CSEC in Canada, Mexico, and the USA.
- Root causes must be addressed through both national and international programs, legislation, and so forth.
- Governments need to acknowledge reality and take concrete, practical steps to correct or change conditions and structures that support the abuse of children.

**Law enforcement/prosecution:**

- Corruption and collusion of police and other government officials are a major part of the problem of CSEC.
- Justice systems do not protect children who have been abused. Laws are not child friendly.
- Children who testify against offenders need a “witness protection program.”

**General CSEC issues:**

- There is a connection between the crime of abuse and other crimes, such as drug abuse, which exacerbates the problem for children at risk. Other factors that affect the child at risk include: poverty, domestic violence, and lack of care for the child within the family and society.
- An integrated approach to combating CSEC is essential to achieve success. Schools, communities, and government need to work together.
- The gravity of CSEC needs to be acknowledged and addressed regardless of financial gain and criminal involvement.
- Our failure, as individuals and society, to speak out makes CSEC possible.
- Trafficking domestically is as violent and cruel as trafficking internationally.

Participants from the session made the following recommendations:

- Support the “Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography.” The Protocol addresses the sale of children both as a criminal issues and as one of human rights.
- Promote legislation that raises CSEC to a felony offense and increases penalties to up to life in prison and fines up to \$1 million.
- Provide programs, counseling, and other related services needed to address the trauma of abused and exploited children.
- Provide specialized exiting programs to meet the needs of individuals. For example, some need trauma services while others need health services or education in how to dress, speak, date, and relate to each other.
- Prosecute government employees who profit from CSEC and cooperate with exploiters, such as police and immigration officers.
- Recognize the need to listen to concerns of other countries and admit our own collusion with exploiters. Cooperation and mutual respect are essential.

Breakout session 1D: *Coordination/Cooperation at the Local, National, and Regional Levels in Reducing the CSEC*

**Convener:** Karin Landgren, UNICEF

**Canada:** Melanie Mark, Save the Children Canada, Vancouver, British Columbia

**Mexico:** Lucia Echeveria, Mexico City

**U.S.:** Laura Barnitz, Program Associate, Youth Program International (YAPI) and U.S. Campaign Against the CSEC, Washington, DC

**Recorder:** Susan Kinnevy, Researcher, Center for the Study of Youth Policy, University of Pennsylvania

The main points raised by this session were:

**The importance of involving youth in the process:** The young people who have been interviewed as part of various outreach efforts complain that there are few resources for them as a specific population, as they are offered services for homeless or runaway youth rather than sexually exploited youth. They come under the general umbrella services for “at-risk youth” and feel they have no exit routes out of their predicament through those channels. Sexual education programs are needed as well as consciousness-raising programs for professionals who deal with these young people. Young people involved in the sex trade do not necessarily see themselves as prostitutes, but often view their participation as “survival sex”. Most of them say what is available for them is irrelevant, so it is recommended that avenues of communication available through pop culture be utilized to reach this population of underserved youth. There should be a National Clearinghouse of information available to both youth and youth-serving agencies. Thus far, the professional response has been less than ideal and there is often resistance to using youth as part of the solution. There are a number of small agencies working with youth on this problem, but no mechanism for sharing information and collaborating on interventions. Holding another Youth Conference in the US, based on the Canadian model, might begin the development process for youth leadership.

**Using other agendas:** Efforts to create a national agenda for CSEC might be more successful if they were piggybacked on existing agendas that already have political clout, such as NAFTA and WHO. Getting NAFTA to recognize the problem as one of national and international significance, and having them support a national agenda would go a long way to making it happen. The side agreement with NAFTA could work in conjunction with a regional meeting on ILO182. The creation of a Multinational Commission, comprised of task forces of various professionals, would identify this problem as specific and separate from other child welfare issues, such as forced labor and military conscription. The commission would bring together law enforcement, legal personnel, government representatives, NGOs, direct services organizations, and advocacy groups. The US Campaign to End the Sexual Exploitation of Children has vowed to: (a) increase emergency and long-term services; (b) raise public awareness and education; (c) develop the National Plan of Action promised in Stockholm; (d) lobby for new legislation and funding; and (e) develop a national focus, particularly with regard to interstate trafficking. One key to developing a national agenda is to identify public champions and invest in them. These champions can be a combination of high profile public officials and media/entertainment figures with known appeal to young people.

**Use of the private sector:** Using the resources of the private sector was also discussed. Mexico reported success in accessing the support of local business, such as that of hotels and taxi drivers. Business personnel become key in identifying youth for intervention, but there is still not enough attention paid to those who buy the sexual services of children. It seems this technique might not work as well in the USA because there is so much money to be made by these very people. However, private sector financing of targeted programs might be successfully explored.

**Data Collection:** Current data collection efforts have been primarily qualitative through interviews and focus groups with key informants. These efforts have been successful in bringing attention to the problem and assessing the scope of the problem descriptively. However, a more systematic quantitative approach to data collection is necessary. Including a research agenda in the general agenda for

programs and services would allow the quantitative to coalesce with the qualitative in producing a demographic and psychological profile of youth participants in the sex trade.

**Global Conference on Sexual Trafficking:** A suggestion was made to hold a Global Conference on the trafficking issue, but prior to that, to include CSEC on the agenda for all national and international conferences that deal with children's issues.

### ***Breakout Sessions***

The following are summaries of the key issues discussed in the "Prevention, Protection, and Recovery of Children" breakout sessions:

#### **Breakout session 2A: Legislation and Law Enforcement**

**Convener:** Margaret Douek, Centre Jeunesse de Laval, Montreal, Quebec

**Canada:** Carol Morency, Senior Legal Counsel, Family, Children and Youth Section, Justice Canada, Ottawa, Ontario

**Mexico:** Lic. Pedro Peñaloza, Director de Prevención del Delito de la Procuraduría General de Justicia de la República

**U.S.:** Howard Davidson, Center Director, American Bar Association, Center on Children and the Law, Washington, DC

**Recorder:** Carolyn Antonio, GABRIELA Network NY/NJ Chapter, Jersey City

The major points of discussion were as follows:

Legislation is often the most logical and, sometimes, the quickest response to CSEC. There are good laws in place, but the effective application of such laws falls short of the ideal. Laws that work and those that fail should be examined. At times, the application of laws is a double-edged sword, for example, the criminalization of exploited youth that drives the youth even further underground.

There should also be increased awareness of the current realities of exploited youth and their relationship to the justice system (e.g., why they hide or run from law instead of seeking protection), along with working to understand new emerging realities that youth must navigate, such as exploitation's relationship to advances in technology, the internet, and globalization. There should also be increased incentives for the education of local law enforcement and community-based policing to ground CSEC as a human rights issue.

Because CSEC is a multi-faceted issue, (a) solutions should be comprehensive, and (b) the approach should take on a larger vision, that is, collaboration among law, all levels of government, social service, education, human rights, local and international communities, and those exploited. Legislation and the current methods of monitoring crimes are not sufficient.

There should be protection and recovery mechanisms in place at all stages, from pick up of youth, trials/prosecution of offenders, after trial/prosecution, and youth re-integration into community. A continuum/wrap around system of care for exploited youth must be envisioned, which includes prevention and posttrauma experience treatment.

