



Global Monitoring

status of action against commercial
sexual exploitation of children

NORWAY



2nd EDITION

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CONTENTS

Glossary	4
Foreword	5
Methodology	7
Norway: Introduction	9
National Plan of Action	18
Coordination and Cooperation	19
Prevention	23
Protection	28
Child and Youth Participation	38
Priority Actions Required	39
Annex	42
Endnotes	52

GLOSSARY OF TERMS AND ACRONYMS

- **CSAADF:** Child Sexual Abuse Anti Distribution Filter
- **CBSS:** Council of Baltic Sea States
- **CIRCAMP:** COSPOL Internet Related Child Abusive Material Project
- **CoE:** Council of Europe
- **COSPOL:** Comprehensive Operational Strategic Planning for the Police
- **CRC:** Convention on the Rights of the Child
- **CSEC:** Commercial sexual exploitation of children
- **EC:** European Commission
- **EGCC:** Expert Group for Cooperation on Children at Risk
- **EPCTF:** European Police Chiefs Task Force
- **EU:** European Union
- **HDI:** Human Development Index
- **ICAID:** Interpol Child Abuse Image Database
- **ICSE:** International Child Sexual Exploitation
- **ICT:** Information and Communication Technology
- **IOM:** International organisation for Migration
- **ISP:** Internet service provider
- **KOM:** Coordination Unit for Victims of Human Trafficking
- **NBFC:** Norwegian Board of Film Classification
- **NCIS (KRIPOS in Norwegian):** the Norwegian National Criminal Investigation Service
- **NGO:** Non-governmental organisation
- **NMA:** Norwegian Media Authority
- **Norad:** Norwegian Agency Development Cooperation
- **NOVA:** Norwegian Social Research
- **NPA:** National plan of action
- **OPSC:** Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography
- **PTN:** Nordic Police and Customs Cooperation
- **SAFT:** Safety and Awareness for Teens
- **TF-OC:** Task Force on Organised Crime
- **UDI:** Directorate of Immigration of Norway
- **UMAS:** unaccompanied minor asylum seeker
- **UN:** United Nations
- **UNICEF:** United Nations Children's Fund

FOREWORD

At the First World Congress against Commercial Sexual Exploitation of Children (CSEC) held in Stockholm in 1996, governments from around the world first gave recognition that commercial sexual exploitation of children is a global crime of epidemic proportions. The Stockholm Declaration and Agenda for Action - a strategic framework for actions against CSEC - was adopted by the 122 governments participating in the Congress in order to guide a systematic global response against the sexual exploitation of children.

The outcome document of the First World Congress was soon followed by the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (OPSC). Adopted in 2000 as a legally binding treaty of the United Nations, the Optional Protocol (and other relevant international treaties) reaffirms the urgent need for political will and concrete actions from governments to ensure that children in their countries can live free from all forms of commercial sexual exploitation.

In 2001, high-level delegates from 136 governments, local and international non-governmental organisations and children and young people, convened in Yokohama for the Second World Congress to review the achievements and challenges in combating CSEC as well as to identify new priorities needed to bolster and enhance action. Seven years later, the World Congress III in Rio de Janeiro provided the largest global platform to date for delegates from 137 governments

to renew their state's commitment to protect children from commercial sexual exploitation. The Rio Declaration and Call for Action strongly urges all stakeholders, including the private sector, to continue their due diligence in taking the necessary follow-up actions to eliminate CSEC. The Rio Call for Action emphasises the obligation to uphold the rights of the child as identified in existing international human rights and child rights instruments. It also offers a framework for the accountability of all duty-bearers of children's rights, particularly governments, in the fight against sexual exploitation of children and re-affirms the continuing relevance of the Agenda for Action, first agreed to in Stockholm twelve years earlier.

This report, as part of the Second Edition series of country monitoring reports produced by ECPAT International, provides a comprehensive baseline of information on all manifestations of CSEC in the country and an assessment of achievements and challenges in implementing counteractions (including the participation of children and young people themselves) to eliminate CSEC. The report, which follows the framework of the Stockholm Agenda for Action, serves as an instrument for the sharing of information and experiences among various stakeholders and duty-bearers within the country as well as internationally. It also suggests concrete priority actions urgently needed to proactively advance the national fight against CSEC. Furthermore, this report enables the monitoring of the implementation of international instruments on child rights, related to commercial sexual exploitation that

have been ratified by the concerned state.

The production of this report is achieved through extensive collaboration within the ECPAT global network. ECPAT International would like to thank ECPAT member groups in the countries assessed, local and global experts and other organisations for their invaluable inputs to this report. ECPAT International would also like to

express its profound appreciation of all the hard work of its dedicated team from within the Secretariat and for the generous support of its donors that helped make the finalisation of this report possible. The contributions of all involved have greatly strengthened the monitoring of the Agenda for Action and the heightened collaboration needed to fight the new and evolving complex manifestations of commercial sexual exploitation of children.

METHODOLOGY

The Agenda for Action against Commercial Sexual Exploitation of Children provides a detailed framework and categories of actions to be taken by governments in partnership with civil society organizations and other relevant actors for combating commercial sexual crimes against children. Broadly, these actions are focused on: 1) Coordination and Cooperation; 2) Prevention; 3) Protection; 4) Recovery, Rehabilitation and Reintegration; and 5) Child Participation. The Agenda for Action is thus the formal and guiding structure used by governments that have adopted it and committed to work against CSEC. As such, the Agenda for Action is also the main organising framework for reporting on the status of implementation of the Agenda as seen in the World Congress II of 2001, the Mid-Term Review meetings held between 2004 and 2005 and the World Congress III in 2008. It has been used in the same way to structure and guide the research, analysis and preparation of information presented in these reports on the status of implementation of the Agenda in the individual countries.

Preparatory work for this 2nd Edition report involved a review of the literature available on sexual exploitation for each of the countries where ECPAT works. A number of tools were prepared, such as a detailed glossary of CSEC terms, explanatory literature on more difficult themes and concepts and a guide to relevant CSEC-related research tools, to assist researchers in their work and to ensure consistency in the gathering, interpreting and analysing of information from different sources and parts of the world.

Desktop research has shown a continuing lack of information in the areas of Recovery, Rehabilitation and Reintegration. After extensive efforts to collect information relevant to these areas for each of the countries covered, it was decided that as this information was not consistently available, the reports thus focus only on those areas of the Agenda for Action where verifiable information can be obtained. Thus, the report covers: Coordination and Cooperation; Prevention; Protection and Child and Youth Participation, and where information on recovery, rehabilitation and reintegration, was available, it has been included under the country overview. These 2nd Edition Reports also reflect a greater focus on integrated and inter-sector collaboration for the realisation of the right of the child to protection from sexual exploitation, including the need nationally for comprehensive child protection systems.

Research of secondary sources, including CRC country and alternative reports, OPSC country and alternative reports, the reports of the Special Rapporteurs, as well as research and field studies of ECPAT, governmental and non-governmental organizations, regional bodies and UN agencies, provided the initial information for each report. This information was compiled, reviewed and used to produce first draft reports. In-house and consultant specialists undertook a similar process of review to generate information on specialised areas of the reports, such as the legal sections. Nevertheless, researchers often encountered a lack of information. While sources also included unpublished reports and field and

case reports of ECPAT and other partners, many countries lacked up-to-date data and information on areas relevant to this report.

Despite these limitations, sufficient information was gathered to provide a broad overview of the situation in each country. Subsequently, first drafts were prepared and shared with ECPAT groups, which then supplemented the information with other local sources and analysis (taking care to identify them and source appropriately). Upon receipt of these inputs, a series of questions were generated by the ECPAT International team for deeper discussion, which involved ECPAT groups and specialists invited by them. The information from these discussions was used to finalise inputs to each of the reports. These consultations proved to be invaluable for analysis of the country situation. They also served as a measure for triangulating and validating information as different actors offered their perspective and analysis based on their direct work.

As previously noted, the information of each country report is organised to correspond to the structure of the Agenda for Action. Thus all the 2nd Edition reports feature updated information in relation to: (i) an overview of the main CSEC manifestations affecting the country; (ii) analysis of the country's National Plan of Action (NPA) against CSEC and its implementation (or the absence of an NPA); (iii) overview and analysis of coordination and cooperation efforts during the period under review; (iv) overview and analysis of prevention efforts; (v) overview and analysis of protection efforts, which includes detailed information on national legislation related to CSEC (see www.ecpat.net for further details); (vi) overview and analysis of country's efforts incorporate participation of children in youth in the development and implementation of efforts to combat CSEC and (vii) priority actions required.

NORWAY



INTRODUCTION

Norway is a hereditary constitutional monarchy, governed by an elected Prime Minister and a Council of Ministers. Administratively, the country is divided into 19 fylker (counties) and 430 municipalities. Although Norway opted to stay out of the European Union (EU) in 1994, it is a member of the European Economic Area and contributes considerably to the EU budget. Norwegians enjoy a GDP per capita of \$54,200, which makes of Norway one of the richest countries in the world. Although the national economy suffered during the global economic crisis and contracted in 2009, it bounced back quickly returning to positive growth in 2010-11.¹ Norway is one of the European countries with the most equal distribution of income (Gini coefficient is 0.28) and it spends more than the EU average on both education and social protection.² With a Human Development Index (HDI) of 0.943 in 2011, Norway has also been ranked the highest of all countries reviewed worldwide for nine times since 2001.³

Even though Norway has seen a strong overall growth in the level of income and has shown a constant political commitment to eradicating poverty, child poverty has increased since 2000. According to the latest figures by Statistics Norway, about 74,000 Norwegian children grow up in families with low income.⁴ Particularly at risk of facing poverty are children living with single parents, children in households that are “welfare state dependent”⁵ and children of immigrant families.⁶

There is an evident link between contributing factors to poverty, violence against children and child sexual abuse in Norway. A survey conducted in 2007 by NOVA among upper-secondary school students found that poor family economy, alcohol problems among adult family members, and minority background were associated with an increased risk of experiencing direct violence from parents, indirect violence, and sexual abuse. The study revealed that 15 % of the girls and 7 % of the boys interviewed, reported severe forms of sexual abuse.⁷ The Ombudsman for Children and some NGOs have noted that the real extent of child sexual abuse in Norway remains unknown as there is a considerable number of unrecorded cases.⁸

Child sexual abuse takes place in different settings, including institutions. An inquiry on children’s homes and special schools for children with behavioral problems carried out between January 2005 - June 2006, identified several forms of abuse (such as corporal punishment and sexual abuse) in three of the institutions examined.⁹ Another research into the conditions of children in reform schools and children’s homes (based on five Norwegian investigations), exposed cases of sexual abuse in nearly all of the reform schools and some of the children’s homes.¹⁰ Although focused on violations committed between mid-1960s and beginning of 1990’s, these inquiries clearly show that ensuring children’s safety in Norwegian institutions is an issue of concern which demands adequate responses.

After experiencing a marked increase in the number of unaccompanied minor asylum seekers (UMASs), Norway has seen a decline as a result of restriction measures recently introduced.¹¹ Whilst in 2009 the Directorate of Immigration of Norway (UDI) registered 2,500 asylum applications from unaccompanied minors in 2010 and 2011 this figure dropped to 892 and 858 respectively.¹² An increasing proportion of unaccompanied children leave the reception centres without informing the authorities of their whereabouts. In 2008, 18 cases of unaccompanied children who went missing were recorded by UDI¹³ while between January and November 2009 this

number reached 41.¹⁴ According to civil society organisations, the State's framework for operating the reception centres may contribute to creating risk areas for violence and sexual abuse of children.¹⁵ Similarly, the Ombudsman for Children has stressed that unaccompanied and refugee children remain among the most vulnerable groups to human trafficking and sexual exploitation.¹⁶ In expressing concern over the situation of refugee, asylum-seeking and unaccompanied children, (especially those aged 15-18 years old), the Committee on the Rights of the Child has urged Norway to "make sure that children do not disappear and fall into the clutches of traffickers and exploiters".¹⁷

The vulnerability of Roma and disabled children

In recent years, an increasing number of Roma have arrived in Norway, mostly from Romania.¹⁸ Whilst the Government has taken actions to promote their social integration, discrimination against the Roma and Romani/Tater communities persists, in particular regarding their access to public places, housing and employment. Measures for integrating children from these communities into the educational system are also insufficient and should urgently be enhanced,¹⁹ especially with a view to counteracting the cycle of exclusion and reducing their exposure to trafficking and sexual exploitation.

Several studies and media reports have highlighted the vulnerability of disabled children to trafficking and sexual abuse²⁰ and exploitation. Research conducted by Save the Children Norway found that adult deaf are three times as likely to be exposed to sexual exploitation than ordinary adults. The incidence of sexual exploitation usually happen during deaf persons' stay at boarding schools, and the offender often an older co-student.²¹ The recent case of two autistic children sexually abused and filmed by their parents (see the section below on child pornography in Norway) confirms that this at-risk group should receive more attention with tailored measures.

Although government statistics and comprehensive research on the commercial sexual exploitation of children (CSEC)²² are still lacking, a number of studies and various additional sources indicate that some children

in Norway are victims of child prostitution, child trafficking and child pornography, while an imprecise number of Norwegian nationals continue to engage in commercial sex with children during their travels abroad.

Although there is no evidence of widespread child and youth prostitution in Norway,²³ the phenomenon of children and young people providing sexual services in exchange for money or other form of consideration has been documented by several research studies. According to the organisation Pro Centre, children are rarely encountered in the traditional prostitution markets. Young people often meet customers through chat-rooms and social networking websites and normally are given other types of remuneration than money in return for sex (e.g. accommodation, food, clothes, drugs or top-up cards for their phones).²⁴ Whilst an in-depth analysis of the socio-demographic characteristics of children involved in prostitution is yet to be conducted, existing knowledge-base seems to suggest that this form of commercial sexual exploitation affects more boys than girls.

