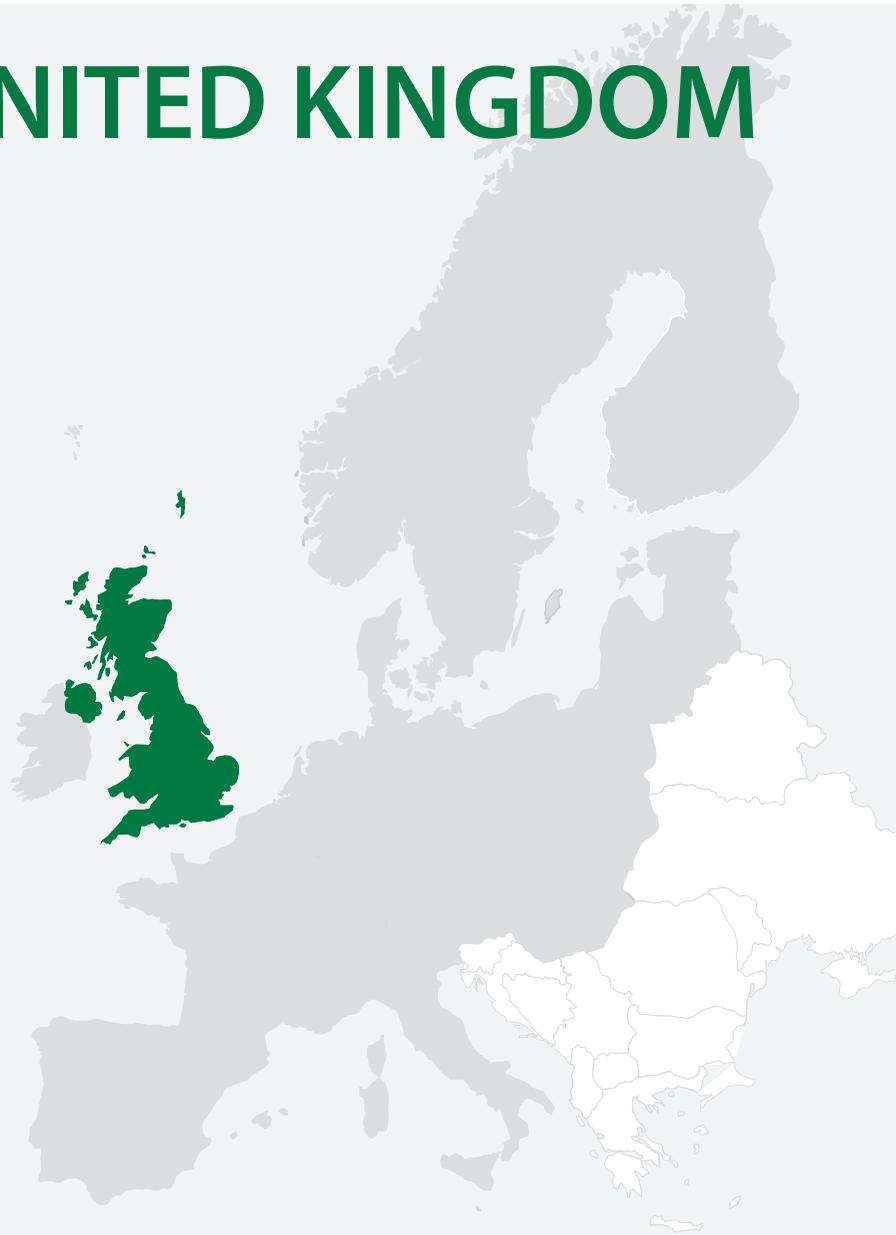




Global Monitoring

status of action against commercial sexual exploitation of children

UNITED KINGDOM



2nd EDITION

This publication has been produced with the financial assistance of the Swedish Cooperation Agency (SIDA), The Body Shop International, The Oak Foundation and Irish Aid. The views expressed herein are solely those of ECPAT International. The support from these donors does not constitute endorsement of the opinions expressed.

This publication was compiled by Ashley Feasley with the assistance of Francois-Xavier Souchet, Anjan Bose, and Mark Capaldi. This report was also developed in collaboration with ECPAT UK.



Extracts from this publication may be reproduced only with permission from ECPAT International and acknowledgment of the source and ECPAT International. A copy of the relevant publication using extracted material must be provided to ECPAT.

Copyright © 2013, ECPAT International (2nd Edition)

Design by: Manida Naebklang

ECPAT International
(End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes)
328/1 Phayathai Road, Bangkok 10400, Thailand
www.ecpat.net
info@ecpat.net

CONTENTS

Glossary	4
Foreword	6
Methodology	8
United Kingdom: Introduction	10
National Plan of Action	16
Coordination and Cooperation	20
Prevention	28
Protection	36
Child and Youth Participation	49
Priority Actions Required	51
Annex	54
Endnotes	64

GLOSSARY OF TERMS AND ACRONYMS

- **ABTA:** The Travel Association (formerly the Association of British Travel Agents)
- **ACPO:** Association of Chief Police Officers
- **AIDS:** Acquired Immune Deficiency Syndrome
- **APPG:** All Party Parliamentary Group
- **ASU:** Asylum Screening Unit
- **BID:** Best Interest of the Child Determination
- **CEOP:** Child Exploitation and Online Protection Centre
- **Code of Conduct:** A code for travel and tourism companies, providing guidance on the protection of children from sexual exploitation
- **CPS:** Crown Prosecution Service
- **CRC:** United Nations Convention on the Rights of the Child
- **CSEC:** The commercial sexual exploitation of children consists of criminal practices that demean, degrade and threaten the physical and psychosocial integrity of children. There are three primary and interrelated forms of commercial sexual exploitation of children: prostitution, pornography and trafficking for sexual purposes. Commercial sexual exploitation of children comprises sexual abuse by the adult and remuneration in cash or in kind to the child or a third person or persons.
- **CSEGG:** Child Sexual Exploitation in Gangs and Groups
- **CSE NPA:** Child Sexual Exploitation National Plan of Action
- **CTAC:** NSPCC National Child Trafficking Advice Centre
- **ECPAT:** End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes
- **EU:** European Union
- **FMEIA:** Federal Ministry for European and International Affairs
- **Frontex:** European Agency for the Management of Operational Cooperation at the External Borders
- **GLA:** Gangmasters Licensing Authority
- **GDP:** Gross Domestic Product
- **HEART:** Metropolitan Police Healthy Relationships Training Programme
- **HIV:** Human immunodeficiency virus
- **HMRC:** Her Majesty's Revenue and Control
- **IOM:** International Organization for Migration
- **IPS:** Identity and Passport Service
- **ICMPD:** International Centre for Migration Policy Development

- **ICT:** Immigration Crime Teams
- **IDMG:** Inter-Departmental Ministerial Group
- **ISPs:** Internet Service Providers
- **LSCB:** Local Safeguarding Children Board
- **NAM:** New Asylum Model
- **NCATS:** National Clinical Assessment and Treatment Service
- **NGO:** Non-governmental organization
- **NPIA:** National Policing Improvement Agency
- **NPA:** National Plan of Action
- **NPA-HT:** National Plan of Action Against Human Trafficking
- **NDPB:** Executive Non-Departmental Public Body
- **NSPCC:** National Society for the Prevention of Cruelty to Children
- **NRM:** National Referral Mechanism
- **NSPCC:** National Society for Prevention Against Cruelty to Children
- **PAHT:** Parliamentarians against Human Trafficking
- **OCC:** Office of the Children's Commissioner
- **OPSC:** Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography
- **SGII:** Self-Generated Indecent Images
- **SCDEA:** Scottish Crime and Drug Enforcement Agency
- **SOCA:** Serious Organised Crime Agency
- **STI:** Sexually transmitted infections
- **TBS:** The Body Shop
- **THB:** Trafficking in Human Beings
- **UASC:** Unaccompanied and Separated Children
- **UK:** United Kingdom
- **UKBA:** United Kingdom Border Agency
- **UKHTC:** UK Human Trafficking Centre
- **UN:** United Nations
- **UNICEF:** United Nations Children's Fund
- **UN.GIFT:** United Nations Global Initiative to Fight Human Trafficking

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.



UNITED KINGDOM

INTRODUCTION

The United Kingdom of Great Britain and Northern Ireland, commonly known as the United Kingdom (UK), has a constitutional monarchy and a parliamentary system.

The UK is a unitary state, comprised of four countries: England, Northern Ireland, Scotland and Wales with the United Kingdom as the central government unit. Northern Ireland, Scotland and Wales are devolved administrations.¹ The UK is a developed country and has the world's seventh-largest GDP.² The UK is a member of the European Union (EU). Due to its colonial legacy, the UK is a popular tourist destination and place to live for people from around the world, particularly for people from former British colonies in the Indian peninsula, Southeast Asia, the Caribbean and Sub-Saharan Africa.³ London, the largest city in the UK, and the seat of power, is a leading financial and world centre and is one of the largest cities in the world.

The UK has been hard hit by the global downturn, which has affected individuals working white collar jobs as well as individuals working in the manufacturing sector in areas such as the West Midlands and in the north of the country.⁴ While the recession in the UK has not been as dire as in other Western European countries, it has put financial limitations on government programs and has likely increased levels of absolute child poverty.⁵ The increase in child poverty and the strain on government resources prevents further government-lead identification and protection efforts for

exploited and vulnerable children and could potentially lead to an increase in commercial sexual exploitation of children.

The Office of Children's Commissioner (England and Wales), study and report titled "*I thought I was the only one - the only one in the world*" says there were 2,409 victims in the 14 months to October 2011 - but the true number is likely to be far higher. The report also identifies 16,500 children who were at "high risk of sexual exploitation" in 2010-11.

The study draws on figures for sexual abuse, young offending and child health from local authorities, police, health services, voluntary agencies and children and young people. The authors say evidence to the inquiry indicates that in any given year the actual number of children being abused is far greater than the 2,409 confirmed in the report.⁶

The worrying concern is the pervasive gap between the public perception about the dangers facing children and the reality of child sexual abuse cases in the UK. A majority of citizens believe that strangers pose the most serious danger to children in terms of child sex abuse, however, approximately 80% of sexual offences committed against children in the UK are committed by individuals within the family or by persons known to the child and occur in the home of either the offender or the victim.⁷ Reflecting this fact, is the increased concern about the safety and wellbeing of children who are involved or have been involved in the national care

system, unaccompanied minors in possible asylum situations, as well as growing concerns regarding the possible child exploitation that is coming from diverse cultural practices in communities throughout the UK. While the UK faces several challenges in its efforts to combat CSEC, the government's effort to identify vulnerable groups, as well as cooperation amongst NGOs and other members of civil society continues to make diligent progress in protecting children against commercial sexual exploitation.

Following the 1996 Stockholm and the 2001

Yokohama global forums on CSEC, the United Kingdom affirmed its commitments at the World Congress III against the Sexual Exploitation of Children and Adolescents, in November 2008 in Brazil. The World Congress III renewed global commitment and galvanized international resolve to combat sexual exploitation of children and adolescents. In total more than 3,000 people took part in the three-day gathering, including representatives from government, the private sector and civil society as well as 300 children and adolescents from around the world.⁸

UK's Diverse Cultural Communities Experience Distinct Child Exploitation Issues: Child Marriage, 'Honour Killings', and Faith-Related Abuse of Children in the UK

So-called 'Honour killings' of female children by parents for resisting forced marriages have been a continued issue in the UK. While these incidences continue to occur, the UK judiciary is making efforts to punish those who continue to perpetrate this violence. A recent example is the August 2012 murder trial of the Pakistani couple Ifkhar and Farzana Ahmed, for the murder of their 17-year old daughter, Shafiea, because she was resisting a forced marriage her parents had set up for her and for her perceived adoption of a more "western" lifestyle. In 2012, Justice Roderick Evans sentenced the couple to life in prison for a minimum of 25 years for killing and abusing their daughter in 2003.⁹

In Great Britain, more than 25 women have been killed in "honour killings" in the past decade.¹⁰ In recent years, the UK government and civil society have been active in their response to raise awareness and end the practice. In 2006-2007, the Community Partnership Project, commissioned by the Local Safeguarding Children Board (LSCB), issued a report focusing on information gathering related to child abuse linked to honour violence, abuse associated with beliefs in spirit possession, trafficking of children, and female genital mutilation.¹¹ Last year, the British government's Forced Marriage Unit investigated more than 1,400 cases of forced marriages, most of which occur in Muslim communities within the UK. Britain is home to more than 1.8 million Muslims, most from Pakistani roots.¹² While it is a positive first step that the judicial system is beginning to aggressively prosecute and sentence parents who engage in practices such as forced marriages and honour killing, law enforcement and social service units throughout the UK need to further intensify their abilities to identify, monitor and protect children that may be vulnerable to these practices and abuses.

Abuse within the Foster Care System: The Need for Reform

Within the UK, the national child foster care system has recently faced corruption and suffers from a lack of effective oversight. As of March 2011, approximately 65,520 children were in the care and supervision of local authorities.¹³ Currently, within Great Britain, there are 2,074 registered children's homes that offer 11,765 beds for children annually.¹⁴ Recently, the UK foster care system has weathered several child sexual exploitation scandals in addition to seeing a spike in missing

and runaway youths. Currently, police figures show an estimated 10,000 children go missing from foster care every year, whereas official government data has recorded just 930 children for the same time period.¹⁵ In addition to the documented cases of missing children from the foster care system, there have also been several high profile sex trafficking and sexual abuse cases involving foster care children. In May 2012, nine men were jailed for being part of a child sex ring in Rochdale.¹⁶ One of the girls was in foster care at the time she suffered the abuse and all of the girls had interacted with social services at some point in their lives. The men, who sexually exploited girls as young as 13, were given prison sentences ranging from four to nineteen years.¹⁷ Despite public outrage about the Rochdale incident, these types of crimes continue to occur. In September 2012, the UK Border Agency (UKBA), working with colleagues from Sussex Police and the Metropolitan Police Service arrested two people in the Enfield area for suspicion of trafficking as part of a major international investigation into the trafficking of girls from West Africa into Europe.¹⁸ The arrests were linked to the disappearance of two teenage girls from social service's care in Worthing, Sussex, in March 2012.

The convictions of the men from Rochdale sparked concerns about the safety of children's foster homes and the efficacy of the foster care system in general. As a result of, and in conjunction with recommendations made by the Deputy Children's Commissioner in a report on sexual exploitation, new measures and new regulations have been announced.¹⁹ On June 18, 2012, the Joint Inquiry into Children Who Go Missing from Care was issued by the All Party Parliamentary Group (APPG) for Runaway and Missing Children and Adults and the APPG for Looked after Children and Care Leavers.²⁰ Additionally, at the request of the Secretary of State for Education, the Office of the Children's Commissioner (OCC) produced an accelerated report on its two-year Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG), with specific recommendations to protect children in residential care who are at risk of being sexually exploited. For more information on the proposed changes see Section II.

Child trafficking

The UK continues to be a significant transit and destination country for child trafficking. From January-September 2011, Child Exploitation Online Protection Centre (CEOP) identified 202 children trafficked into and within the UK.²¹ The 220 child trafficking victims identified came mostly from Nigeria, Congo, Vietnam, Romania, Slovakia, and Bulgaria.²² While the children were trafficked for a variety of purposes (including labour trafficking, cannabis cultivation, benefit fraud and domestic servitude) the second largest group (totalling 53 children), were trafficked for the purpose of sexual exploitation.²³ Of the group of children who were trafficked for sexual exploitation, all were female, the majority were from Nigeria or the UK, and they were on average between 14-16 years old, and most were identified in London.²⁴ The detection

of child sex trafficking victims close to the London area can be attributed to the many international transit points that London provides, as many victims enter the UK via international flights.

Unaccompanied children left at the border, and children who have been trafficked into the UK who have been told to apply for asylum at the border by their trafficker is an occurrence within the UK. The care and support of Unaccompanied and Separated Children (UASC) seeking asylum in the UK has long been a matter of concern to the government, local authorities, and voluntary organisations as these children are often still under the control of traffickers and simply walk out of care homes back in to the hands of traffickers whilst waiting for their asylum status to be determined.²⁵

United States State Department Trafficking in Persons Report

The US 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 U.S. TIP Report, the United Kingdom was in Tier 1.

Child prostitution

In the UK, adult prostitution is legal and child prostitution is illegal. Recent policy and ideological pushes have created a new wave of legal measures that criminalise many elements related to prostitution, such as pimping and paying to have sex with a prostitute if the prostitute was subject to force.²⁶ In addition to attempting to reform elements of the adult prostitution industry, the Crown Prosecution Service (CPS), along with appropriate law enforcement departments are adopting a multi-agency approach and have begun to work with voluntary sector organisations to investigate and prosecute those who create the demand for child prostitution. The Government’s increased focus on prostitution related offenses and incidents of child prostitution seem to have recently culminated in several publicized child prostitution ring busts throughout the UK. In March 2012, police carried out raids in Oxford, and found a child prostitution ring run by six men.²⁷ The investigation, named by law enforcement as “Operation Bullfinch”, resulted in the arrest of 16 people, who participated in a prostitution ring that included approximately 50 girls. The perpetrators were charged with raping a child,

conspiracy to commit rape and supplying drugs and may face additional charges related to child prostitution, assault, trafficking and rape.²⁸

Some of the child prostitution rings discovered in 2012 were operating under the cover of legitimate businesses and involved individuals who law enforcement and social service officials had been previously informed about possible exploitation and sexual abuse of children. A restaurant takeaway owner was jailed for inciting child prostitution and running a brothel from his restaurant from 2005-2011.²⁹ In his sentencing trial, it was discovered that a 12-year-old victim had complained to police on three separate occasions in 2008 about the perpetrator persistently harassing her, but she eventually gave up complaining when nothing came of her complaints. This case and others like it illustrate the need for law enforcement and social services to cooperate fully with one another to better identify children who may be vulnerable to sexual exploitation and to prevent future instances of such exploitation.