The importance of information sharing across different systems in government, social service, and NGOs was affirmed so that those working in the field, including exploited youth, can inform the drafting of legislation and creation of protective measures. For example, NGOs should be present at creating laws as they are in "the trenches."

Governments all over the world must recognize CSEC as a national priority. International collaborations should be strengthened in order to look at root causes, economic or otherwise, and create prevention mechanisms. For example, there should be a unified policy on CSEC between

Canada, Mexico, and the USA, the three countries represented at the North American Regional Consultation. An international fund for exploited youth should be created to allocate much-needed funds to youth and youth-serving agencies to combat CSEC.

Breakout session 2B: *The Role of the Private Sector*

**Convener:** Pat Eng, Ms. Foundation for Women, New York City

**Canada:** Rosalind Prober, Beyond Borders: Ensuring Global Justice For Children, Winnipeg, Manitoba

**Mexico:** Roberto Caballero, Policia Federal Preventiva, Mexico City

**U.S.:** Jeffrey Hantover, independent researcher on trafficking, New York City

**Recorder:** Mia Spangenberg, Researcher, ECPAT-USA

Private sectors that should be approached to help in combating CSEC include: (a) churches; (b) corporations/for-profit businesses, including those selling products, working in travel and tourism, and working with computers and Internet technology; and (c) media.

How can these private sector actors contribute to ending CSEC?

**Churches:** One avenue would be to look at churches with investment plans working through the Interfaith Center on Social Responsibility. One could specifically target churches with large investment holdings and look at how many business owners are attached to churches as well as promote socially responsible investing. There should be an appeal to religions' morality and education about the cycle of violence in CSEC. They need to empathize, to be able to put themselves in the exploited children's shoes.

**Corporations/for-profit businesses selling products:** For corporations, there needs to be an understanding of the way corporations/for-profit businesses think. They should then be approached from that point of view. Corporations have their brands' reputations to protect, so they would be more likely to consider social programs that protect and enhance their brands and the company's reputation. The idea is to turn moral obligation into business necessity and to get businesses to compete among each other for who has the best moral practices. For example, which company has the best record in protecting children? Businesses could also use their economic clout. For example, Macy's could go to the New York Post and say they will not put any more ads in the Post until the Post takes out all ads for escort services. Companies need to be researched to see if and how they are contributing to CSEC and then mobilize public support to shame them. In Mexico, companies can get tax exemptions for contributing funds to non-profit organizations.

**Travel and tourism:** ECPAT has had some success in working with the travel and tourism industry. ECPAT France has produced a child sex tourism video shown on many European airlines' long-haul flights. Clubs of women working in the travel industry are also supportive of campaigns against sex tourism. Hotels, tour companies, and so forth must develop a moral code that should involve training of the entire staff.

**Computers and Internet technology:** There are various filtering and encryption programs as well as pre-approved sites for children now available to protect children from pornography on the Internet.

Governments have a role to play in forcing companies to comply to ethical standards if companies are not responding quickly enough. However, one serious problem is that too many businesses rely on the fact that sex sells. Talking to businesses and churches about CSEC in the region is difficult because it is such a sensitive topic. Many churches still have a puritanical attitude towards sex, and companies will probably not want to recognize the fact that they are using sexual images to sell their products.

## Breakout session 2C: *The Contribution of Child/Peer Organizations*

**Convener:** Lisa Wolff, Director, Education for Development, Canadian National Committee for UNICEF

**Canada:** Fâdi Barakat Fadel, Program Manager, Sexual Exploitation, Save the Children, Western Canada Office, Vancouver

**Mexico:** Patricia Aguinaco Bravo, Representante de la Secretaría del Trabajo y Previsión Social (Labour Ministry)

**U.S.:** Susan Breault, The Paul and Lisa Program, Westbrook, CT

**Recorder:** Ellie Di Lapi, Executive Director, Women's Center, University of Pennsylvania

Participants initially discussed not on why, but on how to involve youth and how can youth serving and youth participating organizations can be involved. We need to find out how to include youth participation. How is youth defined? Youth, for this conference is defined as less than 18 years old and is defined in other contexts as 18-24 year olds. What do we mean by “youth” participation? Participants emphasized that outreach is needed to all children so that they believe that they can make a difference.

Experiential youth's involvement is critical. However, we must be clear about exactly what type of involvement we are looking for. We need to define what is appropriate participation. Participation of youth must also be ethical, and needs to be defined more than by experience itself. Paying attention to the ethical issues of involving experiential youth is critical. Not everyone can speak out and share personal experiences. Youth have different skills—art, drama, and computers—and program staff need to work with and build on the skills the youth bring. The roles for youth are many: in advocacy, in program development and implementation, in policy development, and so forth. What types of financial, material, and transportation supports are needed for youth participation?

Youth friendly materials need to be developed as well as determining the role for non-experiential youth. There is also a need to differentiate “declared” experiential youth and others (undeclared experiential youth, youth at risk, lower risk and concerned youth.) However, children's experiences are hard to discover due to the difficulty of talking about these issues, so therefore do not make assumptions regarding who is or is not experiential.

Youth participation could be made available through schools and could include teaching conflict resolution while in recovery. There needs to be a rescue mission for children who are survivors of war, sexual exploitation, and other experiences. Training is needed for adults working with youth on the impact of traumatization of experiential youth. Adults working with these children need to understand how to build trust and develop a protocol to protect children from being hurt.

Susan Breault detailed the Paul and Lisa Program, which was named for St. Paul (the church where program got started) and Lisa (a 17 year old who died while trying to escape prostitution.) Services include education, street outreach, an alternate sentencing program, and a holistic health program. Staff work with children and adults, understanding the importance of youth involvement, especially those directly exploited and their experience.

Patricia Aguinaco Bravo, Mexican Labor Ministry, described her work with civil organizations. It is still not yet clear when, where, and how many children are exploited. Organizations in Mexico are working on this but do not have a clear diagnosis. This is needed in order to have the right program to address this problem.

Infants can be involved in CSEC. In Tijuana, it was found that a father had “rented” his 8-month-old infant—is this prostitution? It should be called CSEC. When infants go to the hospital, the hospitals do not know how to label the injuries. As a result, many are labeled domestic violence rather than CSEC, and this will affect where to place children after they receive medical care.

Fâdi Barakat Fadel talked about Save the Children Canada and their efforts to include experiential youth. He emphasized that saying something is one thing, while doing something is different. Children can get involved, although if the youth has been traumatized, transition into a youth program is challenging. It is important to remember that these youth are not “staff” especially if they are dealing with “exiting”. Organizations must advocate and help these youth develop strategies while they are “exiting”. Some children coming to programs are able to return to a support system already existing. Other children in programs leave feeling very isolated, with no support system. Services should be in place for children who are exiting, such as child care, protection from domestic violence, and so forth. Additionally, young people need help with conflict resolution, especially when “exiting” when there are difficulties in communication.