According to the Norwegian Institute for Labour and Social Research, at least 3,000 people engaged in prostitution in Norway in 2008. Most of the sex workers come from foreign countries and are victims of human trafficking.²⁵ The precise proportion of children subjected to this form of commercial sexual exploitation remains unknown.

However a number of sources indicate that some minors are trafficked and exploited in the prostitution market by criminal groups (see the next section) while others engage in commercial sex with no involvement of pimps.

In 2003, the University of Oslo carried out a study looking at teenagers providing sexual favors for payment. Based on a sample of all adolescents aged 14-17 years in the public and private school systems in Oslo,

the survey revealed that 1.4% of the young people interviewed had sold sex, with boys three times more involved than girls. The involvement in commercial sex was found to be associated with initiation of sexual intercourse at an early age, behavioural problems, alcohol problems, use of drugs and violent victimization.²⁶

A 2007 research on adolescents' sexuality in Norway and other Nordic countries exposed similar findings. According to the study, out of all adolescents surveyed 1% of girls and 2.8% to 5.4% of the boys claimed to have provided sex for money. The report also highlighted that respondents who had abused others or who had been abused themselves, reported greater willingness to engage in different kinds of sexual activities for pay in the future.²⁷

Trafficking in children for sexual exploitation

There is no detailed research about the latest trends in child trafficking for sexual purposes to and through Norway. However the annual statistics compiled by the Coordination Unit for Victims of Human Trafficking (KOM) allow to draw a general picture of this form of CSEC while enabling data comparison over the years. As noted by a recent study on child trafficking in the Nordic countries, limited analysis has been conducted on the backgrounds of children identified as actual or potential victims of trafficking. This lack of information hampers the development of responses to child trafficking, particularly preventive responses.²⁸ The new Action Plan to Combat Human Trafficking 2011-2014 foresees the commissioning of research on underage trafficking victims which should contribute to fill in this gap.²⁹

Norway is a destination country for children coming mainly from Eastern Europe, West/Northern Africa and Central Asia.³⁰ Victims are sometimes trafficked through transit countries such as Italy, Spain and Morocco en route to various locations in Norway.³¹ In the past, cases of children originating in neighboring countries (such as Estonia) were additionally registered. Whilst detail information on children trafficked within the country is not available, Norway has also been identified as a minor transit point for child trafficking as some victims may be moved on to other European countries.³²

There seem to be a larger number of child trafficking victims in Norway than the authorities have managed to identify. According to data provided by KOM, potential child victims of human trafficking recorded between 2009 and 2011 were 213 in total, making up about a quarter of all potential trafficked victims identified in this time period. The countries of origin mostly represented among minors include primarily Romania (mainly children belonging to the Roma minority) and a number of African countries (e.g. Nigeria, Somalia, Algeria, Eritrea, etc.).³³ The majority of identified children in 2011 were 16-17 years old, with no relevant difference in terms of gender distribution. The main purpose for trafficking children to Norway is exploitation in forced labour (especially forced begging and forced criminal activity, such as shoplifting and drug sales) which affects mostly boys. Cases of trafficking of girls for forced child marriage have also been recorded.³⁴

With regard to trafficking for sexual exploitation, a total of 42 cases of children used in prostitution and 5 cases of children

exploited for both forced labour and sexual purposes were registered between 2009 and 2011.³⁵ Although none of the reporting agencies have identified incidents of boys trafficked for sexual purposes in 2011, KOM has pointed out that they may also be victimized in this form of trafficking and the lack of reported cases is mainly due to the boys' reluctance to disclose sexual abuse and exploitation.³⁶ This is confirmed by the fact that young men between 17-27 years of age have been observed among people engaged in street prostitution in Norway. The observed male trafficking victims are said to be from African countries, including Nigeria. The men are reported to have been forced into prostitution and trafficked in the same way as many of the Nigerian women have been.³⁷

There is limited information about methods of recruitment, modalities of sexual exploitation and profiles of child traffickers in Norway. Research published in 2004 notes that children are mainly exploited in indoor facilities rather than on the streets.³⁸ Trafficking schemes usually vary by victims' countries of origin. Whilst African trafficking offenders often coerce victims into prostitution through threats to family at home and threats of voodoo, traffickers from Eastern Europe are typically members of small family mafias who seduce girls in their home countries and convince them to come to Norway, where they are forced into prostitution.³⁹ The experience of the police also indicates that criminal networks that organise trafficking in women and children for the purpose of prostitution are already established or being established in Norway, and this appears to be taking place in close cooperation with Norwegian nationals.⁴⁰

Convictions for child trafficking related offences in Norway and other countries show that Norwegian nationals are also involved in the child sex trade. For example, in April 2005, three men - two Norwegian and one Estonian - were prosecuted for the prostitution and trafficking of a 16-year-old Estonian girl into Norway. The girl's case was the first time a child trafficking incident was put through the judicial process in Estonia. The Estonian and one of the Norwegian men were accused of recruiting, transporting and exploiting the girl, while the other Norwegian was accused of housing her.⁴¹

KOM as well as other government and non-governmental agencies have raised concern over the vulnerability to trafficking of unaccompanied minor asylum seekers. Besides recalling cases of children going missing from reception centres, it was stressed that children between 15 and 18 years of age are not afforded the same level of protection as those below 15 as they are placed within the Directorate of Immigration of Norway receiving system which is more focused on the application of immigration policies rather than on child protection.⁴² It was also noted that more attention should be placed on other at-risk groups of children, including those

who are staying illegally in the country (either on their own or together with their parents or other persons) and children who arrive in Norway accompanied by their parents.⁴³

Moreover, KOM has questioned the safeguarding measures available for children accompanied by or born in Norway from a mother identified as potential victim of trafficking, and has recommended to conduct a detailed mapping on the status of these children as well as to report each case to the municipal child welfare services in order to meet their specific support needs.⁴⁴

The U.S. Department of State annually releases a Trafficking in Persons Report which categorises countries into different “tiers” based on the extent of government action to combat human trafficking. Countries that have the highest level of compliance with the Trafficking Victims Protection Act’s minimum standards for the elimination of trafficking are placed in **Tier 1**. Those that have made “significant efforts” to meet the standards are placed in **Tier 2** and countries that are not making significant efforts to combat human trafficking are placed in **Tier 3**.

In the 2012 report, Norway was placed in **Tier 1**.⁴⁵

Child pornography and sexual exploitation of children through ICT

As reflected by the several international police operations that Norway has consistently supported in recent times, the making, distribution, possession and access to child pornography have become widespread crimes in the country. Whilst incidents of home-made production for personal use may occur, most of the cases relating to child pornography appear to involve well organised global networks who make and exchange child abuse materials via peer-to-peer file sharing systems⁴⁶ or social networking websites.⁴⁷

A number of studies which have shed light on risk-taking behavior among Norwegian children and young people in cyberspace, suggest that the high use of the Internet and other ICTs has resulted in an increased children’s exposure to online threats, including grooming for sexual exploitation.

Official statistics on offences related to child abuse materials are not available in Norway.⁴⁸ However, the size of the child pornography rings exposed by the various joint police

investigations carried out in the last decade, gives some indication of the scope of the problem.

Successful police operations unveil the incidence of child pornography in Norway

Several child pornography networks involving Norwegian nationals (including minors)⁴⁹ have been uncovered globally and in the Nordic Region of Europe. Back in 2002, the operation named “Pendulum” exposed one of the most extensive child pornography cases ever discovered in Norway. The investigation resulted in 160 people charged for child pornography offences.⁵⁰

More recently, a secret investigation called “Operation Viking” was launched under the cooperation of police agencies in Norway, Denmark, Sweden and Finland. Numerous people have been tracked and accused of possessing and distributing child pornography, including 16 Norwegian citizens. The suspects were accused of using peer-to-peer online software to share child pornography.⁵¹

Another successful sting operation was initiated by the Danish national police in 2011. The sting code named “Icarus” was operated under an Europol investigation covering 22 countries amounting to a total of 122 arrests. In Norway, police raided the houses of 19 persons and proceeded to 13 arrests.⁵²

Based on national and international police operations, there are suspicions that organised groups based in Norway are producing and distributing child pornography, most often as part of wider global networks. These criminal groups share child abusive material through hidden internet forums, and consequently it is very difficult to understand the extent of the problem.⁵³

The production of child pornography involving Norwegian children is confirmed by data provided by the International Child Sexual Exploitation (ICSE) Image Database. Introduced in 2009 to replace the Interpol Child Abuse Image Database (ICAID), the ICSE serves to identify victims and perpetrators based on material supplied by Interpol Member States. According to

information collected between 2001 and August 2011, 132 out of the 2,345 victims of child pornography identified in 41 countries during this time period were from Norway.⁵⁴

In addition to commercial production of child pornography, digital technology has rendered it easier to produce home-made pornography for personal use. This is attested by a number of intra-familial sexual abuse cases which have resulted in the production of abusive materials. For example, in 2010 a 72 year-old man was sentenced to 7 years in prison for having committed over one hundred sexual abuse acts against his grandchild. The man had taken photographs of the boy in sexual situations and was also found in possession of large quantities of child pornography.⁵⁵

Intra-familial child sexual abuse involving children with disabilities

*“Prosecutors handling what’s being called the most serious sexual assault charges ever brought before a Norwegian court are demanding prison terms in line with the record-breaking aspects of the case. ... The case has been unfolding in a courtroom in Elverum, Hedmark County and involves years of repeated assaults by a Norwegian mother and her live-in companion against her own children, both of whom are autistic. Two children of a neighbour were also victims of sexual assault after the main defendant and her partner were joined by the neighbour children’s parents and a third man in the abuse.”... Their assaults against their own children were deemed grov (aggravated) and many were filmed, providing unusually strong evidence for the prosecution...”*⁵⁶

In 2004, KRIPOS, the Norwegian National Criminal Investigation Service, in collaboration with Telenor, the largest telecommunications company in the country, introduced a filter to block access to web sites containing known child abuse images. The filter impedes access to child pornography websites between 15,000 and 16,000 times a day.⁵⁷ KRIPOS also runs an online hotline for reporting sexual exploitation of children, human trafficking and racism on the Internet. In 2011, the hotline received 2,338 tips, of which 1,355 were related to sexual exploitation of children.⁵⁸

A number of research reports have examined online behaviours and risk-taking among Norwegian adolescents which exposed, inter alia, the spread and seriousness of online grooming for sexual abuse and exploitation. One of the first studies on this topic was published by Save the Children Norway in 2004. The report describes six court cases occurring between 1999 and 2004, where online encounters lead to offline meetings and sexual abuse. In all cases the victims were girls below 16 while the offenders were adult

males.⁵⁹ Another 2007 research discussed risky behaviour among youths, including privacy issues, publication of pictures and youth's willingness to meet "strangers". Many of the informants in this study confirmed they were offered gifts (pre-paid mobile cards or clothes) if they would strip and perform sexual favours in front of a web camera; girls also reported receiving sexual messages, some very extreme.⁶⁰ More recently, a 2011 EU-Kids Online survey found that Norway is one of the European "high risk" countries for children and young people using the Internet. According to the research, 46% of Norwegian children questioned in the study reported that they had encountered pornographic or sexual images within the last year while 34% had seen them on the Internet (this is the highest percentage in Europe). Moreover, 20% of Norwegian children stated that they had received "sexts" (pornographic material sent as sms messages) while 2% had sent them out themselves. Finally, 49% admitted to have made contact online with someone they did not previously know offline and 15% claimed they had gone to an offline meeting with a contact first made online.⁶¹

Understanding the behavior of online groomers

As part of a European Online Grooming Project research undertaken in Belgium, Italy, Norway and the UK, information was gathered and analysed in relation to the behaviour of both offenders who groom and young people who are 'groomed', and how young people are selected and prepared by online groomers for abuse online.

The research included interviews with five online groomers from Norway. Details from their recounts help to understand how offenders make contacts with children and try to seduce them with the purpose of sexually exploiting them online and offline. According to the study, some offenders make major changes to their identity or use multiple concurrent identities when online in order to contact and sexually offend against young people. *"I sometimes created a new identity and would speak to the victim as real and fake me. That way I could transfer information about me through two channels. I would typically pretend to be a younger girl as girls tend to talk more openly and honestly to other girls (Norway participant, female victims age 10-15)."*

With regard to how they approached children, some groomers presented themselves as somebody to discuss and solve the young person's problems, others approached young people that had particular interests or life experiences, and another group used a language to explicitly flatter the young person. *"Mostly I influenced them by giving compliments and then I could steer the conversation my way (Norway participant, female victims age 10-15)."*

Besides using text-type, some men also used other imagery to communicate with young people (such as emoticons) which helped underpin a credible and engaging communication style. *"I made a point of using short words and smileys that were typical for teenage chat. I also typed in teenage spelling but used adult language (Norway participant, female victim age 13-15)."*

Some online groomers talked about the Internet as a place where they could easily socialise, make friends, and contact people with freedom, confidence and complete anonymity. *"I used the Internet as a place where I could be myself, I felt safe communicating, it was a space where I felt fine (Norway participant, female victims age 13-15)."*

With regard to meeting places, groomers from Norway preferred far away locations from their own homes as they felt they would be less likely to be recognised if offending in a new environment. *"I never used Norwegian sites for chatting – just Thai sites. I wanted to keep some kind of distance (Norway participant, male victims age 13-15)".⁶²*

Sexual exploitation of children in travel and tourism

The Norwegian national criminal investigation service has recently mapped the situation of Norwegian nationals travelling to tourism destinations to engage in sex with children.⁶³ The agency has estimated that there are at least 100 to 150 child sex tourists originating from Norway.⁶⁴

Indication that Norway is a country of origin of travelling child sex offenders has existed since many years. A 2003 report on child sex trafficking found that at that time the Murmansk region and the city of St. Petersburg in Russia, as well as the Baltic Sea countries, were the main destinations for Norwegian nationals seeking to buy sex from women and young people.⁶⁵ The mapping conducted in 2011 by KRIPOS seems to suggest that child sex tourism from Norway to these locations is no longer an issue of major concern. As confirmed by a number of recent news articles and court cases, Norwegian child sex tourists tend now to travel primarily to Eastern Europe (Moldova, Bulgaria and Ukraine), Africa (the Gambia⁶⁶ and Ghana) and South and East-Asia (Burma, Laos, Cambodia, Vietnam, Indonesia, Philippines, Thailand and India).⁶⁷

According to KRIPOS, Norwegian sex offenders usually perpetrate child sex abuse in countries with high levels of poverty and corruption as well as where the legal systems are not working effectively. The perpetrators are often single men and unemployed but with sufficient financial resources to make a living. In the case of sexual exploitation in developing countries, sex offenders tend to be older.⁶⁸

Many of the recent incidents involving Norwegian nationals have shown that the sexual exploitation of children in tourism is connected to the production of child pornography, with the Internet being the main tool for organizing and promoting child sex tourism as well as for distributing the images portraying the sexual abuse of children.