Child sexual abuse materials/child pornography

The consumption of child abuse material continues to be a serious problem in the UK. A recent report from law enforcement comprising of just 5 out of 43 counties in the UK reveals that 26 million images depicting child abuse had been confiscated during the last 2 years. The images included abusive images of children under 10 and also babies and toddlers. It also included several court cases involving offenders possessing over 1 million images with several other offenders having possession of more than 200,000 images. One of the collections (500,000 images) contained images of children from one to nine years old and it took the law enforcement 3 years to process all of them.³⁰

The sheer size and circulation of these images proves the demand for such abusive images and also highlights the horrific sexual abuse a child has to go through in order to create such images. Demand for newer images results in more children being sexually abused and exploited. Even though the numbers of images do not correspond to the same number of child victims (as there are multiple images of the same child) it clearly indicates the extent and scale children being sexually abused for production of these images. The NSPCC has reported that at least 2,312 people were arrested last year for taking, possessing or distributing indecent child images.³¹

There are also cases where UK nationals engaged in sexual abuse of minors and filmed such abuse to distribute online. One offender was sentenced for at least 7 years recently for sexually abusing 3 children and posting the videos online. An undercover operation conducted by CEOP and law enforcement from Germany managed to find enough evidence to apprehend the perpetrator from his residence in Kent, where 36 different films were confiscated depicting sexual abuse of the 3 children. The case was an example

of successful collaboration between law enforcement of different countries which demonstrates how such offenders can actually be monitored and policed online.³²

Children in the UK face a greater risk of exposure to age-inappropriate and indecent images due to their increased use of social media and the larger variety of outlets available to them. A comprehensive report by the London School of Economics which examined UK youth's (age 9-19) internet usage found that 74% of the children polled have internet access at home; 98% have internet access from some source in their daily lives; 24% have broadband at home; 22% of boys and 19% of girls had internet access in their bedroom, and that less than half of the computers used by the children were located in a public place.³³ As internet and social media usage becomes more ubiquitous, there are more arenas for child exploitation and child sex abuse images. This is exemplified by a recent incident where several paedophiles were caught tweeting child abuse images over Twitter. In August 12, 2012, due to a probe initiated by a local newspaper and a journalist protesting a Twitter policy about content display, a raid of Twitter resulted in thirty-six adults from the UK having their accounts suspended for posting and sharing age-inappropriate and indecent images.

In addition to increased risk of sexual exploitation posed by the use of new social media outlets by adults, children in the UK have themselves increased their usage of social media,³⁴ and as a result there has been a marked increase of "self-generated indecent images" (SGII), where children have taken indecent still or video images of themselves which they then share online.³⁵ These images can be distributed by children themselves or by recipients of the pictures. SGIIs pose a risk to the children who generate the images because it is unknown who sees the

images once they are posted. Additionally, the child who posted the image opens themselves up for exploitation. A study from CEOP indicates that children in the UK are currently freely producing and uploading SGII to the internet without any oversight from adults and that 22% of the complaints CEOP received in 2011-2012 are related to the distribution of SGII,³⁶ with a third of those complaints coming from children under the age of 15.³⁷ The increased production of SGII also demonstrates a growing trend where children are groomed or threatened into performing sexual activity over webcam and/or sending indecent images to an adult offender in a way that constitutes non-contact sexual abuse. Out of 610 actionable reports received by CEOP from the telecommunications industry in 2011, 306 (or 51%) were found to relate to the production, distribution, or possession of indecent images of children. The majority of these reports involved images uploaded to a storage facility or email service and approximately 11% were uploaded to social networking sites.³⁸

In response to some of these technological

advancements and the corresponding behaviours, Prime Minister Cameron is considering whether to introduce new filters for online pornography and whether internet service providers (ISPs), such as BT and Virgin Media, should block adult material as a default for customers. Under proposed plans, it would be up to customers to “opt in” to receive adult content online when they take out a broadband contract. But under the proposals, ISPs will be forced to ask customers if they wish to access sites when they sign up for broadband. Currently the opt-in mechanism is already in place for the mobile industry in the UK. When a handheld mobile phone is sold, it is assumed that the user is a child and the filters are enabled by default. The user has to provide credentials to show that he or she is an adult to opt in to the services. The Internet industry is worth an estimated £3bn a year but the issue has proved sensitive with Conservative MPs. Although internet regulation has consistently proved a delicate topic for UK governments, the wide availability of pornography has concerned MPs from all political prerogatives.³⁹

Sexual exploitation of children in travel and tourism

UK citizens travelling abroad for the purpose of child sexual exploitation remains a concern. . In early 2011, ECPAT UK reported that 135 British nationals were detained in foreign countries in relation to child sex abuse offences.⁴⁰ Since 2008, there has been an increase in government, industry, and civil society cooperation in an effort to better implement child sex tourism identification and prevention networks throughout the UK. Most notably, ABTA, The Travel Association and ECPAT UK joined forces to organize some local and online trainings and participate in the Child Protection Group, a multifaceted group that has members from different UK industry and government sectors who work together to eliminate child sex tourism.⁴¹ The free online

training course ‘Every Child, Everywhere – Child Protection in the Travel Industry’ is available at www.everychildeverywhere.com (For more information see Section III Cooperation and Coordination).

With London hosting the Olympics and the Paralympic Games in 2012, and Scotland hosting the Commonwealth Games in 2014, the government began a campaign to amend existing legislative and jurisdictional gaps related to lawful mobility and prosecution of child sex tourists/individuals who travel to abuse children. One particularly successful example was the successful amendment of Section 86 of the Sexual Offences Act 2003, a legislative loophole ECPAT UK has campaigned to close since 2004.⁴²

Additionally, the London Council issued a report, the 2012 Games and Human Trafficking: Identifying Possible Risks and Relevant Good Practices from Other Cities, in January 2011.⁴³ The report notes the difficulty of predicting the number of people that could be trafficked into or within the UK in relation to the 2012 Games, but rightly

addresses the preparation that many agencies undertook to counteract the risk of increased trafficking during 2012. In particular, many UK agencies anticipated that increased numbers of Roma people may be trafficked for begging and street crime.⁴⁴ (See page 17 for more information on the reported impact of the Olympics on CSEC in the UK).

NATIONAL PLAN OF ACTION

The UK has several national plans of action addressing child sexual exploitation. The most notable are the UK Action Plan on Tackling Human Trafficking and the Tackling Child Sexual Exploitation Action Plan; Violence against Women and Girls Action Plan which was issued by the Home Office in 2011.⁴⁵

There are several different documents which are in the development stage which relate to specific CSEC issues within the UK. A recent inquiry report addresses children in the foster care system was issued in June 2012. The Joint Inquiry Into Children Who Go Missing From Care. While the inquiry report

is not an NPA, it does provide high-level investigation and analysis about important issues within the CSEC and child welfare framework in the UK. Additionally, in 2011, the Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG) began working on its two year Inquiry into Child Sexual Exploitation in Gangs & Groups. The project is currently in Phase 2 Call for Evidence and aims to highlight the scale, scope, nature and extent of the sexual exploitation, victimisation and abuse that girls and boys in England are subjected by street gangs and loosely formed groups.⁴⁶

2007 Human Trafficking NPA

The UK Action Plan on Tackling Human Trafficking (2007 Trafficking NPA) is the Home Office's and the Scottish Executive's comprehensive victim-centred strategy to combat trafficking. The Trafficking NPA was initially published in March 2007 and was updated October 2009. The Trafficking NPA describes the Home Office and the Scottish Executive's overall approach to combating human trafficking. The purpose of the 2007 Trafficking NPA is: (1) to examine all government and private-public projects currently underway for combatting trafficking; (2) identify gaps in existing work programmes; (3) increase transparency; and (4) provide a platform for developing

more strategic a holistic approach to tackling human trafficking. The 2007 Trafficking NPA tasks the public, private, and voluntary sectors to work together in a coordinated and directed manner to combat human trafficking.⁴⁷ The 2007 Trafficking NPA identifies four key areas for action: Prevention; Investigation, Law Enforcement and Prosecution, and Protection and Assistance to Adult and Child Victims of Trafficking.

The issuance of the 2007 Trafficking NPA helped facilitate the UK signing the Council of Europe Convention on Action against Trafficking in Human Beings (which the

UK signed in 2008) and also initiated the creation of the UK Human Trafficking Centre (UKHTC).⁴⁸ (The UKHTC will be discussed in Section III.) Additionally, the 2007 Trafficking NPA selected the Inter-Departmental Ministerial Group (IDMG) on Human Trafficking to oversee coordination efforts for a number of monitoring mechanisms regarding human trafficking.⁴⁹ A Scottish Executive official was also selected to be a member of the Human Trafficking IDMG and will be responsible for monitoring the anti-trafficking progress in Scotland. The 2007 Trafficking NPA discusses the trafficking situation in the UK, and lays out the pertinent international, regional and domestic legal frameworks criminalising trafficking.⁵⁰ One of the high-level priorities stated in the 2007 Trafficking NPA is to understand the scale and nature of human trafficking within the UK.⁵¹

The 2007 Trafficking NPA includes increased attention to labour trafficking and child trafficking. Previously, most law enforcement

and Home Office policy efforts were focused on the trafficking of foreign national women into and around the UK, but the 2007 Trafficking NPA makes concentrated efforts to address child trafficking issues.⁵² Part of the increased attention towards child sex trafficking issues in the 2007 Trafficking NPA was due to an ECPAT UK report, *Missing Out*, which called for the creation and prioritization of a national child trafficking strategy.⁵³ As a result, the 2007 Trafficking NPA has a specific chapter (Chapter 4) that addresses child trafficking.⁵⁴ The 2007 Trafficking NPA acknowledges that there have been suggestions for an independent child trafficking “Rapporteur”.⁵⁵ In addition to highlighting the need for a child trafficking rapporteur, the 2007 Trafficking NPA includes both general commentary about areas of child protection that need improvement and actual objectives with a timetable detailing the actions, dates, responsible party, and assessment tool and indicators.⁵⁶

2009 Update to the UK Action Plan on Tackling Human Trafficking

The 2009 Update to the UK Action Plan on Tackling Human Trafficking (2009 Trafficking Update) charts the progress that has been made by both the Home Office and the Scottish Executive in the area of combatting trafficking and assisting trafficking victims. The report highlights improved victims services, namely the introduction of a right to recovery, the creation of a reflection period, and an extendable one-year residence permit dependent on individual circumstances.⁵⁷ Other points of focus within the 2009 Trafficking Update include prevention efforts for the 2012 Olympic Games in London and the Commonwealth Games in Glasgow in 2014. As in the 2007 Trafficking NPA, there is a chapter devoted to child trafficking protection, identification, and victim services measures which also provide timely information about child-specific measures.

In 2011, the ‘Human Trafficking: The Government’s Strategy’ was published.⁵⁸

The 2009 Trafficking Update highlights the need to improve law enforcement collaboration efforts and mentions efforts between the UKHTC and the National Policing Improvement Agency (NPIA) to develop training modules for police officers.⁵⁹ The 2009 Trafficking Update also discusses the core law enforcement offices: UKHTC, Serious Organised Crime Agency (SOCA), UKBA, Gangmasters Licensing Authority (GLA) and HM Revenue and Control (HMRC), and their monitoring and enforcement efforts to combat trafficking.⁶⁰

While the information in the 2009 Trafficking Update is helpful to help get an idea of which law enforcement agencies have control over trafficking issues, the report

demonstrates the extensive law enforcement overlap that exists in the UK in matters related to trafficking and child welfare (This issue will be discussed in III. Coordination

and Cooperation.) It is suggested that future Trafficking NPAs should better delineate the roles of the various law enforcement agencies in combating child trafficking.

Tackling Child Sexual Exploitation Action Plan

The Tackling Child Sexual Exploitation Action Plan (CSE NPA) was published in November 2011.⁶¹ The CSE NPA lays out government action needed to help prevent child sexual exploitation from occurring in the UK. The CSE NPA also contains an extensive victim services section. The CSE NPA recognises that few of the varied government agencies entrusted with child protection, such as the LSCBs, are implementing existing guidance effectively and that awareness of child sexual exploitation remains low in the UK among young people, parents and care takers. The CSE NPA highlights areas where greater government protection efforts and implementation are needed and sets out specific actions which government, local agencies and voluntary and community sector partners need to take, or already have underway, to address the abuse. The overarching goal of the CSE NPA is to help ensure that the wide range of plans and work on child sexual exploitation currently in place are complementary and comprehensive.⁶² The CSE NPA is organised around four key themes: Prevention Efforts; Combating Child Sexual Exploitation; Justice for Victims and Families; and Victim Support Services. The CSE NPA gives clear and extensive definitions of child sexual exploitation and related terms and concepts. In addition to definitions, the CSE NPA also includes examples of instances of child sexual exploitation in the form of vignettes, as well as a checklist of possible behaviours and indicators of child sexual abuse⁶³ and an extensive glossary that lists pertinent terms and relevant contact information.⁶⁴

The CSE NPA characterizes the LSCBs as the centre of local multi-agency

arrangements to help and protect children and young people.⁶⁵ The CSE NPA tasks local safeguarding child boards (LSCB) with the main responsibility of ensuring that the relevant organisations in each local area cooperate effectively to safeguard and promote child welfare. In addition to assigning the LSCBs with responsibility, the CSE NPA points out that many LSCBs have not identified child sexual exploitation as a priority issue in their area. To ameliorate the weaknesses of the LSCBs, the CSE NPA sets out initiatives to support LSCBs in their effort to map out the needs of child services within their individual areas and to ensure that work is properly coordinated between LSCBs and other government agencies.⁶⁶ Additionally, the CSE NPA addresses the problem of child sexual exploitation in the foster care system and discusses the creation of a ‘task and finish’ group to introduce additional safeguards to improve local authorities’ decisions to place children in foster homes outside of their home community. To this end, the CSE NPA also includes more robust and detailed protection measures for children’s homes such as developing coherent risk analysis maps for those areas with a high number of children’s homes.⁶⁷

The CSE NPA was published by the UK government. The devolved administrations of Northern Ireland, Wales and Scotland have developed their own approaches to tackling child sexual exploitation. While the UK is to be commended for having a child-specific national plan of action, there seems to be a lack of clarity as to the CSE NPA’s actual scope and application. Many of the policy areas covered in the CSE NPA apply to Great

Britain only, although others apparently “apply across the devolved administrations.”⁶⁸ Upon review of the CSE NPA, it is unclear exactly which policy areas apply to the devolved administrations and which do not, accordingly, the UK government should either clearly identify which parts of the CSE NPA apply to the devolved administrations or make the CSE NPA only apply to Great Britain and encourage the other devolved administrations to create their own CSE NPAs. Additionally, it appears that some of the devolved administrations, namely Northern Ireland and Scotland’s existing policy documents and NPAs are not as current as they could be. (Wales is current in its child protection policy efforts with its report, Safeguarding of Children and Young People from Sexual Exploitation (submitted by the Welsh Assembly Government) and the Missing Children and Adults Strategy (submitted by the Home Office) both documents were issued in 2011).⁶⁹ For example, Northern Ireland has documents from 2003-2007, namely Child Protection in Specific Circumstances, in Co-operating to Safeguard Children (which was issued by the Department of Health, Social Services and Public Safety in 2003); Area Child Protection Committees’ Regional Policy and procedures

(issued by Department of Health, Social Services and Public Safety, Northern Ireland in 2003); and The Safer Parenting Handbook, (issued by the four Area Child Protection Committees and Family Policy Unit in 2007).⁷⁰ These plans need to be updated. The UK Home Office needs to have more oversight over the devolved administrations to better coordinate the creation and maintenance of child exploitation NPAs and other high level policy documents related to CSEC.

In July 2012, a progress report of the CSE NPA was released. The July 2012 Progress Report published updates on some of the activities discussed in the original CSE NPA. The 2012 Progress Report does not present the information about actions taken and future goals in the same coherent format as the CSE NPA. While the issuance of an update or progress report so soon after the publishing of the initial CSE NPA is itself an encouraging practice, the future CSE NPA Progress Reports should be streamlined and organized in the same fashion that the original CSE NPA is with detailed action taken sections and future action to be taken sections for maximum affect and greater consistency.

Report from the Joint Inquiry into Children Who Go Missing From Care

On June 18, 2012, the All Party Parliamentary Group (APPG) for Runaway and Missing Children and Adults and the All Party Parliamentary Group (APPG) for Looked After Children and Care Leavers published the Report from the Joint Inquiry into Children who Go Missing from Care (Missing Child Report). The Missing Child Report examines the existing system in place to treat and care for children who go missing from care and end up in situations of vulnerability and sexual exploitation within the UK.⁷¹ ECPAT UK gave evidence into this enquiry to ensure that child victims of trafficking who are at risk of going missing

were included in the report.⁷²

The Missing Child Report states that children in care are particularly vulnerable to sexual exploitation. The Missing Child Report states that approximately 65,000 children live in some form of state-organised care in England.⁷³ Most of these children live in foster care homes but around 7% of children in care live in one of England’s 1,810 children’s homes.⁷⁴ The Missing Child Report states that children in care, either foster or residential care are three times more likely to run away than other children in the UK.⁷⁵ In writing the Missing Child

Report, evidence was taken from runaway children, ministers, national agencies and civil society organisations. The Missing Child Report also found that many of these children who ran away or were missing were stigmatized because of their backgrounds, by government and law enforcement officials, enabling the signs of abuse or exploitation to go undetected and leaving children unprotected and abusers unpunished.⁷⁶ The findings include evidence that some homes are targeted by abusers and that some child victims are being forced to recruit other children for abuse.⁷⁷ The Missing Child Report's key recommendations call for an

independent investigation into children's homes that fail to manage and protect children who run away or go missing, and the introduction of a local authority performance 'scorecard' to assess the care and protection of the children within the system. The Missing Child Report also suggests that there should be urgent action on out of area placements to reduce the number of children living outside their own local authority. The Missing Child Report calls for a completely new system of reporting incidents related to children going missing from care which combines data from both law enforcement and local authorities.

COORDINATION AND COOPERATION

The government has undergone substantive organizational changes recently with respect to child protection issues. It is important to note many of the organizational changes and how they have affected coordination and cooperation efforts in combatting CSEC.

Reorganization of Department of Children Schools and Families

A notable change in the government's coordination efforts occurred in 2010 with the merging or "renaming" of the Department of Children, Schools and Families to the Department of Education.⁷⁸ The reorganization coincided with the new Conservative party leadership gaining power. It is hoped that the change in the department's name and general reorganization will not affect the original area of governmental oversight, which was an equal focus on children and families as well as education. Several child protection experts and NGO leaders have expressed concern over this new reorganization and express hope that the new Department of Education will still prioritize combatting CSEC.⁷⁹ The

Department of Education needs to continue to focus on child protection issues not just educational matters.