The following is a list of characteristics of a child/peer organization that are needed if the program implemented by the organization is to be effective: (a) higher trust level, (b) ownership of program, (c) quick involvement, (d) connections to other youth agencies, (e) youth orientation that creates a safe environment, (f) respect for individuals, (g) honoring the experience/age/maturity of each youth, (h) equal opportunity for all youth, (i) be transparent to youth, (j) participation should be fun and include an understanding of cultural diversity, (k) capacity building is integral to the program so at end of program youth have higher levels of skills, and (l) incorporating meaningful roles for youth including decision making, and not being excluded from certain roles.

YouthCare is a Seattle outreach program for street youth. Lessons learned from YouthCare included (a) not setting up youth to go back to community and old life; (b) being consistent; and (c) creating aftercare, especially after “exiting” when youth need to address “abandonment” issues which could restart the exploitation cycle. Real needs of youth need to be met, such as for food, housing, and transportation. They also need personal support outside program, such as recreation activities.

Participants discussed various areas of success. While Stockholm had limited youth participation, experiential youth were planning to attend the Second World Congress in Yokohama. While this was thought of as a positive step, participants expressed concern regarding how to protect youth when in Yokohama. NGOs and governments who bring youth need to pay attention to how the youth are involved. The Canadian model is a good one to support experiential youth. Preparing youth is critical; for the Out From the Shadows Youth Summit, focus groups were held and this was worked for 1-year prior to the Summit.

Participants put forth the following recommendations:

- Incorporate trailblazing youth who will help youth in trade; they will be a symbol of hope.
- Understand how to bring youth in for participation.
- NGO structures may be barriers to youth participation; prepare organizations and youth to partner together.
- Find a balance with experiential youth.
- Acknowledge that experiential youth bring critical issues from personal experience.
- Convene a youth convention to get attention in the USA. However, a year would be needed to prepare for such a program.
- Commitment to youth must be a strong and informed.

Breakout session 2D: *The Contribution of the Mass Media and Entertainment Industries to Ending the CSEC*

**Convener:** Grant Charles, Partner, Garfat, Charles & Associates, Vancouver, British Columbia

**Canada:** Susan McIntyre, Research Consultation Services, Calgary, Alberta

**Mexico:** Guillermo Gutierrez Romero, Fundacion Nal. De Invest. De Ninos Robados y Desaparecido, Mexico City

**U.S.:** Kenneth Franzblau, Equality Now, New York City

**Recorder:** Amy Hartman, Alliance for Speaking Truths on Prostitution (A-STOP), Minneapolis MN

Participants believed that the media can be used to motivate people, and that developing a sustained effort by the media about CSEC is a challenge. Participants identified that the entertainment industry glamorizes prostitution, such as in the movie *Pretty Woman*. Television sitcoms, such as *Friends*, make jokes about women in prostitution and only provide stereotypes of both prostitutes and johns. Pop music, certain celebrities, and clothing glorify pimping.

Cherry Kingsley of Save the Children Canada has had some success with the media in Canada through telling her personal story, which provides a context for sharing information about commercial sexual exploitation. She has also received several national awards for the programs that she has started, giving her additional press coverage. Kingsley emphasized that work with the media has two dimensions: (a) general awareness of the problem, focusing on the horror of this form of slavery, and (b) advocacy for particular positions, such as decriminalization, which can strengthen legislative efforts.

Participants came up with several possibilities for how to involve the mass media and the entertainment industry in ending CSEC:

1. Identify and talk with high-profile people to enroll them in the effort to end CSEC. Some possibilities for this include:
  - Have a face-to-face conversation with the head of a major media company such as Viacom to discuss what is going on and how that company could work to change the situation.
  - Talk with celebrities such as Britney Spears or Destiny's Child to have them help promote our message. Work with directors such as Steven Spielberg or Robert Redford to produce materials.
  - Have survivors on Oprah or as speakers at national conventions (ACLU, entertainment industries).
  - Link celebrities with causes. Carol Smolenski knows of an organization that does this, but this can be expensive for the organization.
  - Develop a "male role model campaign" with high-profile males speaking to young men about why exploiting people in prostitution is "not cool."
  - Work with the Truckers Association and others to create radio programs for truckers.
2. As a group, make public statements about why there is disagreement with what is being said in the media. Participants emphasized that they need to let people know that they will not tolerate what the media is doing.
3. Pursue advertisers who promote certain images. This could be done by working with groups such as Media Watch, Morality in Media, and Parents TV Council. Would they be willing to watch for CSEC issues in the media? Is there a list of these groups?
4. Develop awards for accurate portrayals of the people involved in CSEC to acknowledge media presentations that are beneficial to preventing exploitation.
5. Make good use of events such as the Second World Congress Against CSEC in Yokohama, Japan, to connect with high-profile mass media people.

6. Make sure the message that gets out is the one that you want to get out. Funding is needed to do market research into how the message is being received by the target audience.

### ***Plenary 3***

#### **Profiles of Child Sexual Exploiters**

##### Presenters:

**Canada:** Dorothy Franklin, Royal Canadian Mounted Police, Ottawa, Ontario

**Mexico:** Patricia Aguinaco Bravo, Representante de la Secretaría del Trabajo y Previsión Social (Labour Ministry)

**U.S.:** Susan Breault, The Paul and Lisa Program, Westbrook, CT

**Recorder:** Nicole Ives, University of Pennsylvania School of Social Work; Consultation Recorder

Referring to findings by law enforcement and researchers, presenters cautioned the use of “profiling,” emphasizing that there was no one profile of a child sex exploiter and that they come from all walks of life. Additionally, Internet offenders cannot be categorized as other offenders. The anonymity of the Internet and the social aspects of Internet child pornography transactions normalize this behavior. In addition to pedophiles and opportunistic or situational abusers, children can be victimized by other children. These factors make it more difficult to determine characteristics of those who would exhibit exploiting behavior. People who buy sex with children include teenagers and college boys (as a rite of passage) as well as Wall Street types, who are looking to talk, share drugs, and do things that they feel they cannot do at home.

Tourist zones are central locations for CSEC, particularly in Mexico. Tourists are not aware of the CSEC situation, making addressing it more difficult. Current legislation does not cover a magnitude of CSEC concerns. Society is only knowledgeable about certain cases of people interviewed on television. There needs to be open discussion with adolescents on sexuality. Civil society and government must both participate. Presenters called on participants at the Consultation to undo the damage done by the sex trade and to sensitize society as exploiters try to desensitize the public.

Susan Breault underscored the fact that CSEC exists unabridged and unchallenged despite NGO and government attempts to address the issue. Breault read an excerpt detailing how exploiters operate:

My name is Joe, but I go by the street name of “Spider”. I am a successful business person, and entrepreneur, but some of you might refer to me as an opportunist – a pimp. I have many talents, but the talent I am most proud of is how easily I can lure or coerce your children out of your world and into mine. First I will spot the innocents, the loners, those who’ve been abused, the runaways, and seduce them with false promises and dreams. I will make them feel “special” as I continue to weave my web of deception with glamour “dates” to fancy restaurants and “grown-up entertainment spots.” They WILL fall in love with me! Then I will break their spirit and self-esteem by loaning them to my friends, who will demand sex and then give them money, which they will turn over to me. I will take them away from both friends and family and force them to become totally dependent on me. In street terms, they will become a part of my “stable” – I will own them like others own horses. I will force them to work as prostitutes, demand that they give me all the money they make and beat them with fist, feet, whip, or coat hanger if they dare cross me. If they make any attempt to leave me, I will intimidate, threaten or even try to have them killed. However...they will not recognize me for the tyrant that I am. To them I will be everyone they ever needed – Mother, Father, Brother, Sister, Lover, and Best Friend.