Norwegian child sex offenders travelling to Eastern Europe

In June 2010, a Norwegian national was sentenced to two years in prison for travelling to Ukraine in 2006 and visiting a photography studio to take sexual images of children in exchange for money. The Court was able to prove that the man used four Ukrainian girls aged 11-16 years for sexual purposes by taking sexual pictures of them. He was also found in possession of a large quantity of child abuse material.⁶⁹

In May 2012, five men were sentenced to several years in prison after being caught creating and managing a pedophiles' network in Moldova. Among the arrested were two foreign nationals (a Norwegian and an Italian) and three Moldovans. The network provided sexual services with Moldovan underage children for two hundred Euros. The Norwegian national, who also bore Russian citizenship, was accused of creating a webpage in English promoting sexual tourism in Moldova, where he would set profiles and upload pictures of the boys. He was sentenced to 21 years in prison in Moldova.⁷⁰

Map of the main destinations of Norwegian travelling child sex offenders⁷¹



Following the 1996 Stockholm and the 2001 Yokohama global forums on commercial sexual exploitation of children, Norway reaffirmed its commitments at the 2008 World Congress III against Sexual Exploitation of Children and Adolescents, in Rio de Janeiro, Brasil. The World Congress III renewed global action and galvanised international resolve to combat sexual exploitation of children and adolescents.

NATIONAL PLAN OF ACTION

Norway has adopted and regularly updated its national plans of action (NPAs) dealing with specific aspects of CSEC, namely the *Plan of Action to Combat Human Trafficking and the Action plan on children, young people and the Internet*. As already recommended in 2006, Norway should consider undertaking a policy review on CSEC to fill in the gaps in provisions in the existing plans. An initial analysis seems to suggest, for example, that measures to address the sexual exploitation of children in tourism should still be systematically integrated in the present policy framework. Furthermore, an external evaluation of the current NPAs should be conducted, particularly of the anti-trafficking plans, in order to assess the effectiveness of measures implemented to date and to further improve government strategies.

Norway's anti-trafficking policy framework is set out in the *Plan of Action to Combat Human Trafficking* first adopted in 2003 and regularly updated over the years. In the plan of action "Stop the Trafficking" 2006-2009, seven of 37 measures specifically targeted children, while the 30 other measures were adapted to children to a varying degree. While acknowledging the importance of this tool in the work to combat trafficking of children, some civil society organisations noted that children's perspective in the work on this NPA was not sufficiently integrated, and that more specific, operative measures, entailing the necessary funding, needed to be introduced with a view to identifying, protecting and offering satisfactory care for trafficked children.⁷²

In December 2010, the Government launched a follow-up anti-trafficking plan valid for 2011-2014 based on evaluations of some of the main measures in the previous action plan.⁷³ The NPA was drawn up by relevant ministries (it remains unclear whether other key stakeholders, such as NGOs, children and young people, were consulted for this purpose). The updated strategy recognises the particular vulnerability of children by including a separate section on child trafficking. Measures geared specifically towards children address different challenges and include, *inter alia*: a) actions to prevent and solve cases of children who disappear from the Child Protective Services, care

centers and reception centers for asylum seekers; b) enhanced care services for trafficked children; and c) development of research-based knowledge on underage trafficking victims.⁷⁴ As for the previous anti-trafficking strategies, the implementation of the NPA falls under the responsibility of several ministries coordinated by the Ministry of Justice, and is conducted in collaboration with various actors, including, among other, NGOs and municipalities. A monitoring report was also published in February 2012 to examine the status of implementation of the NPA activities although there is no mention in the NPA of a final external evaluation.⁷⁵

Although the current NPA appears to provide more attention to children's rights and needs, some areas continue to be neglected. For example, whilst the NPA addresses the problem of children disappearing from care centres, there seems to be no tailored preventive measure to reach out to other at-risk groups, such as Roma children and children with disabilities. Also, activities to address the demand for sex with children are not included in the present anti-trafficking strategy, although it is well known that Norwegian nationals contribute to the trafficking and sexual exploitation of children both in Norway and abroad.

The participation of children and young people in the implementation and evaluation of the foreseen activities is not emphasised

and it is unlikely that their views and opinions will be given due weight.

In 2001, Norway adopted the *Action plan on children, young people and the Internet*, which focuses strongly on the online sexual abuse and exploitation of children while also promoting a safe and responsible use of new ICT. The plan, which targets children and young people as well as teachers and parents, was revised in 2005 and has since been renewed annually. The Norwegian Media Authority has the overall responsibility for implementing the proposed measures. The activities under this action plan are conducted within the framework of the Safe-Use Project, which is part of the EU-funded programme Safer Internet Plus, and are carried out in collaboration with a large national network of partners consisting of government, NGOs, industry and representatives from teachers, colleges and universities.⁷⁶

The *Action Plan against Domestic Violence 2012* does not address specific CSEC manifestations but includes some measures that may contribute to reducing the

vulnerability to sexual abuse and exploitation of specific at-risk groups. The NPA proposes to increase knowledge about children and young people who are exposed to violence and abuse by raising awareness and examining their specific problems and needs. In this framework, a study is foreseen that will be looking at vulnerable groups of children and young people (for example children with disabilities) and ways in which they are victimised, physically and psychologically, by sexual harassment through digital media.⁷⁷

At the local level, a number of municipalities such as Oslo, Bergen and Trondheim have adopted plans of action to address prostitution and human trafficking which contain measures to prevent and counteract these phenomena as well as to ensure assistance to victims, both adults and young people.⁷⁸ In Bergen, actions implemented in this framework include, among other, capacity building for various professionals (such as health professionals and employees from social and child welfare services), outreach work, and creation of multi-disciplinary action teams to provide assistance to victims.⁷⁹

COORDINATION AND COOPERATION

Local and national level

Most of government coordinating efforts promoted in recent years have addressed online safety for children and young people as well as human trafficking, with increasing but still limited focus on vulnerable and trafficked children. As noted by the Committee on the Rights of the Child in 2010, an area where coordination at all levels should be enhanced as a matter of priority is the assistance and support available for children with special needs,⁸⁰ including children subjected to commercial sexual exploitation. More joint efforts involving relevant government departments, the tourism industry and NGOs should also be bolstered to enhance prevention and counteraction of child sex tourism.

The anti-trafficking NPA covering the period 2006–2009 stressed the importance of strengthening cooperation in combating trafficking between key stakeholders, such

as the police, immigration authorities, other public agencies and NGOs. Following this recommendation, in 2007 the Ministry of Justice and the National Police (which is

coordinating the implementation of the NPA) set up the *Coordinating Unit for Victims of Trafficking* (KOM), a project for nationwide coordination of assistance and protection of victims of human trafficking. Administered by the National Police Directorate, the KOM comprises of a project group with representatives of all relevant government agencies and a reference group of civil society key actors. Besides collecting data on victims or potential victims of trafficking, one of main tasks of the project group is to identify frameworks and procedures for cross-disciplinary cooperation on the identification, assistance and protection of victims at the central, regional and local levels, and to implement measures to improve coordination between the various levels. The reference group is a professional discussion forum for the various agencies, and gives the project group input on relevant issues and topics. Each group meets once a month and a joint meeting is held twice a year.⁸¹ The two groups work together to define joint strategies and joint projects to assist victims of trafficking. Although KOM is an important coordinating mechanism, an assessment conducted in 2010 concluded that in practice collaboration between State agencies and civil society key actors remains quite limited and informal. In addition, despite child rights organisations such as Save the Children Norway participating in this initiative, KOM works against human trafficking in general, without tackling specifically child trafficking.⁸²

Norway has been praised for its “highly developed” identification and referral system for trafficking victims. In 2008, KOM published the identification guidelines regarding trafficked persons to assist its partner organizations in their work. KOM distinguishes between the identification of possible trafficked persons and the verification of trafficked persons. All organizations, institutions, the police and individuals have the responsibility to refer possible trafficked persons to agencies and support-providing NGOs so that they can be identified.

Subsequently, the police, the Directorate of Immigration (UDI), the prosecutor or the Child Protection Service verify the individual’s claim to be a trafficking victim.⁸³ In the case of children, the Child Protection Service does not need to document that a child is a victim of human trafficking in order to initiate protection measures. The determinant factor is that the child is exposed to a failure of care or to abuse, or has behavioural problems.⁸⁴ Whilst this scheme has resulted in enhanced victims’ assistance, civil society organisations have pointed out that the coordination of care services remains a challenge at all levels (government, municipal, and in the individual municipality), particularly for children with special needs. A nationwide survey conducted in 2008 found that in 90 out of 114 municipalities there were violations of the regulatory framework that municipalities should follow to facilitate cooperation in assisting vulnerable children and young people.⁸⁵ In an effort to address this lack of coordinated approach, the current anti-trafficking NPA includes a specific measure that is intended to promote the conclusion of formalised cooperation agreements between the police, the welfare service and other organizations.⁸⁶

Efforts have been spearheaded to enhance joint approaches against sexual abuse and exploitation of children in cyberspace and for promoting online safety. An ad-hoc inter-ministerial working group was originally established in 2001 when the first *Action plan for children, young people and the Internet* was adopted.⁸⁷ A year later, the Norwegian Media Authority (NMA), formerly, the Norwegian Board of Film Classification (NBFC), was appointed national co-ordinator for Children and Internet Safety in Norway by the Ministry of Culture and the Ministry of Children and Family services.⁸⁸ The NMA coordinates the Safe Use-project which is being implemented as part of the EC-funded Safer Internet Programme and acts as the national awareness network node in Norway. The node aims to encourage

safer use of the Internet and new online technologies (particularly for children), and to fight against illegal content and content unwanted by the end-user. A network of key national stakeholders was formed comprising of 20 members representing the academia, the ICT industry, NGOs and authorities focusing on children's use of the Internet. In the fall of 2009, three main working groups were formed, one of which deals specifically with child abuse online.⁸⁹ The node also has a national advisory board and a youth board⁹⁰ (see section on Child and Youth Participation).

Norway was the first country in the world to establish an ombudsman with statutory rights to protect children and their rights. Set up in 1981, the Ombudsman for Children has a broad mandate to promote the interests of children in relation to public and private authorities and to improve the conditions in which they live. The Ombudsman serves as a spokesman for children's concerns, undertakes casework on any matter (except those concerning conflicts between family members which are explicitly precluded by legislation) and also aims to influence policy makers and public opinion. The office is funded by the parliament, according to budget allocation by the Ministry for Children and Family Affairs, for a four-year period, renewable for another term.⁹¹ Norwegian NGOs have recently

noted that in order to enhance the role of the Ombudsman as an independent spokesperson for children, it would be necessary to ensure that the nomination process is independent of political affiliation or other external factors and that children and young people be involved in the nomination process.⁹² The Committee on the Rights of the Child has additionally expressed regret that the Norwegian government has not provided "the Ombudsman with the mandate to receive complaints from children."⁹³ Such a complaint mechanism would be a relevant tool to provide immediate assistance and follow up to children in need, including those subjected to commercial sexual exploitation.

At the local level, some municipalities have established coordination mechanisms to address prostitution and human trafficking. For example, in Bergen an interdisciplinary/interagency network was created for capacity building, discussion and handling of cases related to prostitution, violence and trafficking. The network includes representatives from the police, crisis centers, asylum reception centres, immigration office, health care services, child welfare services, university, schools, etc. A specific Multidisciplinary Action Team was formed in this framework consisting of relevant partners to ensure coordinated assistance and proper follow up of trafficking cases.⁹⁴

Regional and international level

Norway continues to be very active in promoting regional and international cooperation against CSEC crimes at law enforcement and judicial levels. Through its international assistance programmes and participation in regional political forums such as the Council of Baltic Sea States, it has also demonstrated sustained efforts to prevent child trafficking and sexual exploitation in other countries and regions.