Local Safeguarding Children Boards

The LSCBs were identified in the CSE NPA as centres in the fight against CSEC. LSCBs were established to enable organisations responsible for the safeguarding of children to meet the requirements of the Children Act 2004 and the National Service Framework for Children, Young People and Maternity Services.⁸⁰ Recently, in an effort to improve their performance, the Department for Education has convened a children's services 'task and finish' group, which includes several LSCB Chairs; and the National Working Group for Sexually Exploited Children and Young People has set up LSCB Co-coordinators and Business Managers.⁸¹ The Independent LSCB Chairs' Network is developing further action to support LSCBs in tackling child sexual exploitation. This includes establishing a Special Interest Group which will facilitate the sharing of good practice across the network.⁸²

The English Children's Commissioner was established by the Children Act of 2004. The position is independent and is in existence to protect youth up to 21 years of age who are in state care as well as promote children's rights and perspectives.⁸³ While the creation of the Children's Commissioner position is a positive addition to the government's child protection landscape, it was noted by the CRC Committee in its 2008 meeting that the Children's Commissioner position does not have the ability to independently investigate complaints from children and young people who feel that their rights have been violated.⁸⁴ To this criticism, the government claims that the Children's Commissioner position does not have an ombudsman role to investigate complaints, because it would "duplicate the work of other independent complaints procedures (such as the Parliamentary and Health Service Ombudsman and the Local Government Ombudsman) and undermine the [Children's] Commissioner's role of championing children's views and interests."⁸⁵ While the Children's Commissioner does not have the ability to investigate individual cases ad hoc, the Commissioner is able to conduct formal inquiries into individual cases if the particular case raises issues of relevant concern to other children. It is recommended that the English Children's Commissioner be given the ability to conduct independent interviews and investigations and that the Children's Commissioner role also include an ombudsman capability in order to freely investigate relevant complaints.

In addition to the English Children's Commissioner, there are Children's Commissioners in Scotland, Wales, and Northern Ireland.⁸⁶ All three Children's Commissioners have been recently involved in publications and promoting children's rights. In 2012, the Children's Commissioner for Wales reviewed independent professional advocacy efforts for looked after children

and young people, care leavers and children in need, as well as published Missing Voices, a report which outlines key findings and includes 29 recommendations for Welsh Government and local authorities on the issue of state care.⁸⁷ The Welsh Government and local authorities were to respond to the report findings within three months.⁸⁸ In July 2012, the Northern Ireland Commissioner for Children and Young People welcomed the publication of the Criminal Justice Inspectorate for Northern Ireland's Report on 'Early Youth Interventions'.⁸⁹ The Northern Ireland Commissioner has consistently drawn attention to the potential benefits of early intervention and prevention approaches to improve outcomes for children and their families. The work of the Scottish Children's Commissioner deals extensively with youth participation and will be discussed in detail in Section VI. Youth Participation.

Multiple Law Enforcement Units that Address Child Exploitation

The UK has extensive resources and excellent governmental services available to combat CSEC. There are currently at least five different law enforcement units that work on child exploitation issues: Child Exploitation and Online Protection Centre (CEOP); Serious Organised Crime Agency (SOCA); National Police Improvement Agency (NPIA); National Crime Agency (NCA); and United Kingdom Human Trafficking Centre (UKHTC). Additionally, there is the UK Border Agency (UKBA) which also addresses child sex trafficking issues as they relate to immigration and border patrol.

These organizations appear to be in the midst of a large organisational overhaul. There is particular confusion over the role of SOCA and the NCA, and CEOP and UKHTC respectively. Both SOCA and the NCA are high level organisations. SOCA

is a newer agency that was set up by the Serious Organised Crime Act of 2005,⁹⁰ and deals with counterfeit currency, arms, transnational crimes, financial crimes, trafficking and drugs.⁹¹ Currently UKHTC and CEOP function as a partnership or coordinating body within SOCA.⁹² CEOP is an affiliate unit supported by, but with operational independence from SOCA, operating as part of UK law enforcement. CEOP is accountable to the SOCA Board through a committee and publishes its own separate Annual Plan and Report. While CEOP is currently supported by SOCA, starting in 2013, CEOP will form part of the NCA which in 2013 will be stood up as a distinct government branch. Within the NCA, CEOP will help to develop a strategic approach to prevent child sexual exploitation and abuse.⁹³ It is currently uncertain what will happen to the relationship between SOCA and UKHTC when the NCA is operational in 2013.

CEOP and UKHTC have engaged in efforts in recent years to clarify and delineate responsibilities in respect to child trafficking from abroad into the UK. It has been agreed that the UKHTC will be the strategic and operational head of all operations relating to trafficking within the UK and that UKHTC will interact with NCA.⁹⁴ Even though these changes appear to be documented, it is still unclear what the exact roles of these organisations are, and how the interaction/coordinated effort amongst these organisations will work in the child protection forum. Furthermore, it seems that many of these groups are involved in every aspect of child exploitation, from identification of victims to the implementation of victim support services. This type of replication leads to institutional overlap and also administrative confusion. For example, the CEOP-sponsored Child Trafficking Updates seem to be written by CEOP Centre and UKHTC.⁹⁵ Additionally, both the UKHTC

and UKBA are both involved in the data collection efforts for the National Referral Mechanism. The government should streamline these organisations and create a clearer chain of command to reduce confusion and administrative redundancies. (Below are descriptions of the previously mentioned agencies and a brief description of what they currently do to combat CSEC.)

National Crime Agency

The National Crime Agency (NCA) is a new body of operational crime fighters with a focus on public protection. The Crime and Courts Bill, introduced into the House of Lords in May 2012, includes provisions on the NCA, and subject to parliamentary processes, the NCA will be fully operational by December 2013. The NCA will tackle organised crime, strengthen borders, fight fraud and cybercrime, and protect children and young people. NCA will build on the work of SOCA and CEOP and will incorporate some of the functions of the NPIA.⁹⁶

The NCA will build on the work of its predecessors, by: pulling together a single national intelligence picture on organised criminals and their activities, having the authority to coordinate and task the national response, and prioritising resources according to threat. The NCA will build effective two-way relationships with police forces, law enforcement agencies and other partners.⁹⁷ The creation of the NCA marks a significant shift in the UK's approach to tackling serious, organised and complex crime, with an emphasis on greater collaboration across the whole law enforcement landscape. The NCA will be made up of distinct commands. The Organised Crime Command will target organised crime groups operating across local, national and international borders. The Border Policing Command will ensure that all law enforcement agencies operating

in and around the border work to ensure illegal goods are seized, illegal immigration is dealt with and networks of organised criminals are targeted and disrupted, both overseas and at ports up and down the UK. The Child Exploitation and Online Protection Centre (CEOP) will work with industry, government, children's charities and law enforcement to protect children from sexual abuse and bring offenders to account. In addition to CEOP, the NCA sponsors a national child sex offender disclosure scheme, which allows for background checks for child caretakers.⁹⁸ All commands will also benefit from an intelligence hub, which will build and maintain a comprehensive picture of the threats to the UK from organised criminality, a national cybercrime centre, providing expertise, support, intelligence and guidance to police forces and the commands of the NCA.⁹⁹ The NCA will be led by a Director General who is directly accountable to the Home Secretary and, therefore to Parliament.

SOCA (Serious Organised Crime and Police Agency)

SOCA is an Executive Non-Departmental Public Body (NDPB) of the Home Office.¹⁰⁰ SOCA tackles serious organised crime that affects the UK, including Class A drugs, people smuggling, human trafficking, major gun crime, fraud, computer crime and money laundering.¹⁰¹ The basis for SOCA and its mandate can be found in the Serious Organised Crime and Police Act 2005.¹⁰² SOCA publishes an annual plan, which outlines the activities that SOCA will address during the year as well as an annual report, which details the extent to which the activities described in the annual plan have been undertaken. The Home Secretary submits this report to Parliament and the Scottish Ministers submit a copy of the report before the Scottish Parliament.¹⁰³ Under the SOCA Act of 2005, SOCA (a) prevents and detects serious organised crime, and (b)

contributes to the reduction of such crimes and to the mitigation of its consequences.¹⁰⁴ SOCA may disseminate such information to (a) police forces within the United Kingdom, and the States of Jersey Police Force, the salaried police force of the Island of Guernsey and the Isle of Man Constabulary, (b) special police forces, (c) law enforcement agencies and (d) other agencies with which it sees fit to share information.¹⁰⁵

SOCA's partners range from law enforcement agencies to government departments, private sector companies, and victim support groups. SOCA has a duty to work with UK law enforcement partners by providing a range of specialist services. SOCA is a partner along with the UK Border Agency, HM Revenue and Customs and the Association of Chief Police Officers, of the Organised Crime Partnership Board.¹⁰⁶ SOCA, through its collaboration, helps to deliver a more coordinated response to fighting crime. SOCA works with Interpol Bureau in the UK to help ensure that information about criminals wanted abroad is available to UK enforcement authorities for action. SOCA's connection to CSEC issues appears to be its work with human trafficking and its partnership agreement with UKHTC as well as its work with CEOP. SOCA has seconded a number of staff and domestic law enforcement agencies, to UKHTC in order to deliver a concerted response to human trafficking.¹⁰⁷ Much of this work has been done through SOCA's UK liaison network.¹⁰⁸ Examining SOCA, it is clear that the organisation has a local, national and international presence and that it is affiliated with the CEOP, and works in partnership with UKHTC. What is not clear, despite the national legislation enacting its presence, is how exactly it fits into the UK law enforcement and government structure that combats CSEC. This is an issue that the UK government should resolve.

The Child Exploitation and Online Protection (CEOP) Centre

CEOP is dedicated to combatting and preventing child sex abuse including child trafficking. CEOP is part of UK policing and works directly, or in partnership, with local and international law enforcement groups. CEOP is also a founder member of the Virtual Global Taskforce, the International law enforcement coalition focused on combating child exploitation online. CEOP is comprised of UK police officers who specialize in child sex abuse claims working with professionals from the wider child protection community and industry. CEOP also works, both on a formal and informal level, with NGOs and advocacy organisations including ECPAT UK and the National Society for Prevention Against Cruelty to Children (NSPCC) and transnational businesses such as VISA and Microsoft as well as experts from government offering specialist advice and guidance. CEOP is organized in three Faculties: the Intelligence Faculty, the Harm Reduction Faculty and the Operations Faculty.¹⁰⁹ The Intelligence Faculty manages the flow of information across the organisation and to external agencies such as local UK police forces and international authorities. The Harm Reduction Faculty works to locate perpetrators and track registered sex offenders who have failed to comply with their notification requirements under the Sexual Offences Act 2003. Part of their activities include tracking offenders who travel abroad by disrupting or preventing their travel, disseminating intelligence to international forces and specifically targeting offenders while they remain overseas.¹¹⁰ The Harm Reduction Faculty also trains education and public awareness specialists including those working with sex offenders.¹¹¹ The Operations Faculty focuses on issues such as organised crime profiteering from the publishing or distribution of child sex abuse images, support

for local forces in areas such as computer forensics, and covert investigations as well as working with international authorities to maximise policing powers.¹¹² The Operations Faculty also incorporates the UK's only national victim identification programme which works solely to focus on identifying child victims online. CEOP has a Behavioural Analysis Unit, a Child Trafficking Unit and many public awareness plans and the Thinkuknow programme for children and parents.¹¹³ CEOP publishes extensively on various CSEC issues throughout the year, addressing CSEC-related phenomena such as grooming and reporting on child trafficking updates.¹¹⁴

UK Human Trafficking Centre (UKHTC)

The UK Human Trafficking Centre (UKHTC) is a multi-agency organisation led by SOCA. When UKHTC was created, it was envisioned as providing a central point of expertise and coordination in relation to the UK's response to the trafficking of human beings¹¹⁵ and spurring the development of law enforcement expertise and operational coordination at the local and interforce level, for all law enforcement and partner agencies.¹¹⁶ UKHTC works within the UK and internationally, with other stakeholders from government, non-government and inter-government sectors in the UK and abroad. UKHTC plays a key role in coordinating work across these various stakeholders and helps to deliver programmes, including targeted campaigns to prevent and reduce trafficking. The 2007 Trafficking NPA describes UKHTC as a lead for the development of expertise and operational co-ordination in relation to the trafficking of human beings.¹¹⁷

UKHTC has responsibility for a number of important actions which are set out in the 2007 Trafficking NPA.¹¹⁸ UKHTC

conducts research, develops improved training packages, promulgates best practices and develops an improved knowledge and understanding of the criminal enterprises that are associated with human trafficking.¹¹⁹ In addition to working on coordination, training and outreach programmes, the UKHTC aims to promote a victim-centred human rights approach to trafficking and by working with NGOs and other partners it aims to improve the standard of care offered to victims. The UKHTC states a large part of its work is to identify all trafficking victims and provide victim identification guidance to all sectors.

There is a UKHTC-chaired Operations and Intelligence Group that has quarterly meetings of national and international police, through Europol, SOCA and partner agencies including UKBA, Gangmasters Licensing Authority, HMRC (HM Revenue & Customs), the Identity and Passport Service (IPS) as well as the Olympic Intelligence Directorate.¹²⁰ This group consists of anti-human trafficking practitioners and ensures that continued best operational practices are shared and that relevant intelligence on trafficking is available and disseminated through the UKHTC.

While the UKHTC is the lead organization for overseeing and implementing law enforcement policy with regards to human trafficking, the devolved administrations additionally have their own law enforcement responsibilities for human trafficking. The Scottish police force and the Scottish Crime and Drug Enforcement Agency (SCDEA) operate within their own national framework for measuring, reporting, and managing police performance on human trafficking. In Northern Ireland the responsibility framework for law enforcement is implemented through the Northern Ireland Policing Board.¹²¹

The UK Border Agency

The UK Border Agency (UKBA) is tasked with addressing the border security of the UK. As such, the UKBA frequently deals with unaccompanied minors, runaway children and trafficked children. The UKBA aims to give alternatives to the detention of families, unaccompanied or separated children. In its efforts to combat trafficking, the UKBA offers sophisticated training to its employees that is current and addresses nuanced topics such as how to identify trafficking victims versus smuggled migrants.¹²² The UKBA has child-specific measures in all of its trainings. UKBA policy provides that where there are any child protection concerns the circumstances must be referred to the police and local Children's Services immediately. The Association of Chief Police Officers (ACPO) established a Child Trafficking Steering Group to raise police awareness of, and performance to combat, child trafficking. ACPO has worked with officials, including UKBA officials at UK's principal ports of entry to identify children at risk.¹²³

In 2008, the UKBA began developing joint Immigration Crime Teams (ICTs) across the UK.¹²⁴ The teams were initially in London under Operation Swale, and East Midlands under Operation Rebutia.¹²⁵ Currently there are ICTs throughout the NorthEast, Yorkshire and the Humber and the Midlands and the East, Wales and Southwest and the NorthWest.¹²⁶ These teams are comprised of trained immigration staff and police officers, and frequently involve other partners such as UKHTC in successfully targeting criminals involved in organized immigration crime, including human trafficking. In 2008-2009, ICTs investigations instigated nearly 2,200 prosecutions for organized immigration crime.¹²⁷

PALADIN: Cooperation To Make UK Border Free of Child Traffickers

Vigilance at the UK border entry points presents a significant opportunity to identify and safeguard vulnerable children and prevent harm. In 2007, ACPO, London Metropolitan Police and the UKBA implemented Paladin, a joint agency cooperative effort to safeguard children at London's ports of entry. The team covers all London ports of entry, particularly Heathrow Airport and the Asylum Screening Unit (ASU) at Croydon. Other significant locations are St. Pancras Station (which receives Eurostar trains), City Airport, and Victoria Bus Station. Each Paladin Team consists of one Detective Inspector, one Detective Sergeant, four Detective Constables and two Border Agency staff. The police officers on the team were all trained and experienced in child abuse investigation. In 2008, 195 children were accommodated by children's services as a result of Paladin intervention, and 12 child traffickers have been convicted by the team and three child trafficking operations were passed on to SOCA. The ACPO Child Trafficking Steering Group has identified the Paladin Team as a best practice and the Head of the Paladin Team has been closely involved in a working group to set up a safeguarding model based on Paladin, which will be rolled out across the UK. CEOP is supporting the development of a Paladin Manual for this national roll-out.¹²⁸

Coordination for 2012 Olympic Games

With London being the site of the 2012 Olympic Games and the Paralympic Games, intense coordination and cooperation efforts between national and local government organisations and NGOs were kick-started almost immediately after it was announced that London won their Olympic bid. Several high-level reports that were created to address possible CSEC and general child exploitation situations emphasized the need for cooperation and coordination and these documents themselves were created through the very same coordination and cooperation.¹²⁹ For example, the Gangmasters Licensing Authority, active in combating trafficking for forced labour, planned to build relations with local authorities in order to improve efforts to identify trafficking victims.¹³⁰ The potential risk of an increase in human trafficking surrounding the 2012 Games intensified the need for increased engagement between central bodies and local services in the UK. The London Council's European Service supported London's boroughs to harness funding opportunities for projects to counter

trafficking before, during and after the 2012 Games.¹³¹

As stated in the introduction to this document, the report, the 2012 Games and Human Trafficking: Identifying Possible Risks and Relevant Good Practice from other Cities, identified Roma children as possible vulnerable groups to trafficking and other forms of sexual exploitation during the Olympics. There have been extensive coordination efforts between the UK and the Romanian police starting in 2009 to combat trafficking of Romanian Roma children into the UK.¹³² Evidence shows that Roma children have been trafficked into the UK for various types of exploitative purposes. Additionally there is a Joint Investigative Team (JIT) on Roma child trafficking between the Metropolitan Police Service and Romanian Police, along with the UKHTC.¹³³

Further efforts were made to address the issue in relation to the Olympics, Paralympics, and the 2014 Commonwealth Games. For the 2014 Commonwealth Games, the Scottish Government is working with the Commonwealth Games multi-agency Planning Team, chaired by Strathclyde Police

to consider operational level issues arising from the construction programme.¹³⁴

Evaluation of the levels of child sex trafficking and CSEC that occurred within the UK as a result of the London 2012 Olympics appears mixed. While extensive resources were utilised to combat the expected onslaught of child prostitution and sex trafficking, the full extent of governmental efforts are still unknown. The official results of the actual number of child victims and adult perpetrators are currently being independently evaluated, with key findings supposed to be available late November 2012, and a full report to be published by early 2013.¹³⁵ Taking anecdotal evidence from the media and NGOs, it seems that there were a few reported incidences of child sex trafficking related to the Olympics that were caught. One such example is an American male masseuse who was caught flying into Heathrow Airport with a fifteen year boy who he intended to force into child prostitution for the Olympics.¹³⁶

In addition to the small number of reported child sex trafficking cases, there was backlash related to law enforcement efforts at curbing trafficking and prostitution before the Olympics. In preparation leading up to the Olympics, London officials rolled out the Met Police Human Exploitation and Organised Crime Unit in April 2010 to bring together the former Met Human Trafficking Team and the Clubs and Vice Unit and designated a special group, SCD9 for trafficking.¹³⁷ The Met police force had London-wide responsibility for both reactive and proactive investigations targeting criminal networks in areas of trafficking and prostitution, extreme pornographic images and child pornography. This unit has been the target of some criticism within the media and by civil society groups for its aggressive targeting of neighbourhoods within London where prostitution occurs. Scotland Yard officers were accused of excessively raiding

brothels in London's Olympic boroughs as part of a coordinated clean-up operation ahead of the 2012 games.¹³⁸ Some concerned NGO groups worried that law enforcement's targeting of brothels would just push prostitution further out of the reach of victim service and identification efforts and could also negatively affect child victims as well.¹³⁹

Coordination Efforts on the International and NGO Level

On the international level, the UK government is working with UNICEF in the Rights Respecting Schools Initiative, a project to encourage schools to implement the Convention on the Rights of the Child principles into their curriculum.¹⁴⁰ The efforts have led to several very positive developments: in the last five years, the UK has made advancements in implementing some of the suggestions of the CRC into the national system. For more discussion, see Section V Protection.