One comment from the audience was an appeal to remember the mail-order bride population, particularly young girls in the Philippines who are accessed by men this way. The global economy provides fertile ground for sex trafficking, and some economies are sustained by the sex trafficking. Another comment was a reminder that ghettos are created by social policies, and all children in those communities become vulnerable to CSEC. Urban and social planning should be involved in ending CSEC at the community level.

#### *Plenary 4*

### **Domestic and International Trafficking in Children for Sexual Purposes**

#### Presenters:

**Canada:** Chantal Neagher, Canadian Department of Foreign Affairs and International Trade

**Mexico:** Pedro Jose Peñaloza, Procuraduria General de Justicia de la Republica, Mexico City

**U.S.:** Richard Estes, Professor, Senior Investigator, University of Pennsylvania School of Social Work, Chair, North American Regional Consultation on the CSEC

**Recorder:** Nicole Ives, University of Pennsylvania School of Social Work; Consultation Recorder

Chantal Neagher discussed the international aspects of trafficking. Internationally, there continues to be some confusion with respect to the difference between trafficking and smuggling. Trafficking in persons involves some form of deception, coercion, or force in order to exploit the trafficked persons, generally upon their arrival in the destination country. Smuggling of migrants refers to the movement of persons across an international boundary contrary to the immigration legislation of the transit or destination countries.

With few legal options for migration coupled with the demand for foreign labor in some sectors, smugglers and traffickers are poised to exploit individuals seeking to migrate. Trafficked persons may have entered legally into a destination state though trafficking usually refers to a circumvention of the legal migration process. Trafficked persons are subject to extreme forms of exploitation, including most notably sexual exploitation.

Due to the clandestine nature of smuggling and trafficking in persons, it is challenging to gather data on these illegal activities and desegregate the data collected. However, it is known that there are considerable profits for smugglers, and individuals may be trafficked more than once. Trafficking in human beings is the third largest source of revenue for transnational organized crime (surpassed only by the drug and illegal arms trade).

The two UN Protocols focused on trafficking and smuggling (Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Supplementing the UN Convention Against Transnational Organized Crime and the Protocol against the Smuggling of Migrants by Land, Sea and Air, Supplementing the UN Convention against Transnational Organized Crime) criminalize the act of trafficking in persons and the use of false documents, accept and facilitate the return of nationals and permanent residents, improve border controls, enhance the exchange of information among State Parties, and safeguard other international legal obligations, including the Geneva Convention Relating to the Status of Refugees. The Protocols include measures for prevention as well as protect victims of trafficking with full respect for their human rights. The primary goal of the Trafficking Protocol is to catch and prosecute traffickers but also assist and protect victims, including safe repatriation. Neagher emphasized that the factors that make people vulnerable to trafficking need to be identified and alleviated.

Mexico has gone from hiding from and indifference to the problem of CSEC to accepting the phenomenon. Because of this acceptance, certain changes have taken place. One significant change is incorporating a special unit on children into the Attorney General's Office in Mexico City. The special unit targets organized crime. Pedro Jose Peñaloza pointed out that this qualitative jump from indifference to applying the law should not be underestimated. However, the legal reforms in Mexico are not sufficient—more changes are needed.

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Supplementing the UN Convention Against Transnational Organized Crime is under serious review by the Senate of the Republic and is close to ratification. Focusing exclusively on legal reforms, even at the international level, however, has not stopped this problem from growing. This issue must be seen in a multilevel way, as it is not possible to continue solely on the legal path while ignoring social and economic factors. Only when a complete picture of the motivating factors of the exploitation of children is taken into account will progress be made.

Prevention policy is still missing at the national and international levels. There is a continued belief that increasing penalties will change behavior. Criminals are not mathematicians; they do not calculate the number of years that they will be punished before they commit a crime. An integrated prevention policy must take into account punishment and prevention. All policies, both national and international, have always emphasized punitive measures and have devoted resources to that end. Why don't we insist on prevention in the same way that we insist on punishment?

It is possible to win the battle against trafficking in children from sexual purposes; in order to do this we must reconstruct the puzzle. Increasing penalties alone will not solve the problem; prevention must be added in all areas, such as schools, communities, families, and government. Additionally, law enforcement must be reformed. Paraphrasing the British Prime Minister Tony Blair, Peñaloza ended his presentation with, "A society that respects itself and a government that represents its citizens well has three priorities: education, education, and education."

Richard Estes shared the findings on trafficking from the "Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico" study. Twenty-eight cities were selected for detailed analysis.<sup>2</sup> Focus groups were held with law enforcement and human services agencies, and interviews were conducted with children living on the street. The study found that 50% of the children involved in CSEC are trafficked. The other 50% are local and are involved in CSEC in their own communities. The trafficking circuits are owned and operated by adults.

Study findings revealed that at least six children from the following regions and cities were involved in CSEC in the 28 cities: Asia/Oceania (Australia, Cambodia, Hong Kong, Korea, People's Republic of China, the Philippines, and Taiwan), Africa (Ghana and Nigeria), Central and South America (Belize, Colombia, Costa Rica, Guatemala, and Honduras), the Caribbean (Dominican Republic, Haiti, and Jamaica), North America (Canada and Mexico), and Eastern Europe (Russian Federation and Ukraine). Children trafficked into the 28 cities from Asia are more spread out in several communities across the country while children trafficked from Africa are more concentrated in a small number of cities. From Australia, most children come on tourist visas and then are recruited by peers. For children trafficked from Eastern Europe, most use forged documents although this has been found to be more difficult after September 11<sup>th</sup>, 2001. Children from or traveling through Puerto Rico also use forged documents, and since Puerto Ricans are US citizens who speak Spanish, it is hard to tell who is from Puerto Rico and legally entering the USA and who is not if the trafficked child is from a Spanish-speaking country.

Three different categories of traffickers were identified: amateur traffickers, small groups of organized criminals, and national and international trafficking networks. Functionaries were also discovered. These functionaries are needed to move large numbers of sexually exploited domestic and foreign children across the USA for sexual purposes. Functionaries included investors, recruiters, transporters, corrupt public officials, informers, guides and crew members, enforcers, supporting personnel and specialists, debt collectors, and money launderers.