Although Norway is not a member of the EU, the National Criminal Investigation Service serves as the 'driver' (i.e. program

manager) of the Comprehensive Operational Strategic Planning for the Police (COSPOL) Internet Related Child Abusive Material

Project (CIRCAMP) network, established in 12 EU countries. This regional network was established by the European Police Chiefs Task Force (EPCTF) in 2004. It aims to improve the coordination among law enforcement agencies from EU members to combat child sexual exploitation online. Its main objectives are to block access to child abusive materials; identify, investigate and shut down payment systems; and prosecute those who distribute child abuse material online.⁹⁵ The NCIS is also a member of the Innocent Images International Task Force, which is comprised of law enforcement officers from Europol and several countries and allows real-time transfer of information between the FBI and other task force members.⁹⁶

The group Nordic Police and Customs Cooperation (PTN) involves law enforcement agencies from Norway, Denmark, Finland, Iceland and Sweden. Liaison offices have been established abroad to strengthen cooperation with foreign authorities to better counter transnational crimes, including human trafficking and child pornography.⁹⁷ Norway is also part of the Task Force on Organised Crime (TF-OC) in the Baltic Sea Region which was established in 1996 following a decision of the heads of government of the Council of Baltic Sea States (CBSS). The aim of the TF-OC is to strengthen member-state capacities to prevent and combat organised crime, including trafficking in women and children, by facilitating close cooperation among member-state law enforcement agencies.⁹⁸

Norway has signed a cooperation agreement with Eurojust, the EU's Judicial Cooperation Unit formally set up in 2001. Eurojust plays an active role in fighting cross-border crimes against children, including, inter alia, the sexual exploitation of children and child pornography. As part of these efforts, in 2007 a National Contact Point for Child Protection Issues was appointed to coordinate information and investigations on cases of missing children, child sexual abuse, child

trafficking and child abuse on the Internet as well as to facilitate the exchange of good practices and experiences among EU member states. The Eurojust Liaison Prosecutor for Norway has supported the work of the National Contact Point from Sweden which took office in 2008, and has also initiated a number of successful joint investigations against child pornography. For example, in 2009, as part of the Operation "Lost Boy", a paedophile ring was dismantled and over 70 children rescued from sexual abuse in the European Union following a request of the Norwegian Liaison Prosecutor at Eurojust.⁹⁹

In 2008, Norway joined the Nordic campaign against child pornography launched at the meeting of the Nordic Ministers of Justice in Ystad. The initiative envisaged, inter alia, closer police co-operation on the ground through joint training about sexual abuse and child pornography; a new Nordic project to develop software and technology for use in online investigations; and the setting up of a joint distribution server to disseminate technical information about images of abuse.¹⁰⁰

Norway continues to be a part of the Expert Group for Cooperation on Children at Risk (EGCC).¹⁰¹ The EGCC is comprised of senior officials from the ministries responsible for children's issues in the member countries of the CBSS and the European Commission.¹⁰² The EGCC identifies, supports and implements cooperative efforts focused on children at risk among countries and organisations in the region.¹⁰³ It also examines and reviews areas of concern with regard to children, as identified by its network of national coordinators and experts.¹⁰⁴ From September 2006 to January 2008, a "Baltic Sea Region Comprehensive Assistance to Children Victims of Trafficking" training programme brought together 55 experts from 9 countries in the region for a series of six meetings on care, protection and rehabilitation of child victims of trafficking and on care for unaccompanied children.¹⁰⁵ The group of experts is now a national and

regional resource.¹⁰⁶ Furthermore, in January 2008, a report, *The Frail Chain*, on child trafficking in the region was launched.¹⁰⁷ In October 2008, a second Plan of Action on Unaccompanied and Trafficked Children in the region of the Baltic Sea States was adopted, covering the period of April 2008 to June 2011; it includes a number of measures to address child trafficking and sexual exploitation.¹⁰⁸ Between July 2010 and June 2011, Norway held the Presidency of the CBSS, making human trafficking one of its priorities. During this time period, the EGCC conducted several activities that are relevant for preventing CSEC. Besides publishing the study “Baltic Sea Region – Information Management to Prevent Trafficking” which explores the existing information structures on child trafficking in the CBSS countries,¹⁰⁹ the conference “Child Trafficking – A crime calling for a child protection response” was organised in Oslo with 100 participants from the entire region and beyond. Furthermore, the development

of the first ever training material on systemic auditing of child residential facilities was initiated as part of the AudTrain project.¹¹⁰

The Government of Norway has consistently contributed to reducing human and child trafficking in other countries. Between 2000–2010, the Ministry of Foreign Affairs (including the embassies and Norad, the Norwegian Agency Development Cooperation) has funded 110 anti-trafficking projects for a total amount of NOK 252 million (USD 43 million). Most of the funding was allocated to initiatives implemented in Europe (especially Bosnia and Herzegovina, Albania and Macedonia) while partners which received financial aid included primarily IOM, followed by UNICEF and Norwegian NGOs such as Save the Children. Programmes undertaken in this framework addressed a number of issues related to CSEC, including human and child trafficking, gender-based violence and child protection.¹¹¹

PREVENTION

Effective prevention of CSEC requires multi-faceted strategies and policies that simultaneously address the different elements of the problem. These strategies should target both vulnerable children and those who engage in sexual activities with children, while also addressing the root causes of CSEC, such as poverty and lack of education. Long-term prevention strategies include improving the status of children who are most vulnerable to CSEC by implementing policies to reduce poverty and social inequality and improving access to education, health and social services. Effective short to medium term strategies include awareness raising campaigns and

education and training initiatives for the general public, vulnerable groups and government officials. The resources, expertise and influence of the private sector, particularly the tourism and IT industries, should also be engaged in prevention measures, particularly in awareness raising activities. Furthermore, information, education and outreach programmes should be directed at those engaging in the commercial sexual exploitation of children (e.g. perpetrators of child prostitution) to promote changes in social norms and behaviour and to reduce the demand for child victims of commercial sexual exploitation.

Prostitution of children

There are very limited examples of prevention activities to address the problem of prostitution of children in Norway (especially of boys) and the few initiatives implemented to date are mainly project-based and not sustained. A more long-term, child-focused and integrated approach is necessary, where police, youth, care providers, health authorities and schools work together with government support.

Ung Pro is a project run by the Church City Mission in Trondheim (Kirkens Bymisjon). The scheme is aimed at young people between the ages of 13 and 25 who are at risk or who have engaged in the sale or exchange of sex or who have been sexually abused in other ways. Ung Pro is intended to offer a meeting place and assistance for this target group as well as to provide information and training to those who work with vulnerable young people. As part of this project, the project website www.notforsale.no was also created in 2006 to inform youth, parents and other actors about the issue. However, the website is no longer active and it is unclear whether this unique initiative is still running.¹¹²

Pro Centre is the City of Oslo's service for women and men who sell or have sold sex, including children involved in prostitution. Besides being a national centre of expertise, the centre offers a wide variety of services to their clients ranging from health care and job-hunting support to legal advice and drop-

in centres. Moreover, it promotes research activities, raises public awareness to change attitudes, and conducts outreach work on the streets, in indoor locations for prostitution as well as through an online chat service. The priorities set by the organisation are based on the national and municipal plans relating to prostitution and human trafficking.¹¹³

In collaboration with NGOs such as Pro-Centre, some municipalities have carried out preventive activities against prostitution (and trafficking) targeting also children. Some cities have established multi-disciplinary teams that undertake joint outreach work. The aim is to provide assistance to sex workers and identify potential children and youth who engage or are at-risk of being trafficked or exploited in prostitution. Awareness raising measures about risky sexual behaviours (including in connection with Internet use) were also implemented, addressing particularly children and adolescents in schools.¹¹⁴

Child pornography

Norway has long recognised the fight against child abuse materials as a priority, and the government has pursued various measures as well as a number of legislative changes. Efforts to promote the safe use of the Internet have included regular projects and awareness raising initiatives. However, even though adult supervision of children's use of various media has increased, activities directed specifically towards preventing online sexual abuse and exploitation of children remain insufficient, especially in light of the increasing incidence of these offences.

The KRIPOS/NCIS has initiated a number of initiatives to prevent and counteract sexual abuse and exploitation of children on the Internet. In addition to using the Child Sexual Abuse Anti Distribution Filter (CSAADF) which is being implemented in cooperation with Telenor and many other ISPs with the aim to block access to websites containing child abusive images, KRIPOS has launched a direct reporting mechanism to the police hotline (www.tips.kripos.no) in the form of an easily identifiable icon (“a red button”) that children, young people and the public can use if they log onto websites which may contain disturbing or illegal content, including those containing child sexual abusive images.¹¹⁵ Whilst recognising the value of this new measure, some Norwegian NGOs have though pointed out that the functioning of this tool is hindered by the fact that interdisciplinary cooperation has not yet been established to ensure that tips registered with the police are followed up by the support system.¹¹⁶

Several activities have been conducted by the Government to inform children and parents on online safety. The website www.nettvett.no produced by the Norwegian Post and Telecommunications contains, inter alia, advice to parents and rules for children and young people developed as part of the Safety and Awareness for Teens – SAFT programme (now the Safe-Use project mentioned below). In addition, the Data Inspectorate, the Norwegian Board of Technology and the Norwegian Directorate for Education and Training have established the website www.dubestemmer.no (which translates as ‘You Decide’) which aims to increase young people’s knowledge of privacy and to raise their consciousness about the choices they make when they use digital media such as the Internet and mobile phones. The website is directed towards children aged 9-17 years.¹¹⁷

In the framework of the Safe-Use project, a number of initiatives were implemented to inform and make the public aware of issues related to safe use of interactive digital media among children and youngsters. In 2009 the project launched a nationwide campaign with distribution of an e-safety kit targeting parents and children to 120,000 Norwegian homes. More recently, sensitisation activities were held as part of the Safer Internet Days or through seminars, expert panels and events, including a conference on Internet content providers’ social responsibility, focusing on how to facilitate a safe internet environment for children. A school play about online related sexual abuse was also organised in collaboration with Save the Children. In November 2010, the “Cross your heart” Norwegian Red Cross’ helpline for youth became the official Norwegian INSAFE helpline where children and young people under 18 can talk about their digital life experiences and receive advice, counselling and support.¹¹⁸

The use of ICT in Norwegian schools has been integrated into many subjects. Whilst online safety does not appear to be a stand-alone topic of study, some promising practices do exist. For example, the Municipality of Trondheim has established a guide for its primary schools focusing on how to establish an ICT policy, which has been published by the Norwegian Centre for ICT in Education as a best-practice example. The guide encourages educators to educate their students about their rights and responsibilities when using ICT equipment at school. The responsibilities include refraining from bullying others online, not publishing personal information online, keeping passwords safe and reporting incidents when other students have violated the rules for safe online behavior to a teacher.¹¹⁹

Trafficking in children for sexual purposes

Most prevention programmes implemented to date in Norway (especially awareness raising and education) revolved around human trafficking in general, with very limited attention paid to addressing children's vulnerability. Furthermore, whilst the previous anti-trafficking NPA included measures to reduce the demand for commercial sex, the current strategy places limited emphasis on preventing trafficking for sexual exploitation.

The Norwegian government has developed several policies to prevent vulnerable children from becoming victims of trafficking. For example, the Immigration Act has been recently amended to ensure that a guardian be appointed for each unaccompanied asylum-seeking minor before the application for asylum is registered by the National Police Immigration Service. The new regulation, which is due to enter into force on 1 July 2013, will strengthen the legal rights of vulnerable groups, promote competence-building and result in a more unified guardianship system.

Following the anti-trafficking NPA covering the period 2006-2009, a number of awareness raising activities were conducted to address human trafficking in general. In 2006, the Government launched a three-year information campaign targeting the general public and buyers/potential buyers of sex services. Conducted at airports, on the Internet and by means of notices in taxis, the initiative contributed to increase knowledge concerning the connection between prostitution and trafficking as well as to discourage demand through a change in attitudes towards prostitution.¹²⁰

The ROSA project (which stands for re-establishment, organising safe places to stay, security and assistance) was started in 2005 with financial support from the Ministry of

Justice. Besides providing safe housing and assistance to women victims of trafficking and their children, ROSA has been a driving force in the efforts to raise awareness of the social and welfare needs of trafficking victims and has provided information and advice to vulnerable groups and survivors.

A number of actions have been implemented by or in cooperation with civil society organisations. In 2007, the organisation Pro Centre launched a preventive information campaign on human trafficking for upper secondary schools with support from the Ministry of Children, Equality and Social Inclusion. The information was taught as part of the subjects "Religion, philosophies of life and ethics" and "Politics and human rights".¹²¹ The impact of this program has, however, been limited as it was carried out only in two big cities while reaching exclusively 18-year-old students.¹²² Still in 2007, Save the Children Norway conducted the project HVISK (an acronym for the Norwegian words for "help, know, inform, secure, coordinate") which established a website and a helpline, and offered information and advice on how to identify and support children who have been trafficked.¹²³ The organisation Reform – the Resource Centre for Men, has developed a project that offers information and counselling to buyers of sex services with a view to prevent their recourse to prostitution.¹²⁴



STOP Sex Trafficking of Children & Young People Campaign

Conducted in partnership between The Body Shop and ECPAT, this three year campaign launched in 2009, seeks to provide immediate relief to child victims with funds raised and to create long-term changes through engaging the public in awareness raising and lobbying decision makers

to strengthen concerted action against child trafficking for sexual purposes.

On 7 June 2011, The Body Shop and Save the Children presented 114,064 petitions to Parliamentary Secretary Pål Lønseth calling for the ratification of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse. The Parliament Secretary praised the campaign, saying that properly identifying trafficking victims would be a priority for the government in its on-going fight against trafficking and that relevant trainings will be conducted. From funds the



campaign generated, The Body Shop has together with the Human Trafficking team at Hvalstad Reception Centre produced an information film on trafficking targeting minor unaccompanied asylum seekers. The film was intended to prevent trafficking of these vulnerable children and was also used as a tool for identifying victims.