The UK has many different national and local organisations that are working in collaboration with one another and the government to help combat CSEC. The UK Council for Child Internet Safety (UKCCIS) brings together over 140 organisations and individuals across government, industry, charities, parenting groups and law enforcement to help children and young people stay safe on the internet.¹⁴¹ Since its launch, the UKCCIS has done many things to improve child internet safety, including effectively getting online safety classes to be taught within the revised primary school curriculum and requiring school inspectors to assess how well it is taught.

In 2007-2009, Operation Golf, a joint UK and Romanian Investigation Tackling Romanian Organised Crime and Child Trafficking was undertaken to crack down on some of the flow of trafficked children coming into the UK from Romania.¹⁴² The

Metropolitan Police Service, in conjunction with the UKHTC and the Romanian National Police collaborated on the operation. The aim of the project was to fight criminal networks specialised in trafficking and exploiting children from the Romanian Roma community.¹⁴³ The strategic objectives of the Joint Investigation Team (JIT) were to: investigate and prosecute network members

both in the UK and Romania; minimise the exploitation of victims; identify, restrain and confiscate criminal assets; and improve victim identification and response to child trafficking by police and partners. The UK investigation has led to the arrest of 87 persons for trafficking, money laundering, child neglect and 272 victims trafficked by the gangs were recovered.¹⁴⁴

PREVENTION

In the past three years, there has been an increase in the levels of reporting and convictions for sexual offenses against children. This increase can likely be attributed to larger awareness efforts, more national campaigns to combat sexual abuse and encouraging early reporting of these crimes.¹⁴⁵

The Blue Blindfold campaign is a prevention and awareness raising campaign that is sponsored by UKHTC. The Blue Blindfold campaign has sought to raise awareness of trafficking as an issue in local communities. One of the most important messages that the Blue Blindfold campaign seeks to highlight is that trafficking extends beyond sex trafficking and young women are not the only victims. Blue Blindfold has a domestic and an international reach, and offers hotline numbers for people to call in suspicious activity both domestically within the UK and internationally.¹⁴⁶ The Blue Blindfold represents how people can be blind to the fact that human trafficking is happening near them. Blue Blindfold has supported operations tackling human trafficking including Pentameter 2 which targeted sexual exploitation.¹⁴⁷ To date, Blue Blindfold states that 66,000 UK police officers and investigators have been briefed on the program and approximately 9,800 Blue Blindfold aides-mémoire have been

distributed to forces and other agencies.¹⁴⁸ The Blue Blindfold campaign was used in campaigns in Westminster and Nottingham in 2008.¹⁴⁹ There were also campaigns in Leeds and Bristol during April and May 2009.¹⁵⁰ Additionally, the Blue Blindfold Brand has been used by a number of partner countries and is supported by UNODC in conjunction with its Blue Heart campaign.¹⁵¹ The Blue Blindfold campaign was highlighted in the United States 2009 Trafficking in Persons Report as one of the “commendable initiatives around the world.”¹⁵²

The UKHTC and partners commissioned a short film showing the experience of a vulnerable young girl who is groomed for sexual exploitation by an older man and sold to other men who abuse her in the film, ‘My Dangerous Loverboy.’¹⁵³ My Dangerous Loverboy was made in partnership with a range of police and NGO partners and was launched at the 4th annual Safe and Sound conference on 21st September 2010.¹⁵⁴ The aim behind the film was to raise public awareness of this phenomenon and to help protect children and young people. The DVD is used by child care and social services professionals including police officers, social workers, teachers, doctors, and school nurses, in addition to parents and care-givers who have regular contact with children and are in

a position to notice any changes in behaviour and physical signs which may indicate sexual exploitation. The UKHTC is working with CEOP to develop a school package for the film so it can be used in secondary schools.¹⁵⁵ During March-April 2012, the Home Office ran a Teenage Rape Prevention campaign which was an extension of a 2011 Teenage Relationship Abuse campaign. The campaign sought to prevent teenagers from becoming victims and perpetrators of sexual violence and abuse. The campaign was promoted on television, advertisements in cinema previews, and at the campaign website, "This is Abuse", which received over 370,000 visits.¹⁵⁶

The Home Office is supporting the work of the Metropolitan Police Healthy Relationships Training (HEART) Programme to safeguard teenage girls at risk of sexual violence and help those being abused to escape their predicament. HEART is a two year pilot programme aimed at supporting young people and reducing the risk of young people either committing or

being subject to serious violence, particularly sexual violence, with a view to reducing victimisation and crime levels. The HEART Programme takes place in both London and Lithuania. The HEART programme aims to identify those that are particularly vulnerable, at a very early age, before they might become victims and provide them with additional support.

The programme is comprised of a workshop programme, a helpline, a website, and mentoring provision.¹⁵⁷ The programme began on 3rd January 2011 in three London boroughs, Lewisham, Newham, and Waltham Forest, and the mentoring began in September 2011. A total of 360 girls have benefited from the HEART programme since its inception, and it is estimated that an additional 180 girls will participate by the end of 2012. In addition to the training and support against violent relationships, the HEART Programme has started a trafficking hotline that is available twenty-four hours/day and is free and confidential.¹⁵⁸

UK Government Attempting to Increase Awareness and Prevention Methods for Missing and Exploited Children

CEOP has been working to integrate new services for missing children, including the adoption of the Missing Kids website which was re-launched on International Missing Children's Day, May 25, 2012.¹⁵⁹ In addition to a new website, CEOP has also implemented a new helpline, 16 000. This work was a collaborative effort by CEOP, PACT and Missing People.¹⁶⁰ The Missing Kids website will provide the latest search information for missing children; information for children who are missing or who are thinking of running away; and information on what families and care takers can do if a child in their care goes missing.¹⁶¹

In December 2011, CEOP launched the film *My Choice* on its website, highlighting sources of help and advice for children and young people who run away from home. CEOP has also developed an online directory for children and young people, which lists local services for children who runaway and are looking for support.¹⁶² Currently, CEOP is developing and integrating education resources on child sexual exploitation in the Think U Know programme.¹⁶³

There has been much cooperation between the National Working Group for Sexually Exploited Children and Young People and The Children's Society to develop the national *Say Something If You See Something* campaign, which addresses the problems of hotels unwittingly being used as venues for the sexual exploitation of young people.¹⁶⁴ Additionally, since 2008, there have been increased cooperation and coordination efforts amongst industry, civil society and government to promote awareness about child sex tourism. In 2008, the charity Comic Relief granted funding to ECPAT UK in partnership with (ABTA The Travel Association, to develop and implement an online training course for travel and tourism professionals to learn how to protect children both travelling with UK travel companies and children in holiday destinations.¹⁶⁵ ABTA and ECPAT UK worked in collaboration with the ABTA-led Travel Industry's Child Protection Group to develop the course and launched the product in 2009.¹⁶⁶ The e-learning training course on child protection in the travel industry,¹⁶⁷ *Every Child, Everywhere* was developed to improve travel industry professionals' understanding of child protection issues. *Every Child, Everywhere*

aims to ensure that travel industry staff are well equipped to deal with and identify situations of child sex tourism that might arise and to help companies develop policies and procedures which will best protect children in foreign destinations or when they are the process of travelling. The full course consists of three modules: Module 1 "Following Child Protection Policies and Procedures"; Module 2 "Implementing Child Protection Policies and Procedures"; and Module 3 "Developing Child Protection Policies and Procedures".¹⁶⁸ The modules have been incorporated into part of an accreditation that ABTA has devised as part of its professional certification scheme.¹⁶⁹

ECPAT UK has been a leader in promoting child sex tourism awareness, manuals, and trainings. In addition to its collaboration with Comic Relief, ECPAT UK published *Off the Radar: Protecting Children from British Sex Offenders Who Travel in 2011*.¹⁷⁰ *Off the Radar*, is a comprehensive report which addresses international and national standards on child sex tourism and jurisdiction and extradition, offers current case studies, and touches on important monitoring and information sharing.¹⁷¹

ECPAT UK's campaign to close the 'three-day loophole' in Sexual Offences Act 2003

On August 13, 2012, ECPAT UK successfully capped off a six-year campaign to eliminate the three day loophole listed in the Sexual Offences Act 2003 that allowed British citizens to engage in child sex tourism. Since 2006, ECPAT UK has published advocacy pieces recommending that the government amend its legislation and close the 'three-day loophole' in the Sexual Offences Act (2003). ECPAT UK has consistently called upon its supporters and the public to write to their MPs and asking them to urge their MPs to close the 'three-day loophole'. ECPAT UK was also involved in the February 2011 consultation process regarding the child sex tourist loophole with ACPO (Association of Chief Police Officers) and the ACPO Child Protection and Abuse Investigation Working Group. On 5 March 2012, the Home Office announced that the government would close the 'three-day loophole'. On August 13, 2012, the Sexual Offences Act 2003 (Notification Requirements) (England and Wales) Regulations 2012 come into force, closing the 'three-day loophole', delivering ECPAT UK a public advocacy victory and making strides for child protection globally.

Throughout the UK there has been an increase in the public availability of information about how to protect children once these crimes and victims have been identified. For example, ECPAT UK recently created a manual for safely accommodating child victims of trafficking, *On the Safe Side*.¹⁷²

The government in collaboration with members from 17 national parliaments, NGO representatives, law enforcement practitioners and business community leaders held a two-day conference to commemorate the UK's third annual Anti-Slavery Day on October 18, 2012 and to also highlight the need to improve cooperation across the EU in the fight against trafficking.¹⁷³ The conference, organised by the Parliamentarians against Human Trafficking (PAHT) project, is a two-year initiative led by ECPAT UK that aims to promote and strengthen a network of Parliamentarians in the fight against human trafficking throughout all European Union member States. At this year's conference William Hague MP, Secretary of State spoke about the need for increased awareness and cooperation efforts.¹⁷⁴

'Stop it Now!' offers an array of trainings to help prevent child sex abuse for both parents and professionals.¹⁷⁵ For parents, the organisation runs "Parents Protect!" courses, which are ninety minute child sexual abuse awareness workshops delivered at children's centres, schools and other community venues such as youth and church groups.¹⁷⁶ The professional trainings tend to be smaller courses, related to the general topic of Preventing Child Sexual Abuse: Making it Everybody's Business. These courses explore some of today's key issues surrounding child sexual abuse, and can include discussions about working with young people with harmful sexual behaviours and with non-offending partners.¹⁷⁷ Thirty of these trainings have occurred or are planned for the 2011-2013 period as part of the Department

for Education's drive to improve frontline practice with regard to safeguarding.

The National Society for the Prevention of Cruelty to Children (NSPCC) is working with the government on a public consultation entitled Take Action to Keep Safe. The NSPCC provides ChildLine, a helpline specifically created for children, and the NSPCC helpline service which offers advice for adults and children. The NSPCC is currently administering several programmes to prevent and respond to child sex abuse. One such programme is the National Clinical Assessment and Treatment Service (NCATS), a national centre working with children who show seriously harmful sexual behaviour. The services engaged at NCATS helps these abused children understand their situation and change their behaviour, protecting other children from harm and hopefully ending the cycle of abuse.¹⁷⁸ NSPCC has also begun drafting manuals and guides such as 'Assessing the risk, protecting the child,' which is a good practice adult assessment guide that aims to protect children from sexual abuse, which can be used at NSPCC and also in government-sponsored programs.¹⁷⁹ 'The Treatment of Young People with Harmful Sexual Behaviour: a Manual Based Approach, is a manual that aims to prevent sexual abuse by highlighting helpful tips for working with children who demonstrate harmful and inappropriate sexualised behaviour.¹⁸⁰ Lastly, NSPCC offers therapy services to victims of child sexual abuse with their 'Letting the future in' program.¹⁸¹

The Internet Watch Foundation (IWF) was established in 1996 by the internet industry to provide an UK internet Hotline for the public and IT professionals to report criminal online content in a secure and confidential way.¹⁸² The Hotline service can be used anonymously to report content. The IWF works in partnership with the online industry, law

enforcement, government, and international partners to minimise the availability of child sexual abuse images hosted anywhere in the world, and non-photographic child sexual abuse images hosted in the UK.¹⁸³ The IWF is an independent self-regulatory body, funded by the EU and the online industry and includes internet service providers (ISPs), mobile operators, content providers, and hosting providers, filtering companies, search providers, trade associations and the financial sector.¹⁸⁴ The IWF works internationally with INHOPE Hotlines and other relevant organisations to encourage united global responses to the problem and wider adoption of best practices in combating child sexual abuse images on the internet.¹⁸⁵

Under the EU mobile framework for safer mobile use by children and young people, the UK mobile operators such as Vodafone UK, O2, Virgin Media, Orange, 3 and T-Mobile have come together to develop a code of practice for UK mobile operators for the use in UK market.¹⁸⁶ The Code covers new types of content, including visual content, mobile gaming, chat rooms and Internet access. It does not cover traditional premium rate voice or premium rate SMS (texting) services, which continue to be regulated under the PhonepayPlus (formerly ICSTIS) Code of Practice. This Code provides a basic common framework and does not prevent mobile operators and content providers from adopting different commercial and brand positions with respect to the content and services they supply, providing these are consistent with the overall provisions of the Code. Each mobile operator may choose or need to use different organisational and technical solutions to enable it to meet aspects of the Code.

Mobile operators have appointed and support an Independent Mobile Classification Body to provide a framework for classifying commercial content that is unsuitable for customers under the age of 18. The framework is consistent with standards used in other media and only treats as 'over 18 years old' type of content that would receive such classification for the equivalent material in, for example, magazines, films, videos and computer games.

Commercial content providers are required to self-classify as over 18 all content unsuitable for customers under the age of 18, in accordance with the framework. This requirement does not apply to premium rate voice or premium rate SMS (texting) services. By default, all commercial content not classified as over-18 is unrestricted. Each mobile operator places commercial content classified as 18 behind access controls and only makes it available to those customers that it has satisfied itself, through a process of age verification, are 18 or over.

The mobile operator also places behind access controls all commercial chat rooms for mobile, unless they are moderated chat rooms. Under the illegal content section of the code, Mobile operators work with IWF and law enforcement agencies to deal with the reporting of content that may break the criminal law. If illegal content were to be identified on servers hosted by a mobile operator, including web or messaging content, it would be removed, in accordance the relevant notice and take-down provisions. Mobile operators receive the IWF's list of URLs containing potentially illegal content and, in order to protect customers from being exposed to such content (and thus committing an offence), block the Internet browser from accessing any URL on the list.

The problems that the UK government faces with the multi-agency organizational structure (discussed above in Section III. Coordination and Cooperation) affects the government's data collection ability. The multiple data collection efforts of the several UK government agencies that address child exploitation issues hampers accurate data collection and seems to be duplicative particularly with regards to the data collection done for the National Referral Mechanism (NRM). As the UK has a highly developed governmental system with strong support from civil society in place to address CSEC, it should reorient its efforts to improving its data collection for victims from all manifestations of CSEC and from phases of the sexual exploitation continuum. ECPAT UK is calling for the appointment of an independent Anti-Trafficking Commissioner/ National Rapporteur on Human Trafficking with statutory responsibility for systematic collection, monitoring and analysis of comprehensive and disaggregated data on the scale and nature of trafficking the impact of government measures in addressing the concerns and recommendation to government on best policy and practice.

Possible Weaknesses in the NRM data figures collected for child trafficking victims

The 2009 Trafficking Update discussed possible concerns and improvements to data collection efforts as they relate to the prosecution and protection elements. Since 2009, the Crown Prosecution Service has been working with UKHTC and the Home Office to improve data collection and better monitor prosecution outcomes. This collaboration has initiated changes

to the case management system in order to allow greater integration of data about case outcomes and the victims. The 2009 Trafficking Update states that the UKHTC was supposed to include these new figures starting in 2010 to enable better reporting.¹⁸⁷ The UKHTC baseline assessment does now have 2011 statistics inputted which are different from NRM statistics.¹⁸⁸ The UKHTC has improved the way NRM stats are reported and disaggregated. It also now reports annually via the Baseline Assessment above, in place of the previous Strategic Threat Assessments by CEOP. The Baseline Assessment is a more accurate picture of trafficking in the UK, however, they did not approach local authorities to obtain data about children in their care. Therefore, even though these figures are higher than the NRM, they are still not inclusive of all child victims.¹⁸⁹

In addition to the need to more diligently collect data on criminal convictions related to CSEC, there is a need to use more clear data collection methods for the NRM. The NRM data collection has overlapping and inconsistent applications. While the NRM is a formal government mechanism operated by UKHTC and UKBA used for assessing potential cases of trafficking, the awareness of NRM by other governmental agencies is still limited and as a result leads to cases not being reported to the NRM and creating inaccurate available data.¹⁹⁰ The NRM works to collect extensive information about child victims of sex abuse. Some cases of sexual exploitation involve an element of trafficking, where a victim is taken from their place of residence by perpetrators to another town or city within the UK for the purposes of sexual exploitation. The SOCA Intelligence Report from May 2012 is diligent in its separate

statistics for minors, and differentiates information about minors who have been referred to the NRM, but there seems to be some likelihood of data collection overlap, particularly as to the number of child trafficking victims. To this end, the NSPCC National Child Trafficking Advice Centre (CTAC) provides guidance to agencies on the identification of victims and safety procedures for trafficked individuals. However, other government agencies that have already positively identified child trafficking victims on their own are unlikely to refer cases to CTAC. As such CTAIL/CTAC's information (referral data) is limited to cases where the responding agency has notified them and requested further information. Accordingly, some of the data relating to child trafficking in the UK could be underreported or double counted in incidents where both the originating agency and CTAC have included the victim in their data collection numbers.¹⁹¹

ECPAT UK has serious concerns about the suitability of the NRM for children. Since the NRM's inception in April 2009 and up until 30 June 2012, 806 children were referred as suspected victims of trafficking. However, under a third (31%) of these children received a positive CG decision, meaning that the vast majority were not recognised by the Government as victims under the Trafficking Convention. This is a worryingly low rate that suggests the NRM is not working effectively to identify and support child victims. In light of these concerns, ECPAT UK recommends urgent changes to the way that children are identified and supported as victims of trafficking, as well as an in-depth and independent review into the suitability and effectiveness of the NRM for children.¹⁹²

Limitations in Data Collection for Grooming and Missing Children

In January 2011, CEOP began a thematic assessment of the phenomenon known as 'localised grooming'. Localised grooming has been a subject of particular UK-focused media attention, following several cases of adult males grooming children for sexual exploitation in various UK towns and cities. The June 2011 report, "Out of Mind, Out of Sight: Breaking down the Barriers to Understanding Child Sexual Exploitation" publicised the results of the CEOP study. In its study, CEOP found that only 13 Local Safeguarding Children Boards (LSCB) effectively cooperated to give information, out of the 2,379 individuals reported to CEOP as being possible offenders in relation to grooming and child sexual exploitation, 1,162 individuals were excluded from further data collecting analysis due to a lack of information. Problems related to a lack of information were also found in the victim data section of the study. CEOP identified 2,083 CSEC victims, stating that the majority of victims were female. However, in the same report, CEOP admitted that in 31% of the cases, the gender of the victim was unknown. In addition to missing important information about the gender of the victims, the dataset did not adequately state whether the victims had gone missing or not, as this information was only recorded in 1,014 of the CSEC victims (out of the 2083 total), with 842 children having been recognized as being reported missing on at least one occasion. Additionally, the data does not show whether these missing incidents occurred before, during, or after the period of exploitation. Furthermore, the report noted that LSCBs throughout the UK had not implemented key aspects of the suggested policies for reporting victims to the variety of agencies available to tabulate such data and handle these types of cases.