### ***Breakout Sessions***

The following are summaries of the key issues discussed in the “Sexual Exploiters and Trafficking of Children for Sexual Purposes” breakout sessions:

#### Breakout session 3A: ***Recovery and Reintegration of Trafficked Children***

**Convener:** Dr. Angelo P. Giardino, Associate Chair, Department of Pediatrics, Children’s Hospital of Philadelphia

**Canada:** Fâdi Barakat Fadel, Program Manager, Sexual Exploitation, Save the Children, Western Canada Office, Vancouver, British Columbia

**Mexico:** Patricia Aguinaco Bravo, Representante de la Secretaría del Trabajo y Previsión Social

**U.S.:** Christa Stewart, Safe Horizon, New York City

**Recorder:** Beth Moon, Richmond, VA

The following are comments from the session:

- Are there certain circumstances/crisis points at which exploited youth can be approached by professionals to help them “exit”? Participants felt that there was no specific time, as these youth live from crisis to crisis almost daily. Youth often think of exiting long before they do but do not know how (and no one asks them if they want to exit).
- Many experiential youth provide a sense of family/community for each other (during and even after exiting the trade).

Participants came up with the following suggestions:

- The holistic, individualized approach should be used across different programs (mind, body, spirit, etc.). A team approach would also be helpful so that children do not fall through the cracks.
- Alternatives need to be developed for internationally trafficked children. It will be important for them to be protected legally, that is, not automatically put into the custody of the immigration authorities.
- There is a need to train/educate professionals already working with youth on identification signs of CSEC and their needs. There should not be the assumption that others have this knowledge.
- Emergency rooms could be a good place of first contact to find and reach out to these youth as they are not receiving routine care from pediatricians or OB-GYNs. At this time, there is no momentum in the Academy of Pediatricians to address this issue.

#### Breakout session 3B: ***Protection of Children Trafficked for Sexual Purposes***

**Convener:** Jane Parlee, Save the Children Canada

**Canada:** Susan McIntyre, Research Consultation Services, Calgary, Alberta

**Mexico:** Lucia Echeveria, Mexico City

**U.S.:** Rachel Lloyd, Girls Education and Mentoring Services (GEMS), New York City

**Recorder:** Jane Kim, International Rescue Committee, New York City, NY

Currently following up on a 1991 study that originally interviewed 50 youth [41 girls, 9 boys] involved in CSEC, Susan McIntyre was able to trace 78% of the original subjects. What is surprising is that this is the first report of its kind. The study found that no one leaves the streets just once; it usually takes a minimum of five attempts before being successful. Sometimes there is a progression from the streets to a strip club to an escort service before the realization dawns upon them that it is the same service packaged differently. Generally speaking, youth who leave the trade experience an epiphany and a vision of potential difference. Eighty-two percent of the interviewees had children, which presents a great motivation to leave the trade. Among other factors, the family usually pulls together and the state extends additional support to families. Unfortunately, boys do not have this same opportunity and tend to be more transient and hidden. The study report is slated for release in February 2002.

In Canada, response to domestic trafficking varies depending on the province. There is absolutely no consistency with regard to police interventions or reporting systems. Trafficking may flow into the USA for a limited period to coincide with large events, such as conventions in Las Vegas. In Alberta, there are two entities that deal with CSEC: Vice Division and the Child Abuse Unit. Some of their responsibilities may overlap but it is an advantage to have separate units because relationships can be independently developed with both. Mandatory “confinement” of trafficked children for their own protection is troublesome. Currently in Canada, this period could initially be for 5 days and be renewable for a period of up to 90 days. It transports us back to the child/victim-focused model and loses sight of perpetrators and the demand issue.

The target population is primarily local girls who live and are generally prostituted in the same neighborhoods. Law enforcement gets involved only when the girls cross state lines. Otherwise, local police typically disregard the problems. Rachel Lloyd discussed the Brooklyn DA’s Initiative, which has demonstrated growing interest in domestic trafficking and recently started a John School. The NY Special Unit for Child Abuse has not effectively dealt with domestic trafficking because its general mandate allows it to get swallowed up by other issues. Rather, the Juvenile Crime Squad of Fugitive Enforcement, which is charged with prostitution pick-ups, has a better record of handling CSEC, in part because they have staff who care.

The cycles of trafficking are continuous. Girls are trafficked from state to state up and down the East Coast. It is important to understand that girls trafficked domestically are victims in the same way as those trafficked internationally, and they require services. Many of these girls stand a better chance if they remain with a family member, whether immediate or extended.

Initially, the mission of Girls Educational and Mentoring Services (GEMS) focused on individuals ranging from age 13 to 21 but has recently shifted to concentrate on 13- to 15-year-old youth. The organization has been working with the Department of Juvenile Justice (DJJ) and the Administration for Children’s Services (ACS) to provide outreach to at-risk youth. Workshops on sexual exploitation are provided by GEMS to juvenile detention centers and Rikers Island inmates. Roughly 75% of the girls in these facilities have been sexually exploited. Girls Educational and Mentoring Services also provides direct services, including job training, education assistance, peer/youth leadership, and workshops. The GEMS staffers are young (the oldest age is early 30s) and many staff members themselves have survived sexual exploitation. Much training is provided to enable staffers to connect with their own issues in order to make them more effective in reaching out to others. The organization is in the process of acquiring housing but they also do a lot of work trying to keep families together. This includes helping mothers to understand the mindset of their daughters and why they may get hooked into prostitution.

Regarding the issue of safe housing, it is impractical to believe that housing location would remain confidential indefinitely. Girls themselves will reveal the whereabouts of the housing when they return to the streets. In California, there is a children’s facility with state-of-the-art facilities. However, the fact remains that this does not necessarily translate into adequate prevention and protection services. Some of the girls sent out of state to this facility will wind up back on the streets of California. This is not to

imply that geographic location is irrelevant. Covenant House NY, the largest shelter for homeless and runaway children, for instance, is located in “pimp city” and children who are not prostitutes usually get recruited within their first 2 weeks.

The following suggestions were culled from the participants’ discussion:

- Services should be developed with these dynamics in mind. Delivery of piecemeal services does not work. Just as the needs of youth are cared for in toto by their pimps/johns on the streets, they need an “all-inclusive package” in the way of social services. Family is an important connection. While we may be “okay with protection, we’re not good with prevention and we’re horrible with reintegration.”
- Standardize policies and systems and ensure their consistent implementation.
- Target venues that are breeding grounds for (child) prostitution with strategic interventions.
- According to Canadian Criminal Codes, a child over 14 years old can consent to sexual activity with an adult (in USA, consenting age is 16 years). One way to address this would be to redraft legislation to increase age of consent.
- Examine various operations, cull best practices, bad practices and lessons learned, and issue recommendations.
- Share curriculum and best practices and identify programs/training that can be replicated on the local or national level.
- Create a network of safe houses throughout the US to help serve and protect trafficked children.

Breakout session 3C: *Prevention of Trafficking in Children for Sexual Purposes*

**Convener:** Lisa Thompson, The Salvation Army, National Headquarters, Alexandria VA

**Canada:** Lynda Gray, Urban Native Youth Association, Vancouver, British Columbia

**Mexico:** Roberto Caballero, Policia Federal Preventiva, Mexico City

**U.S.:** Anele Heiges, Miramed Institute

**Recorder:** Joe Mettimamo, The U.S. Fund For UNICEF, Washington, DC

Some highlights/points raised regarding the prevention of trafficking include:

**Protection/Prevention:**

- There is a need for more outreach. Safe-houses for victims need to be established to provide protection/asylum to victims.
- More prevention and awareness campaigns are needed, via the media, schools, churches, and the community.
- Revictimization must be prevented by stopping the criminalizing of the victim.
- Input of victims and former pimps needs to be solicited to create effective prevention programs.