Sexual exploitation of children in tourism

Besides implementing a three-year campaign to reduce the demand for sex acts targeting, inter alia, tourists and travellers (see section above), Norway contributed to several international organizations and NGOs to conduct domestic and international campaigns against travelling child sex offenders.¹²⁵ For example, the government provided funding to ECPAT in an effort to reduce the demand for participation in international child sex tourism by Norwegian nationals.¹²⁶

A number of tourism agencies and tour operators in Norway have signed the *Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism*.¹²⁷ One of the most recent signatories is TUI Travel's Mainstream which operates in several countries, including Norway. TUI Nordic has been a signatory of the Code since 1998. A group-wide Child Protection Policy was launched in February 2010 highlighting the company's commitment to child protection towards their clients and people at destination.¹²⁸

PROTECTION

International instruments		
Human Rights Bodies and Instruments related to Child Rights	Comments	
Charter-based bodies		
Working Group on the Universal Periodic Review (UPR)– Human Rights Council	Last Review: November 2009 Next Review: May 2014	
Special Rapporteur on the Sale of Children, Child Prostitution and Child Pornography	No visit so far.	
Special Rapporteur on Trafficking in Persons, Especially Women and Children	No visit so far.	
Treaty-based bodies		
Committee on the Rights of the Child	Last review in January 2010	
CSEC Children’s rights instruments	Date of ratification	Date of submitted reports
Convention on the rights of the child (CRC)– 1989	1991	1993/1998/2003/2008
Optional Protocol on the sale of children, child prostitution and child pornography – 2000	2001	Initial report 2004 Follow up report 2008
ILO Convention on the Worst Forms of Child Labour - 1999 (No. 182)	Ratified in 2000	
UN Convention against Transnational Organized Crime	Ratified in 2003	
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and children – 2000 (supplementing the UN Convention against Transnational Organized Crime)	Ratified in 2003	
Regional Instruments		
	Date of ratification	
Council of Europe Convention on Cybercrime	2006	
Council of Europe Convention on Action against Trafficking in Human Beings	2008	
Council of Europe Convention on the protection of Children against Sexual Exploitation and Sexual Abuse	Not yet ratified (signed in 2007)	

The provisions of the Norwegian Penal Code are comprehensive in covering many forms of violence against children, including CSEC related offences. Several amendments have been made over the years to the existing legislation to bring the laws in conformity with principles and standards set forth in the CRC and other relevant international legal instruments. Legal changes most recently introduced include the adoption of provisions to punish online solicitation of children (“grooming”) and the purchase of sex services from adult sex workers. Whilst significant progress in terms of legal reform has been made, Norway should consider further enhancing its legislation by ratifying the Council of Europe (CoE) *Convention on the protection of Children against Sexual Exploitation and Sexual Abuse* and ensuring that its legal framework is fully in line

with the requirements of this Convention, especially with regards to child pornography related offences.

In its 2010 Concluding Observations on Norway, the Committee on the Rights of the Child, though acknowledging progress in the country, expressed concern over a number of areas including, among others, the full harmonisation of legislation with the CRC, administration of juvenile justice, and the situation of refugee, asylum-seeking and unaccompanied children. The Committee also highlighted the issues of child sexual abuse and exploitation as well as child trafficking, recommending that Norway “enforce the laws that criminalize the sale, trafficking and abduction of persons” and “expedite the examination of cases of sexual abuse in line with the 14-day statutory deadline.”¹²⁹

AGE OF CONSENT AND SEXUAL ABUSE OF CHILDREN

The age of consent for sexual activities in Norway is sixteen (16). Committing a sexual offence against a person between the ages of 14 and 16 is punished with imprisonment for up to 5 years, which can be increased up to 15 years in the case of gross offences.¹³⁰ If the sexual act is committed against a child under 14 years of age, the penalty is 10 years in prison, with the minimum sentence being 2 years if the sexual act entailed sexual intercourse. Imprisonment for up to 21 years may be imposed in the most serious cases.¹³¹ For all the above offences, criminal liability shall not be excluded as a result of the

offender claiming to have mistaken the age of the victim.

A person who commits a sexual act with a foster-child, child in his care, step-child or any other person under 18 years of age who is under his care, or subject to his authority or supervision, can face imprisonment of up to five years.¹³² However, the punishment is in conflict with the imprisonment period in the case of sexual abuse in children below 14 which imposes maximum of ten years imprisonment.¹³³

PROSTITUTION OF CHILDREN

Norwegian law affords strong protection from exploitation in prostitution to all children up to the age of 18 and is therefore fully in line with international standards set forth in the OPSC with regard to prostitution of children.

Engaging in sexual activity in return for payment is legal in Norway, but profiting from another person's prostitution (pimping) and letting premises for prostitution is punishable with up to five years' imprisonment.¹³⁴ Section 202a of the Penal Code introduced in 2009 also makes it illegal to buy sexual services from adults. The punishment for such acts is a fine and up to one year in prison.

Norwegian law addresses the sexual exploitation of children under the provisions of Chapter 19, and makes it a criminal offence to purchase the sexual services of persons under the age of 18. Any person who, for payment, engages in sexual activity or commits a sexual act with a person under

18 years of age, shall be liable to fines or to imprisonment for a term not exceeding two years. However, the English translation of the Penal Code of Norway only refers to "payment" and does not include "... or any other consideration", as stipulated in OPSC Art. 2 which defines child prostitution. Criminal liability is not excluded by any mistake made as regards age, unless it is made in good faith and without negligence.¹³⁵ Buying sexual services from someone younger than 16 is punishable under Sections 195 and 196 of the Penal Code on sexual relations with children under the age of 14 and 16 respectively which carry higher penalties (see section above on "Age of consent and sexual abuse of children").

CHILD TRAFFICKING FOR SEXUAL PURPOSES

The Norwegian legislation addressing trafficking in children is generally in conformity with international legal standards. The Law defines and criminalizes trafficking in children in accordance with provisions set forth in the UN Trafficking Protocol.

In 2003, Norway amended its Penal Code to make trafficking in persons a specific crime. Section 224 of the Norwegian General Civil Penal Code is inspired by the Trafficking Protocol definition of trafficking, and provides that any person who by force, threats, misuse of another person's vulnerability, or other improper conduct, exploits another person for the purpose of prostitution or other sexual purposes, forced labour, begging, war service in a foreign country or organ removal, or who induces another person to allow him/herself to be used for such purposes, shall be guilty of human trafficking and liable to imprisonment for up to five years. The same penalties apply for anyone who makes arrangements for such exploitation or inducement by

procuring, transporting or receiving the person concerned, or in any other way aids and abets the inducement or exploitation; or provides payment or any other advantage in order to obtain consent to such exploitation from any person who has authority over the aggrieved person, or who receives such payment or other advantage. In accordance with the *Trafficking Protocol*, Section 224 also provides that any person who commits any of the abovementioned acts against a person who is under 18 years of age shall be liable to imprisonment for a maximum term of ten years independently of any use of force or threats, misuse of a person's vulnerability, or other improper conduct.

In 2011 the Norwegian authorities initiated 32 sex trafficking investigations, compared with 26 such investigations initiated in the prior year. It must be noted that in 2010 one sex trafficking offender, who exploited two boys, received a sentence of 10 years imprisonment.¹³⁶

Reflection period and limited residence permit

According to current regulations, all persons who claim to be victims of human trafficking, including children, may be granted a six-month reflection period without conditions during which they are allowed to stay in Norway. The reflection period (which previously lasted 45 days) is intended to give an opportunity to victims of human trafficking to assess their situation and to decide whether they wish to co-operate with the police in investigating and prosecuting the traffickers. The temporary permit granted under these circumstances gives the right to work, to receive practical assistance and counselling, as well as to stay in safe places. However it cannot be renewed, nor does it form the basis for a permanent residence permit or family immigration. Victims of human trafficking may also be granted a limited residence permit for up to one year if it is necessary in order to prosecute the traffickers. This permit may be renewed if the various requirements are still fulfilled. Underaged children who are staying in Norway together with the parent who has a period of reflection or a limited residence permit, may get a permit on the same terms as the parent.¹³⁷

Under the new Immigration Act, which entered into force in 2010, a previous trafficking victim is considered to be a member of a particular social group, and may on this basis be entitled to recognition as a refugee. The Act also states that when determining whether a residence permit is to be granted on humanitarian grounds, the fact that the foreign national has been a victim of human trafficking is to be taken into consideration. Trafficking victims who give testimony as the aggrieved party in criminal proceedings against the perpetrators have as a general rule the right to a residence permit.¹³⁸

It must be noted that trafficking victims who are not granted a reflection period will have to go back to their country of origin, with the risk of being re-trafficked once repatriated.¹³⁹ In 2010, for example, NGOs reported that a trafficked child was deported despite identification as a victim.¹⁴⁰ In echoing this concern, the Committee on the Rights of the Child has stressed that the reflection period does not apply to all victims of trafficking and has urged Norway to extend this scheme to “all child victims and adapt it to children and their best interests.”¹⁴¹ A number of Norwegian NGOs have additionally pointed out that “a child who has been identified as a potential victim of trafficking must automatically be granted temporary residence on humanitarian grounds, and be permitted to stay in the country on a legally valid basis whilst awaiting identification and a permanent solution, regardless of whether the child is cooperating with the prosecution authorities or not.”¹⁴²

CHILD PORNOGRAPHY

CHILD ABUSE IMAGES

The Norwegian legislation generally covers all the acts related to child pornography mentioned in the *Optional Protocol*, namely “producing, distributing, disseminating, importing, exporting, offering, selling or possessing for the above purposes, child pornography”. Norway is also one of the few countries in Europe who have adopted provisions against the solicitation of children for sexual purposes.

Although Norway has not yet ratified the Council of Europe *Convention on the protection of Children against Sexual Exploitation and Sexual Abuse*, it should consider further amending its legislation to punish other child pornography related offences set forth in this Convention (namely “knowingly obtaining access, through information and communication technologies, to child pornography” and “offences concerning the participation of a child in pornographic performances”).

In May 2005, the Penal Code was amended to introduce a section on child pornography. Norwegian law does not specifically refer to the term child pornography, but rather, to “presentations of sexual abuse of children or any presentations of a sexual nature that involve children”. One stated reason for this change is to clarify that this is different from presentations of sexual activities involving adults.¹⁴³ There is no definition in the Penal Code of what is regarded as a “presentation of sexual abuse of children” or a “presentation of a sexual nature that involves children”. When interpreting these broad terms, one has to rely on judicial interpretation, preparatory works, and so on.¹⁴⁴

Section 204a of the Penal Code makes it an offence to “produce, procure, import, possess, deliver to another person for payment or systematically acquaint oneself with any presentation of sexual abuse of children or any presentation of a sexual nature that involves children”. It also punishes anyone who “concerns himself” with such presentations of sexual abuse of children or presentations of a sexual nature that involve children. This Section also deals with pornography in

the broader sense and punishes any person who possess child pornography for personal use (mere possession), publishes, sells or in any other way attempts to disseminate pornography, imports pornography with the intent to disseminate it, delivers pornography to persons under 18 years of age or gives a public lecture or arranges a public performance or exhibition of a pornographic nature.

Section 204a of the Penal Code also penalises anyone who “induces a person under the age of 18 to allow pictures of him/herself to be taken as part of any commercial presentation of moving or non-moving pictures of a sexual nature, or produces such presentations depicting any person under 18”. The above offences carry penalties of imprisonment for up to 3 years or a fine. ‘Child’ means any person who is or who appears to be under 18 years of age. The penalty may be remitted in the case of any person who takes and possesses a picture of a person who is between the ages of 16 and 18, if the latter has consented thereto and both of them are similar in terms of age and development.

Law against grooming

In April 2007, a new provision was added to section 201a of the Penal Code to punish the solicitation of children for sexual purposes (“grooming”). Pursuant to this provision, a person who has arranged a meeting with a child under 16 years of age in order to commit sexual abuse of the child, and has come to the meeting place or to a place from where the meeting place can be observed shall be punishable for “grooming”. The penalty is fines or imprisonment for a term not exceeding one year.¹⁴⁵ Though in Norwegian law the grooming section refers to the *intention of committing an act*, the perpetrator must actually appear for a meeting (sometimes a police trap). The intention to meet the child is not enough to initiate prosecution.¹⁴⁶ In conjunction with the adoption of the Penal Code section 201a, an amendment to the Penal Code section 201 was enacted which is directed, *inter alia*, against those who by word or deed behave in a sexually offensive or otherwise indecent manner in the presence of or toward children under 16 years of age. A specification was included in the provision to punish such an act when it is committed through the use of telephone, the Internet or other electronic communication. According to data provided by NCIS, reports of sexual grooming have increased in past years, passing from no cases identified in 2009 to eleven incidents registered in 2011. Recorded cases of indecent/offensive behaviour through ICT have also jumped from 171 in 2009 to 193 in 2011.¹⁴⁷

In reviewing the initial report on the implementation of the OPSC submitted by Norway, the Committee on the Rights of the Child encouraged the State Party “to consider adopting specific legislation on the obligations of the Internet service providers (ISPs) in relation to child pornography on the Internet.”¹⁴⁸ To follow up on this recommendation, in February 2007 the Norwegian government appointed Datakrimutvalget (Computer/Cyber Crime Committee) which submitted a report to the Justice Minister recommending new laws to deal with computer crime. The report included a proposal by a minority of the members of the Datakrimutvalget

(voted against by the majority) to expand the child pornography filtering system to include blocking of sites that contain: “hate material (racial hate, pro-Nazi sites, hate towards the government, etc.), most kinds of pornography (not only child pornography), foreign gambling sites, and sites that share copyrighted or other material that it is not legal to share (such as most BitTorrent sites and services such as LimeWire)”.¹⁴⁹ Although the Government reported that a Bill to impose mandatory filtering would be presented for consideration to the Parliament in the course of 2008,¹⁵⁰ available information seems to confirm that such an obligation for ISPs has not yet been introduced.