STOP Sex Trafficking of Children & Young People Campaign

An important advocacy component of The Body Shop and ECPAT 'Stop Sex Trafficking of Children and Young People Campaign' is the country progress card system, which ECPAT and The Body Shop has created to assess the progress of state action on specific commitments and promises to uphold the rights of the child to protection from sex trafficking and all forms of commercial

sexual exploitation. In line with the *2008 Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children* from the World Congress III against Sexual Exploitation of Children and Adolescents, this innovative tool provides readers with information on states' action to combat child trafficking, specifically towards the three goals of the campaign:

1. Community-base prevention programmes to stop child trafficking are reaching at-risk populations;
2. International legal standards for protecting children from trafficking have been incorporated into the national legal framework; and
3. Specialised government services for child victims of trafficking are integrated into national policies.

United Kingdom: Summary of Progress Card ⁱ			
Goal 1: Community-base Prevention Programmes			
Prevention	Collaboration	Awareness raising	Teacher training
		★	
Goal 2: legal framework			
Optional Protocol	Trafficking Protocol	National legislation	Special police units
Goal 3: specialised services for child victims			
Helpline	Shelters	Medical services	Psychological counselling

Green = significant action taken by state; Yellow = partial action taken by state;
Red = inadequate level of state action; Star = work undertaken by NGOs

From the 2009 global assessment of the Progress Cards, the United Kingdom is only one of four countries reviewed in the world which have made notable efforts to stop sex trafficking of children and young people. The United Kingdom has taken significant steps in combating the trafficking in human beings, especially in terms of legal framework and prevention efforts. However, the Government has not yet developed an extensive victims' service network to handle and fully rehabilitate possible child victims.

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 the day the petition closed, 5 May 2011, ECPAT UK and The Body Shop UK had amassed an incredible 735,889 signatures. ECPAT UK and The Body Shop UK organised a handover event to present the petition to the Government, asking that the government prioritize action and not only focus on raising awareness, specifically calling for creating legislation to combat commercial sexual exploitation of children and child trafficking. The event was widely covered by the media and the press.

PROTECTION

Thorough and meaningful legislation is essential to protect children from CSEC. Specific laws must be created, implemented and/or augmented to help combat the manifestations of CSEC. The existing laws need to be kept current and should reflect the evolving norms of CSEC that are articulated in the international legal framework as well as evolving forms of CSEC such as grooming or viewing and accessing child pornography online through the internet. In addition to enacting and updating legislation regarding CSEC, laws must be effectively implemented and consistently enforced. Policies and procedures to protect child victims and/or witnesses are also essential.

The UK has a good record regarding its ratification of the key international legal documents that relate to CSEC and has made efforts to improve upon that record recently. The UK ratified the Convention on the Rights of the Child (CRC) on December 16, 1991,¹⁹³ the Trafficking Protocol in February 9, 2006,¹⁹⁴ and the ILO Convention the Worst Forms of Child Labour on March 22, 2000.¹⁹⁵ Since the last CRC Committee meeting the UK ratified the OPSC on February 20, 2009.¹⁹⁶ The UK has shown particular progress with regard to improving its compliance with the requirements of the CRC and attempting to implement the CRC at the national and local level.¹⁹⁷ When the CRC Committee addressed the UK in September 2008, it suggested that the UK take further steps to implement the CRC by (1) providing mechanisms for children and young people to complain if their rights are violated; and (2) raising awareness of children's rights among children and adults.¹⁹⁸ The Department of Children Schools and Families wrote a paper to address the implementation of the CRC, the United Nations Convention on the Rights of the Child: Priorities for Action ("the CRC Priorities for Action") for England.¹⁹⁹ The CRC Priorities for Action also discussed

the implementation of the CRC in Wales, Scotland, and Northern Ireland. The UK Government remains responsible for the overall coordination of the CRC across the UK, and works collaboratively through a 'four nations' approach with the devolved administrations in Wales, Scotland and Northern Ireland.²⁰⁰ In 2009, to mark the 20th anniversary of the CRC, the Department of Children Schools and Family jointly published a UK-wide commitment to implementing CRC, entitled, Working Together, Achieving More,²⁰¹ which highlights areas of common interest where the devolved administrations work together.²⁰² In 2011, the National Assembly of Wales became the first legislature in the UK to pass a specific child rights law, the Rights of Children's and Young Persons (Wales) Measure ("Rights Measure").²⁰³ In May 2012, parts of the Rights Measure came into force as Welsh Ministers are now under a duty to have "due regard" to the CRC when planning and developing new legislation or policy, or reviewing or changing existing legislation or policy. On 1 May 2014, this duty will extend to all the functions of Welsh Ministers.

Additionally, in relation to asylum-seeking children, the CRC Committee welcomed the withdrawal of the UK's reservation on article 22 of the CRC as well as the UK Government's plans to legislate for a safeguarding duty to be incorporated into the UKBA.²⁰⁴ The CRC Committee made a number of recommendations related to the detention of children and the training of UKBA staff, and suggested that adequate safeguards be in place for children who were returned to their country of origin. While, it is noted that the UK government has worked to implement the CRC, it is suggested that the government devise a plan to better address the safety and wellbeing of children claiming asylum and children in unaccompanied situations.

At the regional level, the UK has ratified several important Council of Europe Conventions. The UK ratified the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No.:197 Convention).²⁰⁵ The UK ratified CETS 197 in December 2008. The UK's ratification of CETS 197 led to a proposed increase in victim services particularly related to reflection periods. The CETS 197 came into force on February 1, 2008 and covers all forms of trafficking in human beings, including children on an international, regional, and national level. The CETS 197 has a monitoring mechanism, Group of Experts on Action against Trafficking in Human Beings, (GRETA), which regularly publishes reports on the progress on trafficking issues by parties to the Convention. Additionally, the UK has signed and recently ratified the Council of Europe's Convention on Cybercrime CETS No.: 185 "Budapest Convention" in an effort to step up their cyber protection efforts on May 25, 2011.²⁰⁶ UK has signed but has not ratified or implemented the Convention on the Protection of Children against Sexual

Exploitation and Sexual Abuse (Lanzarote Convention).²⁰⁷ The Lanzarote Convention is a newer convention that was originated in 2007 and came into force July 2010,²⁰⁸ and is a particularly important agreement for fighting CSEC. The UK should ratify and implement the Lanzarote Convention.

In 2011, the EU issued two Directives related to CSEC: (1) Directive 2011/36/EU and (2) Directive 2011/92/EU. Directive 2011/36/EU addresses the prevention of human trafficking and it replaces Council Framework Decision 2002/629/JHA. Directive 2011/92/EU, which focuses on combating the sexual abuse and sexual exploitation of children and child pornography, replaces Council Framework Decision 2004/68/JHA, and aligns EU policy with the standards articulated in the Lanzarote Convention. The United Kingdom should adapt the principles of both of these Directives by their given deadlines 6 April 2013 in the case of Directive 2011/36/EU and 18 December 2013 in the case of Directive 2011/92/EU.

International instruments	
Human rights bodies related to child rights	Comments
Charter-based bodies	
Working Group of the Universal Periodic Review – Human Rights Council	May 24, 2012
Special Rapporteur on the sale of children, child prostitution and child pornography	No visit planned
Special Rapporteur on trafficking in persons, especially in women and children	No visit planned
ILO Convention 182 on the Worst Forms of Child Labour	March 22, 2000

Treaty-based bodies		
Committee on the Rights of the Child	2008- main conclusions related to CRC: <ul style="list-style-type: none"> ■ ratify the OPSC ■ sign and ratify the Optional Protocol related to Communication Procedure ■ improve implementation of laws related to CSEC and coordination of policy at the government level 	
CSEC Children’s rights instruments	Date of ratification	Date of submitted reports
Convention on the Rights of the Child	December 16, 1991	September 2008
OPSC	February 20, 2009	N/A (no reporting requirements)
OP3 (Communications Procedure)	Not yet signed or ratified. ²⁰⁹	
UN Convention against Transnational Organized Crime	February 9, 2006	
Regional Instruments		
UN Convention against Transnational Organized Crime	February 9, 2006	
Council of Europe Convention on Action against Trafficking in Human Beings CETS No.:197	December 17, 2008	
Council of Europe Convention against Sexual Exploitation and Sexual Abuse CETS No.:201	Signed on May 5, 2008	

Overview

The Sexual Offences Act of 2003 is a comprehensive legal protection mechanism for criminalising CSEC in Great Britain, Wales and Northern Ireland. In addition to including criminal provisions that cover traditional sexual offenses such as rape, sexual assault, and prostitution, the Sexual Offences Act of 2003 is very nuanced in that it addresses advanced CSEC concepts such as grooming for a sexual purpose (Section 15), and also codifies a provision for a sex act committed by a child or a young person (Section 13).²¹⁰ Additionally, the Sexual Offences Act of 2003 includes an entire section that addresses the abuse of power and its relationship with child sexual

exploitation (Sections 16-20). In addition to the legal provisions, the Sexual Offences Act of 2003 includes definitions of pertinent terms and interpretations of positions of trust and also examines the timeline of when the relationship/abuse began for legal purposes.²¹¹

In Scotland, the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 (“Scottish Protection Act 2005”), the Sexual Offences (Scotland) Act of 2009 contain legal definitions of child sexual exploitation. The Scottish Protection Act 2005 was passed by the Parliament in June 2005. The Scottish Protection Act 2005 criminalises grooming as well as criminalises other conduct for the purposes of protecting children from harm of a sexual nature,

and further defines sexual offences against children. The Sexual Offences Act criminalises rape and addresses consent and abuse of positions of trust and power.

Consent Issues

The issue of consent as it relates to CSEC is a legal concept that must be explicitly addressed in every country's criminal code or legislative document which criminalizes CSEC offenses. The Palermo Protocol, expressly provides that the consent of persons under 18 is irrelevant,²¹² eliminating the ambiguity that is sometimes inferred –correctly or not – from the silence of the CRC and the OPSC²¹³ on the issue of the 'age of consent' for child prostitution and child pornography. While there is some discontinuity within the existing international legal framework about the issue of child consent and CSEC, the UK has attempted to address the issue of consent in the Sexual Offences Act of 2003.²¹⁴ In England and Wales, the age of consent to any form of sexual activity is 16 for both men and women.²¹⁵ The Sexual Offences Act 2003 introduced a new series of laws to protect children under 16 from sexual abuse. The Sexual Offences Act of 2003 addresses the issue of consent broadly and carves out areas where consent is irrelevant in certain identified situations mostly described in Section 75(2)(a)-(f). Under the Act the non-consensual offences are sections 1-4 (of the Act) namely rape, assault by penetration,

sexual assault and causing a person to engage in sexual activity. Section 74 of the Act defines consent as “*if he agrees by choice, and has the freedom and capacity to make that choice*”.²¹⁶ This definition centres on whether the victim had the mental capacity (i.e. the age and understanding) to make a choice about whether or not to take part in the sexual activity at the time in question. Unfortunately, there is no definition of capacity in the latest version of the Act. The question of capacity to consent has proven to be an important issue in the UK courts when a child who is alleging exploitation is voluntarily and heavily intoxicated at the time of the incident, as seen in the 2007 case, *R v Bree*.²¹⁷ While case law and judge-made law is useful in clarifying the capacity issue in a common law jurisdiction such as the UK, amending the law through statute would provide more stability and continuity to the consent laws as they stand in the Sexual Offences Act of 2003, and will also alleviate some possibly uncomfortable and painful court room situations for victims. Considering that the Act's legal definition of consent is based on “capacity”, the UK government should amend the Act to include a legal definition of capacity as it relates to consent. Additionally, the general age of consent should be altered in the Sexual Offences Act of 2003 to reflect a uniform consent age of 18, with additional accelerated or aggravating penalties for crimes committed against younger children.

Child trafficking for sexual purposes

The UK has a set of specific laws that address trafficking both within, into, and outside of the UK. Human trafficking crimes are prosecuted by the Crown Prosecution Service (“CPS”).²¹⁸ In 2002, the UK Parliament passed the Nationality, Immigration and Asylum Act 2002, which made it an offence to traffic persons into, within, and out of the

UK for the purpose of prostitution.²¹⁹ These provisions were then replaced by sections 57-59 of the Sexual Offences Act 2003, which address trafficking into, within, and out of the UK for sexual exploitation, respectively. All offences carry a maximum prison sentence of fourteen years and/or a fine not exceeding the statutory maximum.²²⁰

Trafficking for non-sexual forms of exploitation has received considerably less legislative and prosecutorial attention in the UK. General trafficking provisions are captured by Section 4 of the Asylum and Immigration Act 2004.²²¹ Section 4 of the Asylum and Immigration Act of 2004 covers trafficking into, within, and out of the UK.²²² Under the Asylum and Immigration Act 2004, the maximum sentence is fourteen years imprisonment and/or a fine not exceeding the statutory maximum.²²³ Additionally, there is the Coroners and Justice Act 2009, which addresses slavery, servitude, and forced or compulsory labour.²²⁴ As human trafficking laws in the UK are only a few years old, there have not been a vast number of successful prosecutions to date.²²⁵ Most prosecutions have related to trafficking for sexual exploitation.²²⁶ One of the mandates in the 2007 Trafficking NPA is to keep “the legislation on trafficking under review to ensure it continues to provide an effective framework for the prosecution of trafficking offences and thereby provides a deterrent.”²²⁷

Article 3 of the Palermo Protocol defines human trafficking as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.²²⁸ Exploitation under the Palermo Protocol shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.²²⁹ The Sexual Offences Act of 2003 addresses trafficking in Articles 57, 58, and 59. Section 57 covers Trafficking into the UK for sexual exploitation, states that a person is guilty of trafficking into the UK for sexual exploitation if he intentionally arranges or facilitates the arrival in or entry into the UK of another person and he either

intends to do anything to or in respect of this person in any part of the world, which will involve commission of the relevant offense or he believes another person is likely to do something in respect to the potential victim that would be commission of trafficking.²³⁰ Section 58, Trafficking within the UK for sexual exploitation is the same wording as Section 57, except for that it applies, to a person who intentionally arranges or facilitates travel *within* the UK²³¹ instead of into the UK from another country or territory. Section 59 applies to a person who intentionally arranges or facilitates the departure from the UK of another person for the purpose of trafficking for sexual exploitation.²³²

While these sections are very expansive in their application to all of the geographic manifestations of trafficking, i.e. trafficking for sexual exploitative purposes within the UK, into the UK and out of the UK, they do not in fact contain a comprehensive definition of what is trafficking for sexual exploitation purposes itself, as defined and required by the Palermo Protocol. While the UK government has included a definition of trafficking for sexual exploitation in other related policy documents,²³³ there is no explicit definition within the Sexual Offences Act 2003 covering the elements of the Palermo Protocol definition of trafficking- i.e. recruitment, harbouring, transportation, transferring or receipt of children for purposes of sexual exploitation. Accordingly, the UK government should amend the Sexual Offences Act of 2003 to include a definition of trafficking, particularly the exploitation element that is compliant with Section 3(a) of the Palermo Protocol within the Sexual Offences Act of 2003.

In Scotland, the Sexual Offences (Scotland) Act 2009 contains an offence of sexual coercion which enables police and prosecutors to target traffickers who knowingly force or coerce someone else to engage in sexual activity. The Act also makes clear that sex is unlawful where the victim agrees or submits

to sex because violence or the threat of it, or where the victim has been unlawfully detained by the accuser.²³⁴ Section 22 of the Criminal Justice (Scotland) Act 2003 provides that the maximum penalty for involvement in trafficking for the purpose of prostitution and/or the production of obscene or indecent material is 14 years imprisonment on conviction on indictment.²³⁵ Section 47 of the Criminal Justice and

Licensing (Scotland) Act 2010 introduces a new offence of holding someone in slavery or servitude, or requiring a person to perform forced or compulsory labour.²³⁶ The offence will apply to anyone holding a person in such circumstances and the maximum penalty is 14 years imprisonment.²³⁷ The offence must be interpreted in accordance with Article 4 of the European Convention on Human Rights.²³⁸

Child prostitution

Article 2(b) of the OPSC defines child prostitution as, “the use of a child in sexual activities for remuneration or any other form of consideration.”²³⁹ OPSC Article 3(1)(b) further criminalises: “offering, obtaining, procuring or providing a child for child prostitution.”²⁴⁰ Sexual Offences Act 2003 criminalizes child prostitution as well as adult prostitution and contains detailed interpretative sections. Prostitution is not illegal in the UK, but child prostitution and adult prostitution stemming from force are illegal. Section 51 is an interpretation section which defines “prostitute” and “payment” as they apply to the child prostitution sections of the Sexual Offences Act 2003. Section 51(2) defines prostitute as a person (A) who, on at least one occasion and whether or not compelled to do so, offers or provides sexual services to another person in return for payment or a promise of payment to A or a third person. Section 51(3) defines “payment” means any financial advantage, including the discharge of an obligation to pay or the provision of goods or services (including sexual services) gratuitously or at a discount. The sections of the Sexual Offences Act 2003 that specifically address child prostitution are Section 47, Paying for Sexual Services of A Child; Section 48 Causing or Inciting Child Prostitution or Pornography; Section 49 Controlling a Child Prostitute or a

Child Involved in Pornography; Section 50 Arranging or Facilitating Child Prostitution or Pornography. Section 47(1) criminalizes a person intentionally obtaining for himself the sexual services of a person with a promise to pay for those services and the person is either “under 18 or the perpetrator does not reasonably believe that the person is 18 or over, or the person is under 13.”²⁴¹ (This phrase is used in Sections 48, 49, and 50 as well and will be discussed below in detail.) Section 47(2) defines payment as any financial advantage including the discharge of an obligation.²⁴² Section 47(6) outlines the sexual acts and sexual contact that set off aggravating circumstances: namely penetration of the child’s anus or vagina with the perpetrator’s body part or anything else, and oral sex acts.²⁴³ The penalty for this crime depends on the level of sexual contact set forth in Section 47(2) and the age of the child, and ranges from six months to life imprisonment.²⁴⁴ Sections 48, 49, and 50, respectively when read together are all consistent with the definition found in Article 2 of the OPSC- as they address: causing child prostitution (section 48) controlling a ‘child prostitute’ⁱⁱ (Section 49) arranging or facilitation of child prostitution (section 50).