**Private sector:**

- There should be stiffer controls over media ads that advertise for the sex trade.

- “Welcome kits” given to convention-goers at large conventions should include materials that address “good behavior”.

**Government involvement:**

- Tougher monitoring of borders is needed.
- Inter-governmental agreements on extradition and prosecution of traffickers is needed.
- Stronger governmental action against source nations is needed.
- Stronger penalties for convicted traffickers is needed.
- NAFTA sidebar committee activity should be encouraged.
- More financial aid for law enforcement training and training in the judicial system is needed.
- The rights of victims must be protected.

**Actions:**

- Interdisciplinary coalitions should be developed.
- Fronts that launder sex trade money should be identified.
- The demand side of CSEC—who is creating the market—needs to be addressed.

The participants felt strongly that a multi-focus approach was needed to address trafficking. This includes prevention and protection of victims, aggressive investigation and prosecution of traffickers, increased awareness for youth in schools, protection of the rights of the victims, and inter-country cooperation on addressing the problem. Strong legislation, penalties, and border management was also cited. There should also be a focus on the “demand” side, including legal deterrents, proactive campaigns, psychological studies, social training, and control of advertising.

Breakout session 3D: *Adult Exploiters of Children for Sex*

**Convener:** Natalia Celina Buratti, ECPAT/International, Bangkok, Thailand

**Canada:** Grant Charles, Partner, Garfat, Charles and Associates, Calgary, Alberta

**Mexico:** José Ramón García, Director General del Sistema Nacional para el Desarrollo Integral de la Familia (DIF), Cancún

**U.S.:** Sebum Pura, YouthCare, Seattle, WA

**Recorder:** Brian Willis, Independent Researcher and Consultant to ECPAT-USA, Portland OR

One participant suggested that (a) there is a need for clear consequences for exploiters, and (b) much of the current work on exploiters is based on an outdated paradigm. Most participants agreed that there is a need to develop short- and long-term strategies to prevent exploitation of children. In the short-term, there is a need for the police and justice system to treat pimps as sex offenders since they often sexually exploit and abuse children. Currently, many states do not adequately appreciate the role pimps play in both the exploitation and abuse of children. Participants agreed that states should treat pimps as sex offenders, including keeping pimps who have been convicted in custody even after they have completed their sentence. Also, there is a need to increase the penalties for pimping children.

In the long-term, it was also agreed that society must address that it sends messages that it is acceptable to expect sex from women and children. One strategy is to develop positive role male models to teach young men the appropriate and inappropriate ways to treat women and children.

It was also agreed that there is a need to recognize that there are many different types of pimps and there should be different strategies to deal with these different types of pimps. For example, some may be young men who have been sexually and/or commercially exploited themselves and have turned to pimping other children.

Another strategy is that those among us who work on this issue must develop better relationships with the politicians and police. A concern was expressed that many police do not appreciate how pimping is related to exploitation of children. Advocates for children need to work with the police and local elected officials to arrest pimps in order to protect children. In addition, community organizing is needed to identify where “johns” pick-up children and work with any businesses that are pick-up sites so they understand how allowing this to occur on their property contributes to exploitation of children.

Finally, it was suggested that there is a need to educate groups of men on the fact that “going to prostitutes” contributes to the commercial sexual exploitation of children. To identify the men in communities who exploit children, community organizations that work with commercially sexually exploited children should ask the children about the characteristics of the men who exploit them so that educational programs can be targeted to these groups of men. It was suggested that targeting known groups of exploiters will be more effective than going to groups of men, such as fraternal organizations, that may not contribute to the commercial sexual exploitation of children. It was agreed that children’s advocates should work with the faith community to develop strategies to get messages to men in the community who exploit children. An example of successful collaboration with the faith community is the inclusion of information in pre-marital courses through the US Commission of Bishops.

### ***Breakout Sessions***

The following are summaries of the key issues discussed in the “Formulation of Recommendations for Action” breakout sessions:

#### ***Breakout session 5A: Prevention and Protection of Child Victims of Commercial Sexual Exploitation***

**Convener:** Lisa Wolff, Director, Education For Development, Canadian National Committee for UNICEF

**Canada:** Carole Morency, Senior Legal Counsel for the Family, Children and Youth Section of Justice Canada, Ottawa, Ontario

**Mexico:** Alejandra Pérez Reguera García, Subdirectora de Programas para Menores y Jóvenes, Secretaría del Trabajo y Previsión Social

**U.S.:** Brian Willis, Independent Researcher and Consultant to ECPAT-USA, Portland, OR

**Recorder:** Amy Hartman, Alliance for Speaking Truths on Prostitution (A-STOP), Minneapolis MN

Participants briefly reviewed the Agenda for Action from the Stockholm Congress. The numerical reference within this summary refers to that document.

Below are recommendations from participants regarding prevention and protection of child victims of CSE:

#### **Research:**

- Develop a clearinghouse of information about groups working on this issue, including current research available and funding opportunities.

- Encourage collaboration across borders or research so that the same measurements are used.
- Study health issues specifically related to sexually exploited children so the appropriate health services and responses can be developed. Of special concern is the difference between street children and sexually exploited children.
- Find funding for research and development of programs. Develop a public awareness campaign to de-demonize the children involved in CSEC so corporations and foundations are more interested in funding CSEC research and programs.
- Affirm Point 2.i.b. (Agenda for Action). Share the research across the region.

#### **Regional collaboration and cooperation:**

- Because of the events of September 11<sup>th</sup>, there has been increased security at the borders, which will impact trafficking. We need to make sure current measures are not loosened.
- Encourage Canada, Mexico, and the USA to look at trafficking issues as a regional issue, rather than a bilateral issue between two countries.
- Develop better regional coordination of data of/reporting on missing and exploited children, using the National Center for Missing and Exploited Children as a model.
- Encourage organization around the issue of sex tourism.

#### **Private Sector:**

- Address how the media and entertainment industries portray children and glamorize CSE.

#### **Legislation:**

- Coordinate the implementation of Federal laws at the state/provincial level. Where there are no Federal laws, there should be uniformity between states/provinces. In general, given the challenge of working with the law, work toward better implementation.

#### **Actions:**

- Affirm the actions of all people of society addressing the issue. Local leadership is important to educate the public and prevent exploitation.
- Develop more opportunities to come together and share information, network, and so forth.
- Take advantage of specific events, such as the UN Special Session, to lift up the issue of CSEC.

#### Breakout session 5B: *Strengthening Public/Private Partnerships*

**Convener and Recorder:** Laura Barnitz, Program Associate, Youth Program International (YAPI) and U.S. Campaign Against the CSEC

**Canada:** Rosalind Prober, Beyond Borders, Winnipeg, Manitoba

**Mexico:** Lic. Elvira Madrid, Brigada Callejera

**U.S.:** Meg Gardinier, U.S. Fund for UNICEF

There was discussion on both partnerships between NGOs and for-profit, private sector corporations and partnerships between NGOs and publicly funded agencies and governmental agencies. Two different approaches were explored: (a) How can NGOs engage private organizations that might be part of the CSEC problem, such as hotels, airlines, and other members of the tourism industry, so that

they become part of the solution? (b) How can NGOs with exemplary programs, such as recovery programs, media campaigns, and youth participation projects, develop partnerships with private organizations that will invest in these programs?