EXTRADITION AND EXTRATERRITORIAL JURISDICTION

Whilst Norwegian law allows prosecution of CSEC related offences committed abroad by Norwegian nationals and persons domiciled in its territory, existing legislation does not enable the extradition of Norwegian nationals to foreign countries. This applies to all types of crimes, including those perpetrated against children.

Pursuant to section 12 of the Penal Code, Norwegian criminal law is applicable to any person who commits illegal acts in the realm and on Norwegian vessels and aircraft. In the case of contraventions of the provisions discussed above (namely, offences related to prostitution of children, child pornography and trafficking in children for sexual purposes), Norwegian criminal law may also be applicable when such acts are committed abroad by a Norwegian national or by a person domiciled in Norway. Furthermore, sexual crimes against minors (Sections 192 to 195 of the Penal Code) and human trafficking (Section 224 of the Penal Code) committed abroad by a foreign national are punishable offences under Norwegian criminal law. The same applies if the act concerned is also a punishable offence under the law of the country in which it is committed and the offender is resident in Norway or is staying therein.¹⁵¹

The extradition of offenders from Norway

is governed by the Extradition Act (n. 35 of 13 June 1975) and the Nordic Extradition Act (n. 1 of 3 March 1961) which applies to extradition of offenders to Denmark, Finland, Iceland and Sweden. Norway has also acceded to the European Convention on Extradition of 13 December 1957 and related supplementary protocols as well as to the Schengen Convention of 19 June 1990. According to Norwegian legislation, extradition can only take place if the offence for which the person is sought is also punishable under Norwegian law with imprisonment for more than one year. If the person sought has been convicted of the offence, extradition will only be granted if the sentence involves deprivation of liberty or committal to an institution for a period of not less than four months. However, the Act also allows extradition for acts punished with imprisonment for a shorter period of time if this is pursuant to a treaty with a foreign State.¹⁵²

If the extraditable offence is not committed on the territory of the requesting State, extradition is still possible. However, it may also be refused if, for example, the offence is wholly or partially committed on Norwegian territory, or if the act is committed on the territory of a third country and the Norwegian authorities have initiated

prosecution of the case. It must be noted that, according to the Extradition Act, Norwegian nationals cannot be extradited to foreign states for offences committed abroad. However, under such circumstances the Norwegian authorities may take over prosecution of the case on condition that evidence and other factors so allow.¹⁵³

Child protection units

Whilst the Norwegian police has been successful in counteracting CSEC crimes, especially child sexual abuse materials and sexual exploitation of children on the Internet, it appears to be not sufficiently resourced nor specialized enough for addressing child trafficking for sexual purposes cases.¹⁵⁴ As recommended by the Committee on the Rights of the Child in 2010, Norway should set “a focus on child victims of sale and trafficking and allocate the necessary human and financial resources to the units mandated to combat this crime.”¹⁵⁵

KRIPOS/NCIS, the national unit for combating organised and other serious crimes, has the national responsibility for investigating cases related to child pornography, child sex tourism and trafficking in human beings, including children.¹⁵⁶ KRIPOS has spearheaded significant efforts in identifying child victims of online abuse as well as in conducting investigations to track down perpetrators that use the Internet and other ICTs to sexually exploit children. To this end, it has also established an intelligence unit about sexual assault on the Internet which works closely with the Norwegian Computer Crime Centre on developing methods for effectively combating this type of activity.¹⁵⁷

Although KRIPOS has no specialised units to investigate child trafficking for sexual purposes, there are some promising practices of successful police work to detect this crime and identify child victims. In autumn 2009, for example, Hordaland Police District set up the EXIT project with the aim to investigate the purchase of sexual services, pimping and human trafficking, and to contribute to competence-building. In collaboration with the customs authorities, the EXIT team has identified a large number of trafficking

victims on their arrival at Flesland airport and has already obtained a number of convictions of human traffickers.¹⁵⁸ According to information provided by a Norwegian NGO, in 2011 the police in Bergen (the administrative centre of Hordaland) identified at least two cases involving trafficking in children¹⁵⁹ and has also raised concern over an increasing number of Nigerian young girls being subjected to the sex trade.¹⁶⁰

In terms of child-friendly procedures, Section 239 of the *Criminal Procedure Act* contains special rules concerning the judicial examination of children under the age of 14 in cases relating to sexual offences. The judge takes the child's statement separately from a sitting of the Court and the examination is recorded on a video or audio tape. As a general rule, the judge must summon a well-qualified person to assist with the examination. Both the defence lawyer and the counsel for prosecution may be present. They may also pose questions to the child via a police officer.

When the witness' age or special circumstances so require, a judge may decide to place a victim under observation as an alternative to examination (i.e. the

information needed from the child is not obtained during a judicial examination but rather through interaction with a child

expert). In practice, only those children who are under the age of six are placed under observation.¹⁶¹

Support services for children

A number of shortcomings should be addressed in the current support system for child victims of sexual exploitation in Norway. As noted by the Committee on the Rights of the Child, there is a need to further enhance knowledge of sexual exploitation and abuse among professionals working with and protecting children.¹⁶² In this framework, emphasis should be placed, *inter alia*, on the harmful effects of Internet-related abuse on children¹⁶³ as well as on the unique situation of child trafficking survivors. More financial resources should be allocated to the municipalities which, through the Child Welfare Service, provide support to child victims of trafficking and commercial sexual exploitation. Furthermore, an evaluation of return and reintegration programmes specifically for victims of trafficking in Norway suggests that they would benefit from stronger and more systematic attention to individual case and risk assessments. Improved and longer-term monitoring of children should therefore be guaranteed in order to fully safeguard their rights after return, as well as before and during the process.¹⁶⁴

Children who have suffered different forms of abuse, including those involved in the production of child abuse images, receive care and assistance through the ordinary child protection system. When there is reason to believe that a child has been engaged in prostitution, the Child Welfare Service is mandated to initiate an investigation and take measures in the best interest of the child. This may include placing the child in institution or foster care. In an effort to ensure better comprehensive follow-up of children who are exposed to violence and sexual abuse, in 2007 the Norwegian Government set up two Children's Houses and planned to establish three more centres in 2008. Involving the health service, child welfare services, the police, prosecuting authority and the courts, the Children's House is a cooperative initiative aimed at providing child victims one place to go for legal and other support services, including medical examination and treatment. To prevent subjecting the child to multiple interviews by different bodies in a multitude of locations, the scheme facilitates taped testimony with investigators, which can later be used in court.¹⁶⁵ Whilst this practice contributes to reduce hardship during criminal proceedings, it remains unclear to what extent assistance provided by children's

houses is specialized to meet the unique support needs of CSEC victims.

There are no specific shelters in Norway operated and/or supported by the State which accommodate and provide specialized services to child victims of trafficking. As a general rule, children victims of trafficking are under the responsibility of the municipal Child Protection Service in Norway. Access to assistance and protection measures is not dependent on the child's identification as a victim of trafficking, being the child's exposure to neglect or abuse or his behavioural problems the only necessary elements to initiate intervention. The Child Protection Service may place the trafficked child in an emergency home, a child protection institution or in a foster home. Children are entitled to basic schooling if it is probable that they will be staying in Norway more than three months. In case they have completed primary and lower secondary school or the equivalent, they may apply for the right to three years' upper secondary schooling. Medical assistance and counselling services and psychological treatment are also available. A guardian or curator is appointed for each trafficked child and legal assistance through a lawyer is provided.

With the support of the Ministry of Justice and police, in 2005 the ROSA telephone line was established to provide 24 hour assistance to trafficked victims, mostly women, but also children. Besides this, KOM has launched its own helpline to assist victims trafficking victims, both adults and children.¹⁶⁶ In 2009 the Kristiansand municipality, on behalf of the Ministry of Children, Equality and Social Inclusion and in collaboration the 14 largest children's protective services in Norway, has set up the European harmonized number for child helpline services 116 111, where child victims of violence and abuse can get help.¹⁶⁷ However none of these helplines appear to be designed and equipped to meet the specific needs of child survivors of trafficking and sexual exploitation.

To improve the housing service and care and follow up for trafficked children provided by the child welfare authorities, in 2011 the Government has submitted a bill to the Parliament which should lead to the introduction of new provisions in the Child Welfare Act. If approved, the new measures will allow to place children

subjected to trafficking in institutions without their consent for up to six months. The Government has already allocated in the 2012 state budget a total of 17 million NKR to build an adapted institutional care for vulnerable children.¹⁶⁸

Despite the progress registered in recent years in providing assistance to trafficked children, some challenges still affect support services available for them in Norway. Besides being delivered by professionals lacking specialized competencies and expertise on how to support children trafficked for sexual exploitation, these services are normally provided to unaccompanied foreign children on the basis of a six-month reflection period (and related temporary residence permit), which aims at facilitating the prosecution of traffickers. In line with international guidelines on the protection of trafficked children developed in recent years, a number of Norwegian NGOs have noted that "the State's assistance to a minor, potential victim of trafficking, should not be conditional on the child's willingness to cooperate with the authorities."¹⁶⁹

Competence building on CSEC for child protection specialists

On the initiative of the Ministry of Children and Equality, in 2006 the research foundation NOVA developed and published a professional guide on working with young people who sell or exchange sex. Based on this guide, in the autumn of 2006, the Norwegian Directorate for Children, Youth and Family Affairs arranged a course in the country's five child welfare regions on the subject of young people who sell and exchange sex. The courses had participants from, *inter alia*, municipal and state child welfare, employees in outreaching services, public health clinics for young people, mental health care for children and young people, measures for young substance abusers, the police, reception for unaccompanied minor asylum-seekers and refugees and non-governmental organizations.¹⁷⁰

As envisaged by the anti-trafficking NPA for 2006-2009, regional training courses on child trafficking victims have been arranged for the child welfare service and other appropriate services. The Ministry of Children, Equality and Social Inclusion has also conducted a survey of the experience gained by local and regional services from their assistance to trafficking victims. The survey will contribute to the systematised knowledge base in this field that is being built up.¹⁷¹

NGOs have also worked to increase expertise on child trafficking among child protection specialists. For example, in 2011 Save the Children Norway initiated a project entitled "Trafficking in children - is it my responsibility?" which involves a survey about child welfare employees' knowledge and role in efforts to combat child trafficking.¹⁷²

Norway should further intensify its efforts to build the capacity of law enforcers to deal with CSEC crimes and victims. Whilst training on detecting and counteracting Internet-related offences has improved also as a result of collaboration with Interpol and Nordic countries,¹⁷³ more courses should be delivered on identifying and assisting child victims of trafficking specifically, as well as on improving awareness and coordination in applying extraterritorial legislation.

In recent years training courses on human trafficking have been conducted under the auspices of KOM and various other agencies and organisations. The training includes competence building on victims identification based on the guidelines developed by KOM (see section on “Coordination and cooperation at national and local level”) as well as on the different types of assistance victims are entitled to. Beneficiaries of this activity included staff from municipal welfare services, police, international organizations, NGOs, and other Norwegian authorities.¹⁷⁴

The subject of human trafficking is an integral part of the education and training programme for Norwegian personnel who are to take part in operations abroad. According to their professional ethics, armed forces should not only refuse prostitution in Norway and abroad, but are also expected to promote such zero tolerance among Norway’s coalition partners. As foreseen by the current anti-trafficking NPA, Norwegian diplomats and civilian UN personnel, including the police, are also trained in methods to combat human trafficking when on international assignments.¹⁷⁵

Although most of the abovementioned training seminars were not child-focused nor addressed specifically CSEC, minors who are exposed to trafficking were one of the main themes in the nationwide regional courses that the Norwegian Directorate of Immigration arranged in 2006 in cooperation with the Norwegian Directorate for Children, Youth and Family Affairs. Furthermore, in 2008, the Ministry of Justice has requested that the Police Academy, in connection with developing their curricula, makes the *Convention on the Rights of the Child and the Optional Protocol* a subject in the teaching so that police students acquire the necessary knowledge.¹⁷⁶

As part of the Nordic campaign against child pornography initiated in 2008, the police forces of Norway, Denmark, Finland, and Sweden received joint training about sexual abuse and child pornography which provided the basis for united and more efficient crime fighting. Following this capacity building, a number of successful joint operations were conducted against persons suspected of sharing photos and films showing child sexual abuse over the internet.¹⁷⁷

CHILD AND YOUTH PARTICIPATION

The Ombudsman for children highlighted that children in Norway are not being heard to the extent to which they are entitled.¹⁷⁸ This concern was echoed by several actors and bodies, including Norwegian NGOs¹⁷⁹ and the Committee on the Rights of the Child.¹⁸⁰ The lack of good examples of child and youth participation extends to all aspects and matters affecting children, including CSEC.