In addition to the child- specific prostitution provisions, the 2003 Sexual Offences Act also

ⁱⁱ ECPAT objects to the use of the term “child prostitute” within the 2003 Sexual Offences Act and recommends that the title of Section 49 be altered.

has sections that address the more financial-related offenses related to prostitution causing or inciting prostitution for gain (Section 52); Controlling Prostitution for Gain (Section 53); Paying for Sexual Services of a Prostitute subjected to force (section 53A); penalties for keeping a brothel used for prostitution (section 55). Some of these provisions are relatively new, from the Policing and Crime Act 2009, particularly, paying for sexual services of a prostitute subjected to force (Section 53A).

While the 2003 Sexual Offences Act does incorporate the definition provided by OPSC 2(b) and 3(1)(b), the specific provisions that criminalize aspects of child prostitution in sections 47, 48, 49, and 50, all make an element of criminality hinge upon either (1) the child being under 13 years old or (2) if the child is over 13, the perpetrator's reasonable belief that the child is over 18. This sentiment is captured by the phrase that the child is "under 18 or the perpetrator does not reasonably believe that the person is 18 or over, or the person is under 13", in sections 47, 48, 49, and 50. This provision should be taken out of the 2003 Sexual Offences Act so that all perpetrators who engage in prostitution with all children under 18 are guilty of that element of the crime, instead of having the criminality hinge on the possibility of the perpetrator's reasonable belief that a child is over the age of 13 and under the age of 18. The 2003 Sexual Offences Act should amend its child prostitution laws to apply uniformly to perpetrators who solicit children under 18 regardless of the perpetrators' belief of the age of the child. The 2003 Sexual Offences Act can still include aggravating and mitigating factors based on age and sexual acts as exemplified in Section 47, but should remove any element of perpetrators' reasonable belief about a child's age as an element of the crime.

In Scotland, the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Section 9 addresses child prostitution.²⁴⁵ The Sexual Offences Act (Scotland) 2009

addresses sexual assault of a child, rape, and causing a child to look at sexual imagery.²⁴⁶ Section 9 of the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, "Abuse of children through prostitution and pornography," introduces a new offence of purchasing sexual services from a person under 18. The definition of sexual services in the bill refers to any activity that a reasonable person believes to be sexual or for the purposes of sexual gratification, for example prostitution or sex-chat lines. Under Section 9, a person commits an offence if they intentionally obtain for himself or herself the sexual services of another person, and before obtaining those services, the person (i) makes or promises payment for those services to a child or to a third person; or (ii) knows that another person has made or promised such a payment; and (c) either— (i) the child is under 18 years old, and the perpetrator does not reasonably believe that the child is 18 years or older; or (ii) the child is under 13.²⁴⁷ Under Section 9(2), "payment" means any financial advantage, including the discharge of an obligation to pay or the provision of goods or services (including sexual services) gratuitously or at a discount.²⁴⁸

In addition to the specific section criminalising child prostitution, the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Sections 10-12 combine and criminalise the causation, facilitation and organisation of child sexual services of child pornography.²⁴⁹ Section 10, "Causing or inciting provision by a child of sexual services or child pornography," criminalises a person intentionally inciting a child to become a provider of sexual services, or to be involved in pornography, in any part of the world; and either the child is under 18, and perpetrator does not reasonably believe that the child is 18 or over; or the child is under 13 years of age.²⁵⁰ Section 11 criminalises controlling a child providing sexual services or involved in pornography. Section 11 provides a person commits an offence if they intentionally

control any of the activities of a child relating to the child's provision of sexual services or involvement in pornography in any part of the world; and either the child is under 18 years old, and the perpetrator does not reasonably believe that the child is 18 or older; or the child is under 13 years of age.²⁵¹ Section 12, criminalises "Arranging or facilitating provision by a child of sexual services or

child pornography" as an offence where an individual intentionally arranges or facilitates the provision of sexual services in any part of the world by involvement in pornography in any part of the world of, a child; and either the child is under the age of 18 and the does not reasonably believe that the child is 18 or older; or the child is under the age of 13.²⁵²

Child pornography

The OPSC 2(c) defines child pornography to be "any representation, by whatever means, of a child engaged in real or simulated explicit sexual activities or any representation of the sexual parts of a child for primarily sexual purposes."²⁵³ OPSC 3(1)(c) further states that the offense encompasses offering, delivering or accepting, by whatever means, a child for the purpose of: producing, distributing, disseminating, importing, exporting, offering, selling or possessing for the purpose of child pornography.²⁵⁴

The existing legislation addressing child pornography in Great Britain comes from three main sources: the Sexual Offences Act 2003, the Protection of Children Act 1978, and the Coroners and Justice Act 2009. Even though existing legislation has improved recently, the provisions introduced that criminalised existing laws regarding child pornography are located in, at a minimum, three different laws or acts. In short, the scattered nature of all the relevant child pornography laws makes the laws less accessible, slightly confusing and less effective than if all the laws were together in a single source with coherent order, definitions and explanations.

The Sexual Offences Act 2003 covers offences relating to actual conduct associated with children and child pornography are contained in sections 10, 11 and 48 - 50 of the Sexual Offences Act 2003.²⁵⁵ The Sexual Offences Act 2003 uses the same

sections for child pornography that it uses for child prostitution, Sections 48 Causing or Inciting Child Prostitution or Pornography, 49, Controlling a Child Prostitute or a Child Involved in Pornography, and 50 Arranging or Facilitating Child Prostitution or Pornography.²⁵⁶ Section 51(1) defined a person to be involved in pornography if an indecent image of that person is recorded.²⁵⁷ While the previously mentioned sections of the 2003 Sexual Offences Act cover arranging (Section 50) causing or creating (Section 48) of pornography, the definition listed in Section 51(1) is insufficient as it does not include a specific definition of pornography that complies with the OPSC 2(c) definition as it does not mention what type of image—whether it is a representation of a real child or image simulated to look like a child, whether the image includes real or simulated explicit sexual activities or whether these images include any sexual parts of a child. These type of detailed points need to be included within the definition in the 2003 Sexual Offences Act in order to comply with the OPSC and provide better protection. It is critical that any representation of children engaged in sexual activity (cartoons, drawings, comics, video games, paintings, etc.) shall be criminalized to comply with Article 2(c) of the OPSC. On a positive note, the Sexual Offences Act 2003 in its section 15 prohibits meeting a child following sexual grooming, which is in line with Art. 23 of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse,

even though it has not yet been ratified by the United Kingdom.

Where the 2003 Sexual Offences Act lacks clear definitions of child pornography that comply with the OPSC, the Protection of Children Act 1978 (PCA 1978) offers a better description.²⁵⁸ Section 1 of PCA 1978 penalizes the making, distribution, showing and advertisement of indecent photographs of children.²⁵⁹ Section 1 covers a wide range of offences concerning indecent photographs of children, including the production of pseudo-photographs or simulated images, defined as “an image, whether made by computer graphics or otherwise, which appears to be a photograph.”²⁶⁰ Throughout the Protection of Children Act 1978, pseudo-photographs/simulated images are treated the same as actual photographs. Accordingly, it is possible to convict a person of making a pseudo-photograph where the dominant impression conveyed is that the person shown is a child, notwithstanding that some of the physical characteristics shown are those of an adult.²⁶¹

A limitation to the Protection of Children Act 1978 is that it only addresses indecent photographs and pseudo-photographs of children.²⁶² Additionally, under Section 1 of the Protection of Children Act 1978, the test applied with respect to the indecency of images of children is whether or not the image is indecent. The word ‘indecent’ has not been defined by the PCA 1978, but case law has said that it is for the jury to decide based on the recognized standards of propriety. This standard is insufficient and should also be amended to better comply with the specific provisions set forth in the OPSC.

Lastly, Section 62 of the Coroners and Justice Act 2009 criminalizes possession of a prohibited image of a child, punishable by 6 months to three years’ imprisonment. Section 62 came into force on the 6 April 2010, and is not retrospective. Possession of a prohibited image carries a maximum penalty on summary conviction of six

months’ imprisonment or a fine or both. The prohibition of mere possession of child pornography by Section 62 of the Coroners and Justice Act goes beyond the scope of the OPSC and complies with Art. 20.1(e) of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse even though it has not yet been ratified by the United Kingdom

Where the PCA 1978 handles photographs and pseudo- photographs, the child pornography provisions in the Coroners and Justice Act 2009 target at non-photographic images (including computer generated images (CGIs), cartoons, manga images and drawings) and therefore specifically excludes indecent photographs, or pseudo-photographs of children, as well as tracings or derivatives of photographs and pseudo-photographs. For Section 62(1), (which criminalizes possession of a prohibited image of a child) to come into effect, the image must be considered a “prohibited image”. Under 62(2) there are 3 elements that must be satisfied: (1) That the image is pornographic,²⁶³ (2) That the image is grossly offensive, disgusting, or otherwise of an obscene character,²⁶⁴ and (3) that the image focuses solely or principally on a child’s genitalia, or portrays a series of sexual acts.²⁶⁵ The Coroners and Justice Act 2009 defines a ‘pornographic image’ as one which must reasonably be assumed to have been produced solely or principally for the purpose of sexual arousal. Whether the image is “pornographic” is to be determined by judge or jury looking at the image in question within its context. Even if an image is pornographic, it will not be a prohibited image unless it also satisfies all the other aspects of the offence. Such criteria are very broad and are open to various interpretations, and accordingly either should be eliminated or clarified. Additionally, the provision should be amended to comply with Article 2(c) of the OPSC.

The UK legislator should also consider criminalizing the intentional access to child

pornography, through the use of Information and Communications Technologies as more and more real-time child sexual exploitation is being viewed by child sex abusers through the Internet. As the current laws requires the possession of child pornography materials (e.g. downloaded on their personal

computers) to prosecute offenders who consume child pornography, it is a challenge to prosecute those who watch live sexual exploitation of children as they do not download illegal materials, they just watch the abuse being performed in real time.

Sexual exploitation of children in travel and tourism

On August 13, 2012, the Government closed a legislative loophole/ 'three-day loophole' in section 86 of the Sexual Offences Act (2003), which allowed registered British sex offenders to travel abroad for up to three days without having to notify the authorities of their intention to do so. Under Section 86 of the Sexual Offences Act 2003, registered sex offenders must inform the police of any intention to travel outside the UK, preferably seven days before they depart. While offenders cannot necessarily be prevented from travelling, the law requires them to disclose certain information to the police, such as their date of departure, the countries they intend to visit and when they intend to return. However, under Regulation 5 of the Sexual Offences Act 2003 (Travel Notification Requirements) Regulations 2004, offenders were only required to notify the police if they intended to travel for a period of three days or more. The Sexual Offences Act 2003 (Notification Requirements) (England and Wales) Regulations 2012, which were published in March 2012 and came into force August 13, 2012, closing three other loopholes as well as the '3-day loophole': (1) Offenders with no fixed abode must now notify the police weekly of where they can be found; (2) Offenders must now notify the police when they are residing with a child under the age of 18; and (3) Offenders must notify the police about their bank account and credit card details and notify certain information about their passports or other identity documents at each notification. These changes were initiated to tighten the rules so that sex offenders can no longer seek to avoid

being on the register by changing their name.

In Scotland, it is an offence to meet a child following engaging in preliminary contact for the purpose of sexual exploitation.²⁶⁶ A person commits an offence under the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Section 1 and 2, if (a) having met or communicated with another person on at least one earlier occasion, (i) the adult intentionally meets the child; (ii) travels, in any part of the world, with the intention of meeting the child in any part of the world; or (iii) makes arrangements, in any part of the world, with the intention of meeting the child in any part of the world, also for the child to travel in any part of the world; (b) intends to engage in unlawful sexual activity involving the child or in the presence of child (i) during or after the meeting; and (ii) in any part of the world.²⁶⁷ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 Section 1 and 2 further interprets the reference to the adult having met or communicated with the child as having met the child in any part of the world or having communicated with the child by any means from or in any part of the world (and irrespective of where the child is in the world); and (b) a meeting or travelling or making of arrangements has a relevant Scottish connection if it, or any part of it, takes place in Scotland; and a communication has such a connection if it is made from or to or takes place in Scotland.²⁶⁸ Additionally, for this provision it is not necessary to allege or prove that the adult intended to engage in a specific activity.

There have been some improvements that the UK government has worked to implement in its approach to victim services. The government recently introduced the right to recovery, a reflection period and one year residence permit.²⁶⁹ Additionally, the Ministry of Justice is currently reviewing victims' services to ensure that young victims affected by crime are better supported. Proposals were published in the consultation, "Getting it right for victims and witnesses," which ran from 30 January to 22 April 2012.²⁷⁰

Comprehensive guidance on special measures available to support vulnerable and intimidated witnesses have been updated to include providing child witnesses with more choice about how they give evidence and ensuring that they have an appropriate individual to support them when giving evidence by live link.²⁷¹ The Ministry of Justice is working very closely with the police, the Crown Prosecution Service, the courts and the judiciary to examine whether the implementation of Section 28 of the Youth Justice and Criminal Evidence Act 1999 could be made to work in practice. Section 28 would allow for pre-trial video-recorded cross-examination.²⁷² This would help child

victims of CSEC give testimony that would likely lead to more convictions, but limit the amount of trauma that would occur. Children and young people under 18 are automatically eligible for special measures. Such measures available include: live links, which allow a witness to give evidence from outside the courtroom or from a remote location; screens, which ensure that the witness does not see the defendant when giving evidence; and in extreme cases, evidence in private, which allows the judge to clear the courtroom of people who do not need to be present while a witness gives evidence.²⁷³

The Ministry of Justice has recently amended the special measures provisions to: relax the restrictions on a witness giving additional evidence after the witness's video-recorded statement has been admitted as evidence; provide child witnesses with more choice and flexibility about how they give their evidence; make special provision for the presence of a supporter to the witness in the live link room; extend the automatic eligibility for special measures to witnesses in certain gun and knife crimes; and raise the upper age limit of child witnesses automatically eligible for special measures from 17 to 18.²⁷⁴

Marie Collins Foundation

The Marie Collins Foundation (MCF) is the UK charity established in 2011, enabling children who suffer sexual abuse and exploitation via internet and mobile technologies to recover and live safe, fulfilling lives. The foundation works with children, families, practitioners, Government departments and industry to ensure the response to those harmed reflects current best practice.

MCF works directly with children, young people and families to enable their recovery following sexual abuse involving technology. MCF works with practitioners such as social workers and educators and with organisations such as the police to provide training and consultancy services to ensure they are equipped to manage the specific needs of those abused online.²⁷⁵

Determination of the trafficking victim's status is overseen by the UK Human Trafficking Centre (UKHTC) through the NRM (National Referral Mechanism). The NRM is organized as a two-step decision making process for identifying victims of human trafficking and ensuring that they receive adequate care.²⁷⁶ The UK government adopted the NRM on April 1, 2009, as a formal means to identify potential victims of trafficking (PVoT) and provide them with the protection and support that they are entitled to under the Council of Europe Convention on Action against Trafficking in Human Beings.²⁷⁷ The trafficking victim identification process begins with a designated "first responder"²⁷⁸ refers a person who is thought to be a possible trafficking victim to one of the two separate but linked UK Competent Authorities: The UKBA and the UKHTC. From the initial identification by the First Responders, the process moves into two stages, "Reasonable Grounds" and "Conclusive Decision". As "Competent Authorities" the UKBA and the UKHTC make "Reasonable Grounds" decisions on whether the victim has been trafficked.²⁷⁹ During this process, the trained staff must assess all available information in coming to a decision as to whether the individual is a victim of trafficking. They must make this decision within five days of receipt of the referral from the First Responders. If the Competent Authority reaches a positive Reasonable Grounds decision, the victim is granted a 45 day reflection period and the Competent Authority will investigate the wider circumstances of the case in order to reach a Conclusive Grounds decision. The NRM process encourages information sharing and the development of a multi-agency approach. There has been significant training to ensure that the frontline responders in key agencies are equipped to assess whether an individual should be referred into the NRM. Among the measures included are ensuring staffing to respond to

individuals in an appropriate manner, and an increase of training and manuals to help with victim identification.²⁸⁰ All those nominated to be a Trafficking Competent Authority have received training on trafficking. This training has been carried out collaboratively with UKBA, UKHTC, CEOP, Poppy (Eaves Housing), CTAIL, Anti-Slavery International and ECPAT UK.²⁸¹ Appropriate awareness training has also been extended to the Family Planning Association, Immigration Judges, and NGOs.

While the NRM is a relatively new victim identification and protection process, having only gotten its start in 2009-2010, the NRM through SOCA, issues data "snapshots" of its work in three month increments. This is a beneficial practice that should be emulated where possible. Statistics from October to December 2011 (which came out in May 2012)²⁸² include a total of 249 individuals who were referred to the NRM, with 98 of those individuals, or roughly 39% of the overall number being minors.²⁸³ The most common type of exploitation for a majority of minors who were referred to the NRM during this period was labour trafficking and labour exploitation,²⁸⁴ with 37 or 37% experiencing that type of exploitation, 26 reporting sexual exploitation (26%) and domestic servitude representing the other type of exploitation the last 19 minors referred experienced.²⁸⁵ The ten most frequently referred countries of origin, account for 85% or 83 of all child referrals during the October- December 2011 reporting period.²⁸⁶ The UK is the eighth most-frequently referred country of origin for minors, with only six of the identified minors who were referred to the NRM coming from the UK.²⁸⁷ This fact lends itself to the criticism that the referral system set up by the NRM is not effectively identifying children from the UK. ECPAT UK also argues that the NRM is not fit for purpose, in particular because decisions about whether children are trafficked are being made by people with

an immigration focus and little or no child protection specialist knowledge.²⁸⁸

In addition to the country of origin, the NRM also collected data on outcomes and determinations of the NRM system for the minors identified. Sixty four of the 98 minor referrals (64%) received a positive Reasonable Grounds decision and were therefore submitted to the conclusive grounds process. Of this grouping, the most common countries of origin were Vietnam 14 individuals (14%), Slovakia 10 (10%), Nigeria 9 (9%), Romania 7 (7%) and the UK 6 (6%).²⁸⁹ Thirty of the 98 minors identified and referred to the NRM received a positive Conclusive Decision and

were therefore found to have been trafficked. The most common countries of origin for minors who obtained a positive Conclusive Decision were Romania 6 (6%), the UK 5 (5%), Nigeria 4 (4%) and Vietnam 4 (4%).²⁹⁰ Of the 98 minors identified, 57 of them were female children and 41 were male children. The most common age range for the minors referred was 16 to 17 years old at the time of referral and comprised 40% or 39 of the children referred.²⁹¹ Of the children referred in the October-December 2012 NRM reporting cycle, 37 of them were referred by the UKBA itself, 26 by the local authorities throughout the UK, 23 by the Police, and 12 by NGOs.²⁹²

SUPPORT SERVICES

In the UK, primary responsibility for safeguarding and promoting the welfare of children is delegated to local authorities. LSCBs are required to develop policies and procedures for safeguarding and promoting the welfare of children in the area of the authority, including policies and procedures in relation to the action to be taken where there are concerns about a child's safety or welfare.²⁹³ LSCBs may also use the Trafficked Children Toolkit, developed by the London Safeguarding Children Board, to help raise awareness of this issue among local authorities.²⁹⁴ Where a child has been referred to the local authority because of trafficking concerns, children's social care should decide within 24 hours whether to undertake an initial assessment to determine whether the child is a child in need and, where appropriate, following a strategic discussion, initiate a section 47 enquiry (Children Act 1989).