Participants discussed ECPAT's experiences in working with the travel and tourism industries with more or less success in different regions of the world, including the Air France airline video that informs passengers on international flights that buying sex from children is a crime. Participants discussed the difficulties of engaging private industries and encouraging them to make available and distribute information about the criminal penalties associated with CSEC as the private business or association may be placed in a position where it appears that it is making a judgment or even accusing its members of engaging in criminal activity.

Meg Gardiner, USA Fund for UNICEF, identified some of the parameters that UNICEF has established when choosing partners from the private sector: (a) accept no funding from nor partnering with businesses that produce alcohol, tobacco, small arms or infant formula; (b) go to the potential partner with a well-developed proposal for an activity or program; (c) seek ways that employees of the potential partner can be involved; and (d) identify the public relations benefits for the partner.

Participants discussed approaching private partners with proposals to support recovery and exiting programs. Discussion included the development of education and training programs for employees that addressed dual needs: (a) the employers' desire to keep employees off of child pornography sites while at work because of liability issues; and (b) the NGOs desire to educate people about CSEC and the damaging effects of child pornography. Other examples of partnering included working with private organizations to directly employ youth exiting CSEC and with developers and housing programs to reserve low-income housing for youth exiting CSEC.

In the discussion about public agencies, participants expressed the lack of funds available for long-term transitional needs of sexually exploited youth. Participants also discussed how to submit proposals to private organizations or foundations. Some of the points included (a) writing a good proposal that covers the organization's requirements; (b) proposing support for a well-developed project, not a vague idea; (c) knowing the funding philosophy and theme of the organization or foundation; (d) following-up the proposal with a phone call to the officer directly involved in reviewing proposals; and (e) remembering to tap into local family foundations.

The importance of educating organizations and foundations about the CSEC issue is very important. Participant suggestions included (a) holding a Funders' Forum program where potential partners could be invited to a day of events where they could learn about the issue and meet the youth involved; and (b) learning more about potential partners through the Council on Foundations and regional associations of grantmakers.

### Breakout session 5C: *Legislation and Laws*

**Convener:** Meredith McGowan, Attorney, Coalition Against Trafficking in Women, Brooklyn, NY

**Canada:** Susan McIntyre, Research Consultation Services, Calgary, Alberta

**Mexico:** Lic. Oscar Moreno, Procuraduria General de Justicia de la Republica, Mexico City

**U.S.:** Mohammed Mattar, The Protection Project, Washington, DC

**Recorder:** Patricia Maloof, Lutheran Immigration and Refugee Service, Baltimore MD

Below are recommendations from participants regarding CSE laws and legislation:

#### **Accountability and oversight:**

- An agency is needed to take care of the enforcement of the law. A specific unit should be charged with oversight of enforcement. Nested within the State Department, the USA has the Office to Monitor and Combat Trafficking to perform this function.
- Ensure oversight and accountability on what governments are doing to address trafficking.

**International collaboration:**

- Call for the extra-territorial application of national law to traffickers and exploiters (the laws making exploitation a criminal act in one country must apply even if the action is committed in another country).
- Call for bilateral agreements regarding mutual legal assistance in criminal matters.
- Implement international cooperation as called for by international law.
- There should be consistent age of consent across Canada, Mexico, and the USA. (This is difficult because states in the USA such as Hawaii have an age of consent of 14 and Canada has an age of consent of 14).

**Penalties:**

- Allow more severe penalties for child trafficking. Increase penalties for trafficking in children to 20 years; if the child is under age 14, then increase the penalty to a life sentence.

**Prevention and protection:**

- Provide protection for children giving testimony. The special witness protection needs of children are not addressed with legislation.
- Allow for greater focus on prevention of trafficking and protection from traffickers.

**Research:**

- Address demand issues with legislation, as it is currently supply-focused.
- Do not confine issues of trafficking to sex. Issues of illicit adoption, early marriage, child labor, and domestic service should be included.

Breakout session 5D: *National and Regional Cooperation*

**Convener:** Jacquie Poetker, Canadian Red Cross Society, Calgary, Alberta

**Canada:** Cherry Kingsley, Save the Children Canada, Vancouver, British Columbia

**Mexico:** Dr. Carlos Rodriguez, Associate Director General del Sistema Nacional para el Desarrollo Integral de la Familia (DIF), Mexico City; Chair, NGO Coalition to Develop a National Plan to Combat the CSEC

**U.S.:** Lisa Thompson, The Salvation Army, National Headquarters, Alexandria, VA

**Recorder:** Ingrid Leth, Senior Advisor, Child Protection Section, United Nations Children's Fund, New York, NY

Participants discussed two questions: (a) What is currently happening in your country? and (b) What would you recommend to improve the situation?

Canada: Cherry Kingsley of Save the Children Canada reported that there are many programs (including Aboriginal programs) and legislation that criminalize exploitation. Prevention is a provincial

responsibility and there are many gaps. Children are locked up in residential homes without hearings and without contact with their families.

Mexico: Dr. Carlos Rodriguez, Associate Director General del Sistema Nacional para el Desarrollo Integral de la Familia (DIF), Mexico City, explained that there is a great amount of child pornography in Mexico, produced primarily by tourists. Many police officials are corrupt due to low salaries and no training in dealing with the issue of CSEC. Legal reforms are needed. Casa Alianza provides social services to exploited children in certain cities throughout Mexico.

USA: Lisa Thompson, Salvation Army National Headquarters, reported on the large number of groups involved in the CSEC campaigns. A website is needed to publicize the work of all the groups participating in the campaigns. One barrier to addressing CSEC in the USA is the lack of recognition within churches and religious organizations.

Participants put forth the following recommendations:

- Create a regional coalition of NGOs addressing CSEC.
- Create a regional government collaboration (beyond issues of immigration).
- Appoint a CSEC focal point for North America.
- Convene a summit for youth, leading up to a conference in North America (including opportunities to provide support to those working in this sensitive field).
- Establish focused research studies and make research assessable, including epidemiological research.

### ***Plenary 5***

[Plenary 5 includes the summaries from the individual country delegation breakout sessions 4A, 4B, and 4C. The conveners for those sessions were: 4A, Canadian Delegation: Gordon Phaneuf, Health Canada, Ottawa; 4B, Mexican Delegation: Ricardo Camacho Sanciprian, Executive Director, Casa Alianza, Mexico City; and 4C: U.S. Delegation: Mary Purcell, International Federation of University Women, Wallingford, PA.]