The Government of Norway reported that strengthening children and young people's participation in the municipalities has been a high priority for many years. This is attested by the fact that three out of four municipalities have a consultation body for children and young people.¹⁸¹ According to Norwegian NGOs, children's and young people's right to participation in municipal decision-making processes is not sufficiently safeguarded. The consultation bodies mentioned by the Government are indeed not comprised of democratically elected members and have primarily been established on the adults' terms, rather than on the basis of the children's and young people's right to be heard. Furthermore, they have no common mandate and their functioning varies in the different municipalities.¹⁸²

The Ombudsman has established various forums in order to listen to children. Besides a Youth Panel mandated to provide input on different subjects, the Ombudsman has established expert groups comprised of children who have experience in particular areas (e.g. children who have been exposed to domestic violence, children who have experienced incest, etc.). In addition, the Ombudsman held "expert meetings" with, among others, children who received assistance from child welfare services, children in prison and young offenders, and children from Roma and minority backgrounds.¹⁸³

Initiatives to promote child-led and child-informed CRC reporting were organised. To ensure that Norwegian children and young people were heard directly by the Committee

on the Rights of the Child, a special hearing was arranged in Oslo in October 2009. Fifty-nine children and young people between the ages of 11-18 years met with one of the Committee's members to present their views about the implementation of children's rights in Norway. Issues raised by the young people at this hearing included, among other, an end to violence and abuse, improved child welfare services, all children must be heard, and minors seeking asylum must be provided for. The hearing was organised by the Norwegian Ombudsman for Children, Save the Children Norway and the Norwegian children and youth council. Results of the hearing were published in a report entitled 'The Children's Hearing 2009: Children in Norway Had Their Say!'.¹⁸⁴

Children and youth have been actively involved in a number of activities to promote child safety on the Internet. As part of the Safe-Use Project, in 2009 the Norwegian Media Authority established a Youth Panel consisting of 3 boys and 3 girls aged 14-15 years. The youth are engaged through dialogues and participation in several awareness raising activities, such as seminars on media literacy and the annual Safer Internet Day. A children's panel has also been formed, comprising of one group of 7 and 8 year olds and one group of 11 and 12 year olds. These children have shared their experience on various aspects, including how they use internet and mobile phones, and have also provided advice on different awareness tools developed by the Safer Internet Centre.¹⁸⁵

PRIORITY ACTIONS REQUIRED



National plan of action

- The Government of Norway should conduct a policy review (including by commissioning an external evaluation) of all national plan of actions addressing the commercial sexual exploitation of children with a view to identify potential gaps and develop the necessary follow-up actions;
- Participation of all key stakeholders in the design, implementation, monitoring and evaluation of current and future national plans of action and policies against CSEC should be supported and promoted, particularly by creating platforms for child and youth

Coordination and Cooperation

- Coordination at national and municipal levels should be enhanced to ensure effective and comprehensive assistance and support for children with special needs, including children subjected to commercial sexual exploitation;
- As foreseen in the current anti-trafficking NPA, the government should speed up the conclusion of formalised cooperation agreements between the police, the welfare service and other organizations dealing with trafficking victims and vulnerable groups;
- More joint efforts involving relevant government departments, the tourism industry and NGOs should be bolstered to enhance prevention and counteraction of child sex tourism;
- The Ombudsman for Children should be mandated to receive all types of complaints, including on CSEC cases, directly from children;
- The Government of Norway should develop co-operation agreements with countries of origin of child victims of trafficking to ensure an effective and comprehensive risk assessment and enable their safe return.

Prevention

- Norway should undertake comprehensive studies and implement consistent data collection methods to quantify the prevalence and dimensions of sexual exploitation of children in the country;
- Projects targeting young people who are at risk or who have engaged in the sale or exchange of sex such as "Ung Pro" should be sustained and replicated, taking also care to develop gender-sensitive preventive measures (especially adapted to boys);
- The Norwegian government should ensure that information activities against all forms of trafficking foreseen under the current anti-trafficking NPA (measure 10) or future NPAs, are also targeted specifically at vulnerable children, including Roma children, children with disabilities, and unaccompanied children/asylum seekers; consultation with these groups of children in developing and implementing such initiatives should be guaranteed;

- Norway should consider launching a campaign to reduce the demand for sex specifically with children, addressing both local demand and travelling child sex offenders;
- The tourism industry, in collaboration with NGOs and government departments, should undertake to promote the implementation of the *Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism*;
- The current Safe-Use project should be reviewed to ensure that future information and sensitisation measures are directed specifically towards preventing online sexual abuse and exploitation of children (and not generally to promoting safe Internet use); target groups should be not only children, young people and parents, but also IT teachers, teachers in general, social workers and other professionals;
- Awareness-raising on commercial sexual exploitation of children must become part of every school curriculum. Sex education topics must be broad, covering issues such as respectful sexual relationships, self-integrity, perceptions of sexuality, group behaviour and group induced pressure.
- The government should encourage social network managers to promote a code of ethical conduct in cyberspace;
- The government should also encourage financial institutions to undertake actions to trace and stop the flow of financial transactions undertaken through their services which facilitate access to child pornography.

Protection

- Norway must ratify the Council of Europe *Convention on the protection of Children against Sexual Exploitation and Sexual Abuse*;
- Norway should also consider further amending its legislation to punish other child pornography related offences set forth in the abovementioned Convention, namely “knowingly obtaining access, through information and communication technologies, to child pornography” and “offences concerning the participation of a child in pornographic performances”;
- The Government should collect statistics on investigation and prosecution of CSEC crimes and make them available;
- Investigation, prosecution, and conviction of all child sexoffenders , including child sex tourists and travelers, should be further increased;
- Special training on CSEC should be provided to all relevant law enforcement bodies (including the judiciary), focusing, *inter alia*, on child-sensitive approaches during the legal process, and victims’ identification, protection and assistance; specialised capacity building should also be delivered to social workers, psychologists, child psychiatrists, teachers, and other actors that are responsible for prevention, care and rehabilitation of child survivors of sexual exploitation;

- The government should allocate the necessary human and financial resources to the police with a view to ensure better counteraction of CSEC crimes;
- Children's Houses should be established in all counties and be provided with adequate human and financial resources; systematic training on CSEC issues should be delivered to professionals operating in these institutions;
- More financial resources should be allocated to the municipalities which, through the Child Welfare Service, provide support to child victims of trafficking and commercial sexual exploitation;
- Assistance scheme currently available for child victims of trafficking should be reviewed to ensure that care and support are provided regardless of children's collaboration in the prosecution of traffickers; furthermore, schemes for the long-term social integration of trafficked children in Norway should be explored and further developed;
- The State should grant unaccompanied asylum-seeking minors between the ages of 15 and 18 the same rights and access to care as all other children in Norway; it should also look into better and more reliable methods for age assessment of all unaccompanied asylum-seeking minors;¹⁸⁶
- Following the amendment of the Immigration Act in 2010, Norway should allocate funds for training and follow-up of guardians for all unaccompanied asylum-seeking minors in the country, including child trafficking victims, and for remuneration of interpreters for the guardians;¹⁸⁷
- Norway should ensure that all support services available for CSEC victims are tailored to their unique needs, taking into consideration their gender, age, country of origin, culture and religion.

Child participation

- The government should provide more meaningful opportunities for children to contribute ideas and express themselves in the policy making process, as well as in the delivery of prevention and recovery and reintegration programs, including to address CSEC.

ANNEX

The Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents*

Note: This is a condensed version. The full Rio Declaration and Call to Action also contains: Preamble; A. Review of progress and outstanding challenges; and B. Declaration.

C. Call for Action

We call on all States, with the support of international organizations and civil society, including NGOs, the private sector, adolescents and young people to establish and implement robust frameworks for the protection of children and adolescents from all forms of sexual exploitation, and we call upon them to:

I - International and Regional Instruments

- (1) Continue working towards ratification of relevant international instruments, including as appropriate the United Nations Convention on the Rights of the Child and the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, ILO Convention 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the Convention on the Elimination of All Forms of Discrimination against Women.
- (2) Continue working towards ratification of relevant regional instruments, including as appropriate the African Charter on the Rights and Welfare of the Child, the ASEAN Charter,

the Inter-American Conventions on International Traffic in Minors and on the Prevention, Punishment and Eradication of Violence against Women, the SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, and the Council of Europe Conventions on Action against Trafficking in Human Beings, on Cybercrime and on the Protection of Children against Sexual Exploitation and Sexual Abuse, conventions which can be ratified by States that are non-members of the Council of Europe.

- (3) State Parties should take all necessary measures to implement the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, taking into due accounts the conclusions and the recommendations of the Committee on the Rights of the Child in the context of its review of State Parties' reports. All countries are encouraged to use this as an important reference.

II – Forms of Sexual Exploitation and its New Scenarios

Child pornography/child abuse images

- (4) Criminalize the intentional production, distribution, receipt and possession of child pornography, including virtual

* The Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents (2008), full text available at: http://www.ecpat.net/WorldCongressIII/PDF/Outcome/WCIII_Outcome_Document_Final.pdf

images and the sexually exploitative representation of children, as well as the intentional consumption, access and viewing of such materials where there has been no physical contact with a child; legal liability should be extended to entities such as corporations and companies in case the responsibility for or involvement in the production and/or dissemination of materials.

- (5) Undertake specific and targeted actions to prevent and stop child pornography and the use of the Internet and new technologies for the grooming of children into online and off-line abuse and for the production and dissemination of child pornography and other materials. Victim identification, support and care by specialized staff should be made a high priority.
- (6) Conduct educational and awareness-raising campaigns focusing on children, parents, teachers, youth organizations and others working with and for children with a view to improve their understanding of the risks of sexually exploitative use of the Internet, mobile telephones and other new technologies, including information for children on how to protect themselves, how to get help and to report incidences of child pornography and online sexual exploitation.
- (7) Take the necessary legislative measures to require Internet service providers, mobile phone companies, search engines and other relevant actors to report and remove child pornography websites and child sexual abuse images, and develop indicators to monitor results and enhance efforts.
- (8) Call upon Internet service providers, mobile phone companies, Internet cafes and other relevant actors to develop and

implement voluntary Codes of Conduct and other corporate social responsibility mechanisms together with the development of legal tools for enabling the adoption of child protection measures in these businesses.

- (9) Call upon financial institutions to undertake actions to trace and stop the flow of financial transactions undertaken through their services which facilitate access to child pornography.
- (10) Set up a common list of websites, under the auspices of Interpol, containing sexual abuse images, based on uniform standards, whose access will be blocked; the list has to be continuously updated, exchanged on international level, and be used by the provider to perform the access blocking.
- (11) Undertake research and development, in the realm of the private sector, of robust technologies to identify images taken with electronic digital devices and trace and retract them to help identify the perpetrators.
- (12) Promote public/private partnerships to enhance the research and development of robust technologies to investigate and to trace the victims with a view to immediately stop their exploitation and provide them with all the necessary support for full recovery.
- (13) Make technologies easily available, affordable and usable for parents and other caregivers, including to assist with the use of filters to block inappropriate and harmful images of children.

Sexual exploitation of children and adolescents in prostitution

- (14) Address the demand that leads to children being prostituted by making

the purchase of sex or any form of transaction to obtain sexual services from a child a criminal transaction under criminal law, even when the adult is unaware of the child's age.

- (15) Provide specialized and appropriate health care for children who have been exploited in prostitution, and support child centered local models of recovery, social work systems, realistic economic alternatives and cooperation among programmes for holistic response.

Sexual exploitation of children and adolescents in travel and tourism.

- (16) Encourage and support the tourism, travel and hotel sectors in adopting professional Codes of Conduct, for example by joining and implementing the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism; encourage the use of businesses that put in place appropriate child protection-focused corporate social responsibility strategies; and/or provide other incentives for those participating.
- (17) Ensure that all stakeholders pay specific attention to unregulated tourism to prevent domestic and international travellers from sexually exploiting children and adolescents.
- (18) Cooperate in the establishment of an international travel notification system, such as the Interpol 'green notice' system, in accordance with applicable law and human rights standards.
- (19) Ensure investigation and, where sufficient evidence exists, that appropriate charges are brought and vigorously pursued against the State's nationals who are reported or alleged to have sexually exploited a child in a foreign country.

- (20) Prohibit the production and dissemination of material advertising the sexual exploitation of children in tourism; and alert travellers to criminal sanctions that will apply in cases of sexual exploitation of children.

- (21) Monitor new and emerging tourist destinations and establish proactive measures to work with private sector partners involved in the development of tourism services on measures to prevent the sexual exploitation of children and adolescents, including the use of socially and environmentally responsible strategies that promote equitable development.

Trafficking and the sexual exploitation of children and adolescents

- (22) Mobilize communities, including children and adolescents with a view to engaging them in dialogue on and a critical review of social norms and practices and economic and social conditions that make children vulnerable to trafficking, and establish procedures that involve them in developing strategies and programmes where they participate, where appropriate, in the planning, implementation and monitoring of such programmes.
- (23) Pilot and adapt or replicate successful models of community-based prevention and rehabilitation and reintegration programmes for child victims of trafficking.
- (24) Establish policies and programmes that address not only cross-border but also internal trafficking of children and that include, among other elements, a standard operating procedure for the safe repatriation and return of children based on the child's view and on a careful assessment of the needs and risks to the child of returning to her/his place of origin to ensure that the best interests of the child are taken into account.

- (25) Continue strengthening cross-border and internal cooperation of law enforcement officials, for example by establishing coordinating units with a mandate to issue clear guidelines for child centered investigation of cases of trafficking of children and for treating trafficked children not as criminals but as victims in need of protection.
- (26) Take legislative and other measures to ensure that a guardian is appointed without delay for every unaccompanied trafficked child, that an effective system of registration and documentation of all trafficked children is established, and that every trafficked child is provided with not only short-term protection but also with the necessary economic and psycho-social support for full and long-lasting recovery and social reintegration (in line with the UNICEF

Guidelines on the Protection of Child Victims of Trafficking and UNHCR Guidelines on Formal Determination of the Best Interests of the Child).

- (27) Undertake and/or support, with the involvement of civil society and children, the regular evaluation of programmes and policies to prevent and stop the trafficking of children and of legislation that may have a conducive impact on trafficking, for example laws on marriage, free education, adoption and migration, birth registration, accordance of citizenship, refugee or other status.

III – Legal Frameworks and Enforcement of the Law

- (28) Define, prohibit and criminalize, in accordance with existing international human rights standards, all acts of sexual exploitation of children and adolescents in their jurisdiction, irrespective of any set age of consent or marriage or cultural practice, even when the adult is unaware of the child's age.