**Chair:** Dr. Richard J. Estes, Professor, University of Pennsylvania; Chair, North American Regional Consultation on the CSEC

**Canada:** Senator Landon Pearson, Senate, Government of Canada; Convener, Canadian National Delegation

**Mexico:** Dr. Elena Azaola, Senior Investigator, Center for Advanced Studies in Social Anthropology, Mexico City; Convener, Mexican National Delegation

**U.S.:** Norma Hotaling, Executive Director, Standing Against Global Exploitation (SAGE); Convener, U.S. National Delegation

**Recorder:** Nicole Ives, University of Pennsylvania School of Social Work; Consultation Recorder

### **Toward a Regional Agenda for Action**

The following is a summary of the suggestions from the American, Canadian, and Mexican delegations assembled during the North American Regional Consultation on the Commercial Sexual Exploitation of Children.

## ***Canada***

Below is a list of Priorities for Domestic Action drafted by the Canadian delegation to the North American Regional Consultation on the Commercial Sexual Exploitation of Children.

### **1. Area of Consultation and Collaboration**

- Engage experiential people and promote the participation of children and youth. For example, in consulting with experiential youth, adjust programs, such as providing exiting support with harm reduction.
- Seek effective ways to involve nonexperiential youth in policy dialogue and education, recognizing that no youth is unaffected or invulnerable.
- Establish a national focal point for CSEC within the framework for a National Plan for Action following the UN Special Session on Children.
- Strengthen the coordination and cooperation among organizations and individuals working on CSEC at all levels to improve standards and practices and avoid unnecessary duplication and competition.
- Develop a multifaceted approach to CSEC into a more integrated, coordinated system, guided by a common framework based on research and the best practices, provincially, nationally, and regionally.
- Ensure that a national strategy is a plan that can be monitored, evaluated, and reported on. Engage the provinces to assist in the progress toward the elimination of CSEC and determine appropriate areas for advocacy and intervention. The plan should be consistent with international declarations and other instruments.

### **2. Information gathering and education**

- Support information-sharing and exchange among organizations and individuals working on CSEC at all levels to improve standards and practices and avoid unnecessary duplication and competition.
- Develop a clearer understanding of which populations of youth are particularly vulnerable to CSEC.
- Expand education in the public schools and informally, such as building on health curriculum developed through Health Canada and school boards.
- Educate all human services and law enforcement to respect the rights of exploited youth and avoid criminalizing and re-exploiting them in protection and recovery. Find an appropriate balance between rights of expression/self-determination and rights to protection, with very careful consideration of the best interests principle.
- Promote awareness among NGOs engaged in addressing CSEC as well as other institutions and the public about legislation enacted on CSEC since 1996.
- Invest in and cooperate on research and evaluation, recognizing the different gender-based circumstances of exploited youth so that both are visible.
- Invest in research on exploiters and the culture that supports them and work for better justice, including consequences.
- Evaluate protection and other program services, such as witness protection and support.

### **3. Actions**

- Review the age of sexual consent in federal law.
- Strengthen the consideration of the Convention on the Rights of the Child and other international instruments related to CSEC, including the principle of the best interests of children, in the drafting and application of all legislation (together with that directly related to CSEC).
- Create a mechanism for monitoring. Certain mechanisms already in place could be used, such as ILO 182, which has been ratified by Canada, Mexico, and the USA. Canada and Mexico currently follow the reporting requirements of the Convention on the Rights of the Child.

### ***Mexico***

The following is a summary of the principle points designated important to include in a Mexican strategy by the Mexican delegation to the North American Regional Consultation on the Commercial Sexual Exploitation of Children:

#### **1. Area of Consultation and Collaboration**

- Form a National Committee Against CSEC in which all sectors (government, NGOS, academicians, etc.) participate. Organize and coordinate similar committees at the local level.
- Promote the exchange of best experiences between governmental and NGO institutions.

#### **2. Information gathering and education**

- Continue doing more research, especially in those areas that have been less covered: migrant children, life in bars, pornography, model and escort agencies, massage parlors and other areas related to perpetrators.
- Decrease the demand for CSEC by learning more about perpetrators and the role police play.
- Create an awareness strategy focusing on changing media perceptions of CSEC.
- Design programs on issues related to CSEC to be included in school programs.

#### **3. Actions**

- Adjust domestic laws to fit international laws addressing CSEC, and include comprehensive measures containing training procedures for prosecutors and others on the application of the law. It is also important to have policies that go beyond Mexican policies to ensure that when government changes, these policies are not forgotten.
- Design and implement campaigns, including a TV serial, to sensitize all people in the country about how children are being recruited and raise awareness of how the CSEC is happening in Mexico.

### ***USA***

The American delegation to the North American Regional Consultation on the Commercial Sexual Exploitation of Children emphasized the importance of inclusion of the following suggestions to an NGO Plan of Action:

#### **1. Area of Consultation and Collaboration**

- Develop a national communication network with a focal point on CSEC.

- Convene a national meeting of sexually exploited youth based on the Canadian model.
- Develop strategic alliances with the public and private sector including government, faith-based, and parent organizations, and parents.
- Convene a national conference regarding health and public health professionals, clinicians, NGOs, and government to (a) develop guidelines for the prevention, intervention, recovery, and healing of exploited children, and (b) work to create National Advisory Council to address health and public health related to CSEC.

## 2. Information gathering and curriculum

- Identify Congressional champions.
- Conduct more research, particularly on perpetrators, best practices, and the relationship between adult prostitution and child prostitution.
- Develop curriculum aimed at the socialization of boys and girls regarding violence and exploitation.

## 3. Actions

- Push for the implementation of Public Law 106-386 (Victims of Violence and Trafficking); the ratification and implementation of the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography; and the development of a US National Plan of Action for the Stockholm Agenda for Action that can influence action at the federal, state and local level.
- Analyze current laws, provide technical assistance and training on their application, and develop new laws based on existing good models identified.
- Target and develop education campaigns for groups with high incidence of exploiters, including convention-goers, business people, and the military.
- Create a national media campaign to hold adults responsible for sexual exploitation of children and mobilize social action and advocacy.
- Challenge the entertainment and advertising industry to stop encouraging attitudes and behavior that allow or enable CSEC.

---

<sup>1</sup> Prepared by Nicole Ives, Consultation Recorder. This consultation, which covered CSEC in North America, Canada and Mexico, was an NGO consultation at which a number of governments were present, but was not part of the inter-governmental series organized by the Congress partners.

<sup>2</sup> There were 4 cities in Canada (Montreal, Quebec; Toronto, Ontario; Vancouver, British Columbia; and Windsor, Ontario), 7 cities in Mexico (Acapulco, Cancun, Ciudad Juarez, Guadalajara, Mexico City, Tapachula, and Tijuana), and 17 cities in the USA (Chicago, IL; Dallas/Ft. Worth, TX; Detroit/Ann Arbor/Flint, MI; El Paso, TX; Honolulu, HI; Las Vegas, NV and Arizona; Los Angeles/Riverside/Orange County, CA; Miami/Ft. Lauderdale, FL; New York City and Long Island, NY/Northern New Jersey; New Orleans, LA; Oakland, CA; Philadelphia, PA/Wilmington, DE/Atlantic City, NJ; San Antonio, TX; San Diego, CA; San Jose, CA; San Francisco, CA; and Seattle/Tacoma/Bremerton, WA).