- (29) Establish effective extraterritorial jurisdiction, abolishing the requirement of double criminality for offences of sexual exploitation of children and adolescents, and facilitate mutual legal assistance, in order to achieve effective prosecution of perpetrators and appropriate sanctions. Make all acts of sexual exploitation of children and adolescents an extraditable offence in existing or newly established extradition treaties.
- (30) Designate a lead law enforcement agency, where appropriate to national circumstances, to proactively enforce extraterritorial laws related to sexual exploitation of children and adolescents.
- (31) Ensure that child victims of sexual exploitation are not criminalized or punished for their acts directly related to their exploitation, but are given the status of victim in law and are treated accordingly.
- (32) Establish special gender sensitive units/ children's desks within police forces, involving when appropriate other professionals like health care and social workers and teachers, to address sexual crimes against children, and provide specialized training to judicial and law enforcement personnel.
- (33) Address corruption in law enforcement and the judiciary, as well as other authorities with a duty of care to children, recognizing corruption as a major obstacle to effective law enforcement and protection for children.
- (34) Establish and implement international, regional and national legal mechanisms and programmes for addressing sex offender behaviour and preventing recidivism, including through risk assessment and offender management programmes, the provision of voluntary extended and comprehensive rehabilitation services (in addition to but not in lieu of criminal sanctions

as appropriate), safe reintegration of convicted offenders and the collection and sharing of good practices and establish where appropriate sex offenders registers.

IV – Integrated Cross-Sectoral Policies and National Plans of Action General

- (35) Develop and implement comprehensive National Plans of Action on the sexual exploitation of children and adolescents, or include these in existing relevant planning frameworks, such as National Development Plans and ensure that these Plans are based in a cross-sectoral approach which brings all stakeholders together in a coherent and comprehensive framework for action. These Plans should incorporate gender-sensitive strategies, social protection measures and operational plans, with adequate monitoring and evaluation targeted resources and designated responsible actors, including civil society organizations for implementation of initiatives to prevent and stop the sexual exploitation of children and adolescents and provide support for child victims of sexual exploitation.
- (36) Promote and support multi-sectoral policies and programmes, including community-based programmes, within the framework of a comprehensive national child protection system to address phenomena that contribute to the sexual exploitation of children and adolescents including, for example, discrimination (including on the basis of sex), harmful traditional practices, child marriage and social norms that condone sexual exploitation.
- (37) Promote and fund meaningful child and youth participation at all levels in the design, monitoring and evaluation of policies and programmes, in campaigns and through peer-to-peer youth programmes, aimed at raising

awareness and preventing the sexual exploitation and trafficking of children and adolescents.

- (38) Initiate and support the collection and sharing of reliable information and cross-border cooperation, and contribute to databases on victims and perpetrators, to enhance assistance to children and address the demand for sex with children, in accordance with applicable laws.

Prevention

- (39) Ensure that all children born on their territory are registered immediately and for free after their birth and pay special attention to not yet registered children and children at risk and in marginalized situations.
- (40) Strengthen the role of educational institutions and staff to detect, denounce and help address sexual abuse and exploitation of children in all forms and sources.
- (41) Emphasize prevention of sexual exploitation of children and adolescents, through e.g. awareness raising and educational campaigns, support for parents and eradication of poverty while reinforcing or establishing multi-sectoral referral mechanisms to provide comprehensive support and services to children who have been victimized in sexual exploitation.
- (42) Support children to gain deeper knowledge of their own rights to be free from sexual exploitation, and the options available to help them to address abuse, so that they are empowered, with the partnership of adults, to end sexual exploitation.
- (43) Engage children in meaningful and critical examination of changing contemporary values and norms and their potential to increase vulnerability

to sexual exploitation; and promote education to enhance children's understanding of these issues in relation to sexual exploitation.

- (44) Undertake research on contemporary patterns of socialization of boys and men across different contexts to identify factors that promote and strengthen boys' and men's respect for the rights of girls and women and engage them in action initiatives that inhibit and discourage them from engaging in sexual exploitation of children and adolescents.

Protection of the child

- (45) Increase efforts to address the sexual exploitation of children and adolescents through the development of comprehensive and integrated national child protection systems, including the necessary budget allocations and based on identifications of settings where children are most at risk that aim to protect children from all forms of violence and abuse.
- (46) Establish by 2013 an effective and accessible system for reporting, follow up and support for child victims of suspected or actual incidents of sexual exploitation, for example by instituting mandatory reporting for people in positions of responsibility for the welfare of children.
- (47) Develop or enhance accessibility of existing telephone or web-based help lines, in particular for children in care and justice institutions, to encourage children and require care givers to confidentially report sexual exploitation and seek referral to appropriate services, and ensure that the operators of such reporting mechanisms are adequately trained and supervised.
- (48) Strengthen existing national child protection services or establish new

ones in order to provide all child victims of sexual exploitation, girls and boys, without discrimination, with the necessary economic and psycho-social support for their full physical and psychological recovery and social reintegration, and when appropriate, family reunification and interventions that support and strengthen families to mitigate the risk of further exploitation; such services to be provided by well trained multi-disciplinary teams of professionals.

- (49) Ensure that these services are accessible, appropriately resourced, comprehensive, child- and gender-sensitive, and reach all children without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex (or orientation), and social origin and including children with disabilities, from ethnic minorities, indigenous or Aboriginal children, refugee or asylum-seeking and children in domestic service or living on the streets and children displaced by conflict or emergency situations.
- (50) Develop programs that provide children of sex workers and children living in brothels with support and protection.
- (51) Promote and defend the privacy of the child victims and child perpetrators of sexual exploitation, taking into account relevant national laws and procedures, to protect their identity in investigatory or court proceedings or from disclosure by the media and ensure that these proceedings are child friendly and allow the child to participate in a meaningful way in the process of bringing the perpetrator to justice.
- (52) Ensure that children and adolescents exhibiting acts of sexual violence harmful to others receive appropriate care and attention as a first option through gender-sensitive and child-focused measures and programmes that balance their best interest with

due regard for the safety of others, and ensure compliance with the principle that depriving children of liberty should be pursued only as a measure of last resort, and ensure that those responsible for the care of such children are equipped with relevant and culturally appropriate training and skills.

V – International Cooperation

- (53) Take all necessary steps to strengthen international cooperation by multilateral, regional and bilateral arrangements for the prevention, detection, investigation, prosecution and punishment of those responsible for acts of sexual exploitation of children and adolescents; and for the assistance of child victims in their physical and psychological recovery, social reintegration and, as appropriate, repatriation.
- (54) Establish and/or improve by 2013 concrete mechanisms and/or processes to facilitate coordination at national, regional and international levels for enhanced cooperation among government ministries, funding bodies, UN agencies, NGOs, the private sector, workers' and employers' organizations, the media, children's organizations and other representatives of civil society with a view to enabling and supporting concrete action to prevent and stop the sexual exploitation of children and adolescents.
- (55) Strengthen and improve the effectiveness of existing regional mechanisms for exchange, coordination and monitoring of progress on child protection including against sexual exploitation in order to review progress and strengthen follow-up on the implementation of the recommendations made.
- (56) Provide, when in a position to do so, financial, technical and other assistance through existing multilateral, regional, bilateral and other programmes for addressing the sexual exploitation of children and adolescents; and explore the potential of a fund for child and youth initiatives in this area.
- (57) Develop, where appropriate with the support of UN agencies, NGOs, civil society organizations and the private sector, workers' and employers' organizations, policies and programmes to promote and support corporate social responsibility of enterprises operating inter alia in tourism, travel, transport and financial services, and of communication, media, Internet services, advertising and entertainment sectors; so that child-rights focused policies, standards and codes of conduct are implemented throughout the supply chain and include an independent monitoring mechanism.
- (58) Support and contribute to the Interpol international child abuse images database and nominate a responsible national focal point person or unit to collect and update promptly national data on sexual exploitation of children and adolescents, and systematically share this information with Interpol in order to support cross-border (international) law enforcement action and strengthen its effectiveness, and adopt multilateral agreements especially for police investigation work.
- (59) Undertake national and international coordinated measures to curb and stop the involvement of organized crime

in commercial sexual exploitation of children and bring persons and/or legal entities responsible for this form of organized crime to justice.

VI – Social Responsibility Initiatives

We encourage the private sector, employers' and workers' organizations, to proactively engage in all efforts to prevent and stop the sexual exploitation of children and adolescents, and to use their knowhow, human and financial resources, networks, structures and leveraging power to:

- (60) Integrate child protection, including the prevention of sexual exploitation of children, into new or existing corporate social responsibility policies of enterprises operating inter alia in tourism, travel, transport, agriculture and financial services, and of communication, media, Internet services, advertising and entertainment sectors, and ensure appropriate implementation of such policies and widespread public awareness.
- (61) Incorporate the prevention and protection of children from sexual exploitation in human resources policies, such as Codes of Conduct and other corporate social responsibility mechanisms throughout the supply chain.
- (62) Join efforts with Governments, UN agencies, national and international NGOs, and other stakeholders to prevent the production and dissemination of child pornography, including virtual images and the sexually exploitative representation of children, and stop the use of the Internet and

new technologies for the grooming of children into online and off-line abuse; undertake actions to trace and stop the flow of financial transactions for sexual exploitation of children through the services of financial institutions; support efforts to address the demand for sexual exploitation of children in prostitution and the strengthening of services for children victims and their families, including the establishment of accessible telephone or web-based help lines; and provide support for educational and awareness-raising campaigns targeting children, parents, teachers, youth organizations and others working with and for children, on the risks of sexual exploitation of children, sexually exploitative use of the Internet, mobile phones and other new technologies as well as on protective measures.

VII – Monitoring

- (63) Establish by 2013 independent children's rights institutions such as children's ombudspersons or equivalents or focal points on children's rights in existing human rights institutions or general ombudsperson offices, highlighting the importance for States Parties to the Convention on the Rights of the Child of General Comment No 2 of the Committee on the Rights of the Child; these bodies should play a key role in the independent monitoring of actions taken for the prevention of sexual exploitation of children and adolescents, protection of children from such exploitation and the restoration of the rights of sexually exploited children, in advocating for effective legal frameworks and enforcement and

in ensuring, where necessary, that child victims have effective remedies and redress, including the possibility of filing complaints before these institutions.

We encourage the Committee on the Rights of the Child to:

- (64) Persevere with reviewing progress of States Parties' fulfilment of their obligations to uphold the right of children to protection from sexual exploitation and pay special attention to the recommendations in the Rio Call for Action in its examination of reports under the Convention on the Rights of the Child and its Optional Protocols.
- (65) Adopt as a matter of priority a General Comment on the right of the child to protection from sexual exploitation, trafficking for sexual purposes, and the abduction and sale of children, including detailed guidance to States on the development, implementation and enforcement of national legislation and policies in this regard.
- (66) Continue to work with the Office of the High Commissioner for Human Rights in protecting child rights, and raising awareness of relevant international and regional human rights mechanisms.

We encourage other United Nations human rights treaty bodies, special procedures of the Human Rights Council and special representatives of the United Nations Secretary-General, as well as regional human rights mechanisms, to:

- (67) Pay particular attention to combating the sexual exploitation of children and adolescents, within their respective mandates and during their examination of State Parties' reports, country visits, in their thematic work and/or other activities.

We urge the Human Rights Council to:

- (68) Ensure that the Universal Periodic Review process includes rigorous examination of States' fulfilment of their obligations to children, including preventing and stopping the sexual exploitation of children and adolescents and to respectfully the rights of child victims of such exploitation.

We urge the yet-to-be-appointed Special Representative of the Secretary-General on Violence against Children, the Special Representative of the Secretary-General for Children and Armed Conflict, the Special Rapporteur on the Sale of Children, Child Prostitution and Child Pornography and the Special Rapporteur on Trafficking in Persons, especially in Women and Children, together with other appropriate mandate holders and in collaboration with the Committee on the Rights of the Child, to:

- (69) Work together to avoid duplication and to maximise their impact in preventing and stopping the sexual exploitation of children and adolescents and, through their work, map experiences in the area of prevention and response to sexual exploitation of children and assess their effectiveness.

We encourage UN agencies, NGOs and human rights institutions to:

- (70) Support and provide information on the extent of and responses to sexual exploitation of children and adolescents to these bodies.
- (71) Work with the media to enhance their role in education and empowerment, and in protecting children from sexual exploitation, and to mitigate the harmful potential of the media, including

through the sexualization of children in advertising.

We call on international financial institutions such as the World Bank and the International Monetary Fund to:

- (72) Review their current macro-economic and poverty reduction strategies with a view to counteracting any negative social impact on children and their families, including loan conditionality which essentially limits social services and access to rights and minimizing the risk for children to sexual exploitation.

We call on religious communities to:

- (73) Reject, in the light of their consensus about the inherent dignity of every person, including children, all forms of violence against children including sexual exploitation of children and adolescents and establish, in that regard, multi-religious cooperation and partnership with other key stakeholders such as governments, children's organizations, UN agencies, NGOs, media and the private sector using their moral authority, social influence and leadership to guide communities in ending sexual exploitation of children and adolescents.

C. Call for Action

- (1) We commit ourselves to the most effective follow-up to this Call for Action:

- At the national level, inter alia, by biennial public reporting on the measures taken for the implementation of the Rio Declaration and Call for Action and promoting/initiating discussions on the progress made and the remaining challenges to named responsible mechanisms for monitoring implementation while also integrating such requirements into State reporting to the Committee on the Rights of the Child.
- At the international level, by encouraging and supporting coordinated actions by the relevant human rights treaty bodies, special procedures of the Human Rights Council and Special Representatives of the Secretary-General of the United Nations with a view to maintaining awareness of the Rio Declaration and Call for Action and promoting its implementation.

- (2) Encourage the private sector to join the United Nations Global Compact and communicate their implementation progress with regard to addressing the sexual exploitation of children and adolescents and supporting the realization of this platform for coordinated corporate efforts and sharing of best practices.

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