Whilst the Government policies have improved in the last ten years, there is still a need to improve the existing government and civil society support services available to address issues like guardianship of possibly trafficked children, and unaccompanied minors. It is the UK Government's present view that the procedures already in place to protect and care for children who are being looked after by local authority children's services are also sufficient to meet the specific needs of child victims of trafficking. A 2011 report by ECPAT UK, "Watch over me: A system of guardianship for child victims of trafficking," highlights the need for the Government to add legal guardians with statutory powers, in addition to the social workers to advocate effectively for the best interests of child trafficking victims and act as a link between the various agencies that they encounter.²⁹⁵

Since November 2009, the UKBA has been subject to a legal duty requiring it to take account of the need to safeguard and promote the welfare of children in carrying out immigration, nationality and general customs functions. Immigration Officials now have statutory guidance on how to safeguard and promote the welfare of children whilst exercising immigration functions. They also benefit from the UKBA programme of training, which raises their awareness of child protection and welfare issues and relates these issues to their work so that the principles of safeguarding, promoting welfare and considering the best interests of the child can be applied in an appropriate way. Police Officers are now also given child protection training through standards

set by the National Policing Improvement Agency.²⁹⁶ The Association of Chief Police Officers (ACPO) and the National Police Improvement Agency (NPIA) are working on improving the training of frontline police officers on child sexual exploitation matters. ACPO has established a “task and finish” group to consider the learning and development issues for policing identified in the CEOP thematic assessment *Out of Sight, Out of Mind* published in June 2011 and plan to produce a corresponding action plan by Autumn 2012.²⁹⁷ ACPO is also developing a virtual library of child sexual exploitation awareness materials and will create a child sexual exploitation community on the Police Online Knowledge Area (POLKA).²⁹⁸

CHILD AND YOUTH PARTICIPATION

In September 2009, the Department of Children, Schools and Families consulted with children and young people about the development of the United Nations Convention on the Rights of the Child: Priorities for Action for England at a conference, entitled ‘Putting children’s rights into practice’, organised in conjunction with the Children’s Rights Alliance for England and UNICEF.²⁹⁹

In addition to getting children involved in the implementation of the CRC, the UK has been active in encouraging children’s participation in the political process at the national level in Great Britain and in the devolved administrations. Between 2009 and 2011, the Government developed The Youth of Today, a national body for youth leadership that offers a range of opportunities

to young people, such as shadowing Ministers and Council leaders. It also ran a youth-led campaign to celebrate the achievements of young people, encouraging society to welcome them as leaders within their communities.³⁰⁰

England and all of the devolved administrations have Youth Parliaments. The UK Youth Parliament (UKYP) aims to include young people between 11 and 18 years old in the political process and gives them a meaningful opportunity to be listened to by MPs, government ministers and other politicians.³⁰¹ Every local authority in England has at least one young person who is elected to the UKYP, and every July, all UKYP members get together to discuss the issues that are important to young people. In Wales, there is the Funky Dragon, or the Children’s and Young People’s Assembly for Wales.

Since 2007, Funky Dragon has consulted with over 12,000 young people aged 11-18 in Wales and over 2,000 children aged 7-10 to make sure that young people are claiming their rights in Wales.³⁰² In Northern Ireland there is the Northern Ireland Youth Forum (NIYF), a youth organisation consisting of volunteer members between the ages of 11 and 25, which lobbies, advocates, promotes and fights for the rights of young people in Northern Ireland.³⁰³ In Scotland, the youth participatory body is the Scottish Youth Parliament (SYP). The Scottish Youth Parliament is the democratically elected voice of Scotland's young people.³⁰⁴ The SYP is designed by young people and led by young people for the benefit of young people. Members are between the ages of 14- 25 and represent different areas and voluntary organisations from across Scotland.³⁰⁵ Every year, the SYP has at least three national meetings. The latest SYP campaigns have addressed moving the voting age to 16 or 17, the promotion of a living wage and promoting marriage equality.

In addition to the Scottish Youth Parliament, the Scotland Commissioner for Children and Young People has made a concerted effort to encourage young people to participate in the law making and policy process. In August 2012, the office of the Scottish Commissioner for Children and Young People released Children and Young People's Participation in Scotland: Frameworks, Standards and Principles for Practice, a report that examines the frameworks in place to encourage child and youth participation in Scotland.³⁰⁶ The report examines whether national frameworks have potentially provided a platform for better understanding the process of involving children and young people in a participatory way.³⁰⁷ The report aimed to be a guide for better practice, and a way of generating baseline information for the evaluation of children and young people's participation over time.³⁰⁸

ECPAT UK Youth Program

ECPAT UK has a Youth Programme which promotes active participation of youth (working with youth networks and schools), and works directly with young victims of trafficking in the UK.³⁰⁹ The ECPAT UK Youth Programme operates by the mission that it 'aims to promote youth rights and seeks to ensure that meaningful participation of young victims of trafficking and exploitation.'³¹⁰ The ECPAT UK Youth Group is a group of young women aged 15-21 who have been identified as trafficked in the UK. The group meets on a weekly basis to provide mutual support and develop life skills. Activities include social outings and a programme of workshops to develop important skills for both personal and professional life, as well as access to educational mentoring scheme to assist with academic needs.³¹¹ The Youth Group also develops youth participation projects, creating materials and knowledge to enhance practice and the response to child victims of trafficking in the UK. The ECPAT UK Youth Programme have been recently working on a collaboration with the Refugee Support Network to provide specialist training to volunteer mentors who are working with child trafficking victims. The mentors provide educational support which is tailored to the young people's needs. This may be support with literacy, homework or assisting with job applications.³¹²



PRIORITY ACTIONS REQUIRED

National plan of action

- Future Trafficking NPAs should better delineate the roles of the various law enforcement agencies in their role on combating trafficking.
- The government needs to clearly state which portions, if any, of the Tackling Child Sexual Exploitation Action Plan applies to the devolved administrations of Scotland, Wales and Northern Ireland.
- The future updates to the CSE NPA should include information in the same format which the CSE NPA uses for greater transparency and impact.
- The UK Home Office needs to better coordinate the devolved administrations various efforts to have current NPAs and other high-level policies be current-particularly Northern Ireland and Scotland

Cooperation and coordination

- The overall responsibility for child trafficking should be with the Department for Education (working alongside other relevant departments), not the Home Office, in order to ensure trafficking is dealt within a child safeguarding framework, not through the lens of immigration.
- The overlapping law enforcement agencies need to be streamlined (although with the NCA in 2013 this may happen) as it seems the large number of law enforcement are leading to institutional disorientation not hyper-vigilance.
- The UKHTC and CEOP need to work out their respective duties related to the identification, prevention, protection and care of child trafficking victims.

Prevention

- An independent Rapporteur or Anti-Trafficking Commissioner with a specific focus on children should be established to improve data collection and evaluate Government action to combat trafficking. This mechanism could ensure the systematic collection, monitoring and analysis of comprehensive and disaggregated data, and accountability to Parliament.
- The government programmes that address children in government care need to be overhauled so that there is greater transparency and accountability
- Public and school-base awareness initiatives should be implemented to mainstream knowledge about the commercial sexual exploitation of children.

Protection

- The UK needs to ratify and implement the Lanzarote Convention.
- The UK needs to transpose EU Anti-Trafficking Directive 2011/36/EU and EU Directive 2011/92/EU, aimed at preventing and combating CSEC and trafficking in persons, into domestic legislation.
- A definition of capacity needs to be included in the Sexual Offences Act 2003 as it relates to section 73-76 definition of consent.
- For child prostitution crimes, the government needs to eliminate the perpetrator's "reasonable belief" of the age of a child over 13 but under 18 years element of the crimes listed in sections 47, 48, 49 and 50.
- The term "child prostitute" in section 49 of the Sexual Offences Act of 2003 needs to be altered to child victims of sexual exploitation
- The Sexual Offence Act of 2003 should include a definition of trafficking in persons that is consistent with Art. 3 of the UN Trafficking Protocol.
- The 'obscene/indecent' criteria to consider a "prohibited image" (depicting child pornography), should be removed from The Coroners and Justice Act of 2009.
- The intentional access to child pornography through the use of Information and Communications Technology should be criminalized.

Support services

- There needs to be an urgent in-depth and independent review into the suitability and effectiveness of the NRM for children.
- Following improvements, the NRM needs to be promoted by the UK government as the appropriate government source for victim services and victim issues and work must be done to ensure that all first responders are aware of the NRM and how to refer to it.
- The government needs to develop a more identifiable support services programme for CSEC victims.
- The government needs to establish a system of guardianship so that every child victim of trafficking would have a guardian who would:- have parental responsibility and provide care and support- ensure the child receives the educational, medical, practical and legal support they need to help rebuild their lives- help to prevent them from facing further exploitation or harm from traffickers.
- More effort is needed to better identify suitable and safe accommodations for CSEC victims both in short-term and long-term, tailored to the needs of each individual child, following the 12 principles set out in 'On The Safe Side - Principles for the safe accommodation of child victims of trafficking'.

- Strengthen children and young people's capacities for effective participation in advocacy, particularly in relation to how governments make decisions and how to lobby, campaign and advocate for change; how to utilise research methods, data collection and media.
- More research and policy debate involving children and youth is needed to explore and understand the manifestations of CSEC so as to better inform prevention, protection and recovery strategies serving the best interest of the child.

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.

ENDNOTES

- ¹ This Agenda for Action will focus on the actions of the UK government and NGOs. However, where applicable, commentary will be given for actions of the devolved administrations in Northern Ireland, Wales, and Scotland at the local government and administration level.
- ² World Bank, Data, United Kingdom, available at http://data.worldbank.org/country/united-kingdom#cp_wdi.
- ³ Lisa Benton-Short, Marie D. Price, Samantha Friedman, Globalization from Below: The Ranking of Global Immigrant Cities, International Journal of Urban and Regional Research, Volume 29.4, 945-59, December 2005.
- ⁴ Hugh Pym, Where the Recession Has Hit Hardest, BBC News, October 23, 2009 <http://news.bbc.co.uk/2/hi/8320631.stm>
- ⁵ Child Poverty During the Recession and Beyond, http://www.ifs.org.uk/economic_review/fp271.pdf
- ⁶ The Office of Children's Commissioner (England and Wales), "I thought I was the only one - the only one in the world" Berelowitz, S (2012) www.childrenscommissioner.gov.uk/.../content_63.
- ⁷ Threat Assessment of Child Sexual Exploitation and Abuse, Child Exploitation and Online Protection Centre (CEOP) 2012 at Sec 2 p.6.
- ⁸ Report of the World Congress III Against Sexual Exploitation of Children & Adolescents, ECPAT International available at <http://www.ecpat.net/WorldCongressIII/PDF>
- ⁹ Parents Found Guilty Of Murdering Daughter In UK, associated press, August 3, 2012 <http://www.npr.org/templates/story/story.php?storyId=157965489>
- ¹⁰ Parents Found Guilty Of Murdering Daughter In UK, associated press, August 3, 2012 <http://www.npr.org/templates/story/story.php?storyId=157965489>
- ¹¹ Community Partnership Project Report, London Safeguarding Children Board at 9, available at www.londonscb.gov.uk/.../community_partnership_project_30_nov...
- ¹² Parents Found Guilty of Murdering Daughter in UK, associated press, August 3, 2012 <http://www.npr.org/templates/story/story.php?storyId=157965489>
- ¹³ Statistics: England, BAAF: Adopting and Fostering, available at <http://www.baaf.org.uk/res/statengland>. These figures are current for March 2011. BAAF is UK's leading fostering and adoption membership association.
- ¹⁴ Judith Burns, Care home reforms aim to halt child sex abuse 3 July 2012, BBC News, available at <http://www.bbc.co.uk/news/education-18675986>
- ¹⁵ Judith Burns, Care home reforms aim to halt child sex abuse 3 July 2012, BBC News, available at <http://www.bbc.co.uk/news/education-18675986>
- ¹⁶ Rochdale Grooming Trial: Nine Men Jailed BBC News, May 9, 2012, <http://www.bbc.co.uk/news/uk-england-17993003>
- ¹⁷ Rochdale Grooming Trial: Nine Men Jailed BBC News, May 9, 2012, <http://www.bbc.co.uk/news/uk-england-17993003>
- ¹⁸ Two arrests in trafficking investigation, UKBA website, September 3, 2012 available at <http://www.ukba.homeoffice.gov.uk/sitecontent/newsarticles/2012/september/03-arrest-trafficking>
- ¹⁹ Judith Burns, Care home reforms aim to halt child sex abuse 3 July 2012, BBC News, available at <http://www.bbc.co.uk/news/education-18675986>
- ²⁰ APPG inquiry into children who go missing or run away from care, The Children's Society webpage, available at <http://www.childrenssociety.org.uk/what-we-do/policy-and-lobbying/parliamentary-work/appg-inquiry-children-who-go-missing-or-run-away-c>
- ²¹ Child Trafficking Update, Child Exploitation and Online Protection Center (CEOP) October 2011, Executive Summary, pg. 3, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf. It is important to note that this figure includes referrals made to the National

- Referral Mechanism as well as the Referrals received by the Child Trafficking Advice and Information Line (CTAIL) and may include children that were already in the investigative process.
- ²² Child Trafficking Update, Child Exploitation and Online Protection Centre (CEOP) October 2011, Executive Summary, pg. 3, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ²³ Child Trafficking Update, Child Exploitation and Online Protection Centre (CEOP) October 2011, pg. 11, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ²⁴ Child Trafficking Update, Child Exploitation and Online Protection Centre (CEOP) October 2011, pg. 11, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ²⁵ See Refugee Council Briefing, The New Asylum Model, August 2007, available at <http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/briefings/Newasylummodel.pdf>
- ²⁶ 53A- Sexual Offences Act 2003
- ²⁷ Oxford Child Prostitution Accused Face Further Charges, BBC News, 24 April 2012, available at <http://www.bbc.co.uk/news/uk-england-oxfordshire-17822473-about-an-oxford-prostitution-ring>
- ²⁸ Oxford Child Prostitution Accused Face Further Charges, BBC News, 24 April 2012, available at <http://www.bbc.co.uk/news/uk-england-oxfordshire-17822473-about-an-oxford-prostitution-ring>
- ²⁹ Helen Carter, Takeaway Owner Jailed for Inciting Child Prostitution, The Guardian, May 15, 2012, available at <http://www.guardian.co.uk/uk/2012/may/15/takeaway-owner-jailed-child-prostitution>
- ³⁰ <http://www.mirror.co.uk/news/uk-news/mirror-special-investigation-into-sickening-child-1379519>
- ³¹ http://www.nspcc.org.uk/news-and-views/media-centre/press-releases/2012/12-10-15-urgent-action-child-abuse-images/urgent-action-child-abuse-images_wdn92344.html
- ³² <http://www.mirror.co.uk/news/uk-news/mirror-special-investigation-into-sickening-child-1379519>
- ³³ John Rowlinson, The Internet and Children: Access and Usage, SafeKids UK, 2 April 2012 available at <http://www.safekids.co.uk/childreninternetaccessusage.html> referencing a UK Children Go Online 2006.
- ³⁴ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 7, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ³⁵ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 6, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ³⁶ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 6-7, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ³⁷ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 7, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ³⁸ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, citing CEPO Referral data 2011, Section 2, pg. 11, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ³⁹ Press Association, Internet pornography: government to consult on protecting children, The Guardian, May 4, 2012, available at <http://www.guardian.co.uk/technology/2012/may/04/internet-pornography-crackdown?INTCMP=SRCH>; see also Josh Halladay Pornography online: David Cameron to consider 'opt in' plan,

Guardian May 4, 2012 available at <http://www.guardian.co.uk/technology/2012/may/04/pornography-online-cameron-opt-in-plan?INTCMP=SRCH>

- ⁴⁰ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 12, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ⁴¹ See e.g., ABTA and ECPAT UK Gain Comic Relief Funding for Child Protection Training 11 November 2008 available at <http://www.abta.com/resources/news/view/71>
- ⁴² Section 86 Sexual Offences Act 2003
- ⁴³ The 2012 Games and human trafficking Identifying possible risks and relevant good practice from other cities, London Councils, GLE Consulting, January 2011
- ⁴⁴ The 2012 Games and human trafficking Identifying possible risks and relevant good practice from other cities, London Councils, GLE Consulting, January 2011
- ⁴⁵ This Plan does highlight some agenda action items related to eradicating female child sex abuse; its primary focus is domestic violence identification and prevention. There is a program, HEART, which is related to the NPA and will be highlighted in the Prevention section at page XX. See Call to End Violence against Women and Girls Action Plan, March 2011 available at <http://www.homeoffice.gov.uk/publications/crime/call-end-violence-women-girls/vawg-action-plan?view=Binary>.
- ⁴⁶ Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG), Children's Commissioner webpage, available at <http://www.childrenscommissioner.gov.uk/info/csegg1>
- ⁴⁷ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, Executive Summary, pg. 4, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁴⁸ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, Executive Summary, pg. 5, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁴⁹ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 13, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵⁰ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg.14-17 , available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵¹ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg.18-24 , available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵² UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, Executive Summary, pg. 6, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵³ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, Executive Summary, pg. 6, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf The referenced report was Missing Out, ECPAT UK, Beddoe 14th January 2007
- ⁵⁴ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 60 , available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵⁵ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 60 , available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁵⁶ See UK Action Plan on Tackling Human Trafficking, March 2007, generally Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 2, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf

- ⁵⁷ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, at 2.
- ⁵⁸ Human Trafficking – The Government’s Strategy <http://www.homeoffice.gov.uk/publications/crime/human-trafficking-strategy?view=Binary>
- ⁵⁹ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009 at 11.
- ⁶⁰ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009 at 11-13.
- ⁶¹ Tackling Child Sexual Exploitation Department for Education, November 2011 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶² Tackling Child Sexual Exploitation Department for Education, November 2011 at 2-3, available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶³ Tackling Child Sexual Exploitation Department for Education, November 2011 at 4-9 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶⁴ Tackling Child Sexual Exploitation, Department for Education, November 2011, Annex A, pg. 33, available at <https://www.education.gov.uk/publications/eOrderingDownload/DFE-00246-2011.pdf>
- ⁶⁵ Tackling Child Sexual Exploitation Department for Education, November 2011 at 4-9 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶⁶ Tackling Child Sexual Exploitation Department for Education, November 2011 at 10-11 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶⁷ Tackling Child Sexual Exploitation Department for Education, November 2011 at 17-18 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁶⁸ UK Action Plan on Tackling Child Sexual Exploitation Action Plan, Progress Report, Department for Education, July 2012, pg. 5, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ⁶⁹ See Guidance and Policy on Sexual Exploitation of Children, NSPCC website June 2012, available at http://www.nspcc.org.uk/Inform/resourcesforprofessionals/sexualabuse/sexual_exploitation_guidance_wda85104.html for further guidance.
- ⁷⁰ Guidance and Policy on Sexual Exploitation of Children, NSPCC website June 2012, available at http://www.nspcc.org.uk/Inform/resourcesforprofessionals/sexualabuse/sexual_exploitation_guidance_wda85104.html; see also Child Protection Publications, Northern Ireland Department of Health, Social Services & Public Safety, available at http://www.dhsspsni.gov.uk/index/hss/child_care/child_protection/child_protection_publications.htm
- ⁷¹ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>
- ⁷² See: http://www.ecpat.org.uk/sites/default/files/jchr_response_final.pdf
- ⁷³ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, at 7, June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>
- ⁷⁴ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, at 7 June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>

- ⁷⁵ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, at 8-10 June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>
- ⁷⁶ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, at 7 June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>
- ⁷⁷ The APPG for Runaway and Missing Children and Adults and the APPG for Looked After Children and Care Leavers, Report from the Joint Inquiry Into Children Who Go Missing From Care, June 2012, available at <https://www.education.gov.uk/publications/eOrderingDownload/Report%20-%20children%20who%20go%20missing%20from%20care.pdf>
- ⁷⁸ Jessica Shepard, Goodbye Department for Curtains and Soft Furnishings, The Guardian, May 13, 2010, available at <http://www.guardian.co.uk/education/2010/may/13/dcsf-new-name-department-education>
- ⁷⁹ Jessica Shepard, Goodbye Department for Curtains and Soft Furnishings, The Guardian, May 13, 2010, available at <http://www.guardian.co.uk/education/2010/may/13/dcsf-new-name-department-education>
- ⁸⁰ London Safeguarding Children Board, Terms of Reference, http://www.londonscb.gov.uk/about_the_london_safeguarding_children_board/
- ⁸¹ Tackling Child Sexual Exploitation Department for Education, November 2011 at 10-11 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁸² Tackling Child Sexual Exploitation Department for Education, November 2011 at 10-11 available at <http://media.education.gov.uk/assets/files/pdf/c/tackling%20child%20sexual%20exploitation%20action%20plan.pdf>
- ⁸³ Children's Commissioner website, available at <http://www.childrenscommissioner.gov.uk/>
- ⁸⁴ CRC COMMITTEE notes and also in United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 9, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ⁸⁵ United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 9-10, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ⁸⁶ For Scotland it is the Scotland Commissioner for Children and Young People, more information available at <http://www.sccyp.org.uk/about/policy>. For Wales it is the Children's Commissioner for Wales, more information available at <https://www.childcomwales.org.uk/en/review-of-advocacy/>. For Northern Ireland it is the Northern Ireland Commissioner for Children and Young People, available at <http://www.niccy.org/children>
- ⁸⁷ Review of Advocacy, available at <https://www.childcomwales.org.uk/en/review-of-advocacy/>
- ⁸⁸ At time of publishing, ECPAT UK reported that they were not aware of an official update on a public response – informally, it is believed that they did respond and the Welsh CC is in discussion with them about their response.
- ⁸⁹ Welcome for Early Intervention Report, Northern Ireland Commissioner for Children and Young People website, <http://www.niccy.org/article.aspx?menuId=15347>
- ⁹⁰ Serious Organised Crime and Police Act 2005, 2005, Section 1, pg. 1-2, available at http://www.legislation.gov.uk/ukpga/2005/15/pdfs/ukpga_20050015_en.pdf
- ⁹¹ Serious Organised Crime Agency (SOCA), About SOCA, available at <http://www.soca.gov.uk/>
- ⁹² UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 35, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ⁹³ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, pg. 5, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf

- ⁹⁴ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, Section 2, pg. 8, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ⁹⁵ See CEOP Centre, with UKHTC, NSPCC, Child Trafficking Update, October 2011
- ⁹⁶ How the NCA Will Operate, NCA webpage available at <http://www.homeoffice.gov.uk/crime/nca/how-nca-will-operate/>.
- ⁹⁷ How the NCA Will Operate, NCA webpage available at <http://www.homeoffice.gov.uk/crime/nca/how-nca-will-operate/>.
- ⁹⁸ Child Sex Offender Disclosure Scheme, NCA website, available at <http://www.homeoffice.gov.uk/crime/child-sex-offender-disclosure/>
- ⁹⁹ How the NCA Will Operate, NCA webpage available at <http://www.homeoffice.gov.uk/crime/nca/how-nca-will-operate/>.
- ¹⁰⁰ SOCA website, How We Are Run, available at <http://www.soca.gov.uk/about-soca>.
- ¹⁰¹ SOCA, Partnerships available at <http://www.soca.gov.uk/>
- ¹⁰² Serious Organised Crime Act of 2005 Chp 1, Part 1 available at <http://www.legislation.gov.uk/ukpga/2005/15/part/1/chapter/1>
- ¹⁰³ SOCA website, "Accountability" available at <http://www.soca.gov.uk/about-soca/how-we-are-run/accountability>
- ¹⁰⁴ Serious Organised Crime Act of 2005 Chp 1, Part 1 available at <http://www.legislation.gov.uk/ukpga/2005/15/part/1/chapter/1>
- ¹⁰⁵ Serious Organised Crime Act of 2005 Chp 1, Part 3(1), (3(2) available at <http://www.legislation.gov.uk/ukpga/2005/15/part/1/chapter/1>
- ¹⁰⁶ SOCA website, Partnerships: How We Operate available at <http://www.soca.gov.uk/about-soca/how-we-are-run/>
- ¹⁰⁷ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 14, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹⁰⁸ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 14, available at <http://www.ungift.org/doc/knowledgehub/resource-centre/>
- ¹⁰⁹ CEOP Centre Webpage, "How We Do it" our Faculty Approach, Available at <http://ceop.police.uk/About-Us/How-we-do-it/>
- ¹¹⁰ CEOP Centre Webpage, "How We Do it" our Faculty Approach, Available at <http://ceop.police.uk/About-Us/How-we-do-it/>. Such intelligence is translated into assessment reports in line with the Regulation of Investigatory Powers Act 2000, and then disseminated as appropriate.
- ¹¹¹ CEOP Centre Webpage, "How We Do it" our Faculty Approach, Available at <http://ceop.police.uk/About-Us/How-we-do-it/>
- ¹¹² CEOP Centre Webpage, "How We Do it" our Faculty Approach, Available at <http://ceop.police.uk/About-Us/How-we-do-it/>
- ¹¹³ CEOP Centre Webpage, "About Us", Available at <http://ceop.police.uk/About-Us>
- ¹¹⁴ See e.g. Child Trafficking Update, October 2011, CEOP Centre, and CEOP Centre Executive Summary: CEOP Thematic Assessment, June 2011, Out of Mind, Out of Sight: Breaking Down the Barriers to Understanding Child Sexual Exploitation.
- ¹¹⁵ Introduction to UKHTC available at <http://www.soca.gov.uk/about-soca/about-the-ukhtc>
- ¹¹⁶ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 37, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ¹¹⁷ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, Executive Summary, pg. 5, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ¹¹⁸ UK Action Plan on Tackling on Human Trafficking, Home Office 2007
- ¹¹⁹ UK Action Plan on Tackling on Human Trafficking, Home Office 2007
- ¹²⁰ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 11, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf

- ¹²¹ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 37, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ¹²² Victims of Human Trafficking, Guidance for Frontline Staff, at 8; Border Force Operations Manual Children, Young People and Vulnerable Passengers, Identifying Victims of Trafficking UKBA, July 23, 2012, available at <http://www.ukba.homeoffice.gov.uk/sitecontent/documents/policyandlaw/modernised/cross-cut/protecting-vulnerable/04-victimstrafficking?view=Binary>
- ¹²³ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, pg. 37, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ¹²⁴ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 12, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹²⁵ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 12, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹²⁶ See e.g. UKBA Website, Enforcing Immigration Law: Your Region (Wales and Southwest) available at <http://www.ukba.homeoffice.gov.uk/aboutus/your-region/wales-sw/enforcing-the-law/>
- ¹²⁷ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 9, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹²⁸ Memorandum Submitted by Paladin, The Trade in Human Beings: Human Trafficking in the UK - Home Affairs Committee Contents, January 2009 available at <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmhaff/23/23we41.htm>
- ¹²⁹ The January 2011 report, "The 2012 Games & Human Trafficking: Identifying Possible Risks & Relevant Good Practice from Other Cities," was a report that was created by London Councils, a cross-party organisation, comprised of all 32 London boroughs, the City of London, the Metropolitan Police Authority and the London Fire and Emergency Planning Authority. The Olympics report included assistance from groups such as ECPAT UK, UK Network of Sex Work Projects and Women's National Commission, London Safeguarding Children Board subgroup, London School of Economics and the Salvation Army.
- ¹³⁰ 2012 Games and Human Trafficking: Identifying Possible Risks and Relevant Good Practice from Other Cities, London Councils and GLE Consulting, January 2011, pg.5, available at <http://ec.europa.eu/anti-trafficking/download.action;jsessionid=QF31RQIMRNyQLCydYntRhSBK0m1W93KpNvGv2jXg5bCs8886HJTj!-656776111?nodePath=%2FPublications%2FThe+2012+Games+and+Human+Trafficking.pdf&fileName=The+2012+Games+and+Human+Trafficking.pdf>
- ¹³¹ 2012 Games and Human Trafficking: Identifying Possible Risks and Relevant Good Practice from Other Cities, London Councils and GLE Consulting, January 2011, pg.3, available at <http://ec.europa.eu/anti-trafficking/download.action;jsessionid=QF31RQIMRNyQLCydYntRhSBK0m1W93KpNvGv2jXg5bCs8886HJTj!-656776111?nodePath=%2FPublications%2FThe+2012+Games+and+Human+Trafficking.pdf&fileName=The+2012+Games+and+Human+Trafficking.pdf>
- ¹³² Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 14, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹³³ 2012 Games and Human Trafficking: Identifying Possible Risks and Relevant Good Practice from Other Cities, London Councils and GLE Consulting, January 2011, pg.5, available at <http://ec.europa.eu/anti-trafficking/download.action;jsessionid=QF31RQIMRNyQLCydYntRhSBK0m1W93KpNvGv2jXg5bCs8886HJTj!-656776111?nodePath=%2FPublications%2FThe+2012+Games+and+Human+Trafficking.pdf&fileName=The+2012+Games+and+Human+Trafficking.pdf>
- ¹³⁴ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and

- Scottish Government, October 2009, pg. 16, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹³⁵ First Ministerial Report of the Inter-Department Working Group on Human Trafficking, available at <http://www.official-documents.gov.uk/document/cm84/8421/8421.pdf>
- ¹³⁶ Anthony Bond, Male Masseur Flew Boy, 15 to London to Work as Prostitute for Olympics, Mail Online, July 26, 2012, available at <http://www.dailymail.co.uk/news/article-2179258/Man-travelling-teenage-boy-Heathrow-sent-U-S-fears-planned-sexually-exploit-youngster-Olympics.html>
- ¹³⁷ Getting Tough on Trafficking and Prostitution <http://www.london.gov.uk/priorities/crime-community-safety/tackling-priority-crimes/violence-against-women/trafficking-prosti>
- ¹³⁸ Jamie Doward, London 2012 Olympics: Brothel Crackdown Put workers at risk April 9, 2011, available at <http://www.guardian.co.uk/uk/2011/apr/10/brothel-crackdown-london-olympics-risk>,
- ¹³⁹ Jamie Doward, London 2012 Olympics: Brothel Crackdown Put workers at risk April 9, 2011, available at <http://www.guardian.co.uk/uk/2011/apr/10/brothel-crackdown-london-olympics-risk>
- ¹⁴⁰ United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 4, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ¹⁴¹ The Council was set up following a recommendation in Professor Tanya Byron's report, Safer Children in a Digital World, which the Government accepted in full. United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children Schools and Families, at 14 (2009) available at GET ORIGINAL DoE website link citing DCSF (2008) Safer Children in a Digital World www.dcsf.gov.uk/byronreview/
- ¹⁴² Operation GOLF – A UK and Romanian Joint Investigation Tackling Romanian Organised Crime and Child Trafficking available at <http://ec.europa.eu/anti-trafficking/entity.action?id=5c9c60a9-6b50-478d-808c-6a1b5ff58444>
- ¹⁴³ Operation GOLF – A UK and Romanian Joint Investigation Tackling Romanian Organised Crime and Child Trafficking available at <http://ec.europa.eu/anti-trafficking/entity.action?id=5c9c60a9-6b50-478d-808c-6a1b5ff58444>
- ¹⁴⁴ Operation GOLF – A UK and Romanian Joint Investigation Tackling Romanian Organised Crime and Child Trafficking available at <http://ec.europa.eu/anti-trafficking/entity.action?id=5c9c60a9-6b50-478d-808c-6a1b5ff58444>
- ¹⁴⁵ Threat Assessment of Child Sexual Exploitation and Abuse, Child Abuse and Child Exploitation and Online Protection Centre (CEOP) 2012, pg. 5, available at http://ceop.police.uk/Documents/ceopdocs/CEOPThreatA_2012_190612_web.pdf
- ¹⁴⁶ Blue Blindfold, "About Us" Blue Blind Fold website, Available at <http://www.blueblindfold.co.uk/aboutukhtc/>
- ¹⁴⁷ Blue Blindfold, "About Us" Blue Blind Fold website, Available at <http://www.blueblindfold.co.uk/aboutukhtc/>
- ¹⁴⁸ Blue Blindfold, "About Us" Blue Blind Fold website, Available at <http://www.blueblindfold.co.uk/aboutukhtc/>
- ¹⁴⁹ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 7, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹⁵⁰ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 7, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹⁵¹ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 6, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹⁵² The 2009 Trafficking in Persons Report, US Department of State, available at <http://www.state.gov/documents/organization/123357.pdf>
- ¹⁵³ My Dangerous Loverboy, SOCA, UKHTC, Prevention webpage available at <http://www.soca.gov.uk/about-soca/about-the-ukhtc/>

- prevention/my-dangerous-loverboy
- ¹⁵⁴ My Dangerous Loverboy, SOCA, UKHTC, Prevention webpage available at <http://www.soca.gov.uk/about-soca/about-the-ukhtc/prevention/my-dangerous-loverboy>
- ¹⁵⁵ My Dangerous Loverboy, SOCA, UKHTC, Prevention webpage available at <http://www.soca.gov.uk/about-soca/about-the-ukhtc/prevention/my-dangerous-loverboy>
- ¹⁵⁶ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 6, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ¹⁵⁷ The HEART PROGRAMME, available at http://www.met.police.uk/heart_programme/about.html See also www.heartprogramme.org.
- ¹⁵⁸ Direct Helpline to Contact Police about Trafficking, HEART Programme website available at <http://www.heartprogramme.org/site/trafficking>
- ¹⁵⁹ Tackling Child Sexual Exploitation Action Plan, Progress Report July 2012, at page 8. See also Two vital new services launched to help thousands of missing children, CEOP website, May 23, 2012, available at <http://ceop.police.uk/Media-Centre/Press-releases/2012/Two-vital-new-services-launched-to-help-thousands-of-missing-children1/>
- ¹⁶⁰ See also Two vital new services launched to help thousands of missing children, CEOP website, May 23, 2012, available at <http://ceop.police.uk/Media-Centre/Press-releases/2012/Two-vital-new-services-launched-to-help-thousands-of-missing-children1/>
- ¹⁶¹ See also Two vital new services launched to help thousands of missing children, CEOP website, May 23, 2012, available at <http://ceop.police.uk/Media-Centre/Press-releases/2012/Two-vital-new-services-launched-to-help-thousands-of-missing-children1/>
- ¹⁶² Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 8, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ¹⁶³ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 8, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ¹⁶⁴ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 3, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ¹⁶⁵ ABTA and ECPAT UK Gain Comic Relief Funding for Child Protection Training, November 11, 2008, available at <http://www.abta.com/resources/news/view/71>.
- ¹⁶⁶ ABTA and ECPAT UK Gain Comic Relief Funding for Child Protection Training, November 11, 2008, available at <http://www.abta.com/resources/news/view/71>.
- ¹⁶⁷ Valere Tjolle, Every child everywhere training initiative launched by ABTA ECPAT December 14, 2010, available at http://www.travelmole.com/news_feature.php?news_id=1145612
- ¹⁶⁸ Valere Tjolle, Every child everywhere training initiative launched by ABTA ECPAT December 14, 2010, available at http://www.travelmole.com/news_feature.php?news_id=1145612
- ¹⁶⁹ Valere Tjolle, Every child everywhere training initiative launched by ABTA ECPAT December 14, 2010, available at http://www.travelmole.com/news_feature.php?news_id=1145612
- ¹⁷⁰ Off the Radar: Protecting Children from British Sex Offenders Who Travel, February 2011 available at <http://www.ecpat.org.uk/content/sexual-exploitation-children-tourism-campaign>
- ¹⁷¹ Off the Radar: Protecting Children from British Sex Offenders Who Travel, February 2011 available at <http://www.ecpat.org.uk/content/sexual-exploitation-children-tourism-campaign>
- ¹⁷² On the Safe Side: Principles for the Safe Accommodation of Child Victims of Trafficking, ECPAT UK, available at <http://www.ecpat.org.uk/content/principles-safe-accommodation-child-victims-trafficking>
- ¹⁷³ William Hague addresses historic anti-trafficking conference, ECPAT UK website, 16 October 2012 available at <http://www.ecpat.org.uk/media/william-hague-addresses-historic-anti-trafficking-conference>
- ¹⁷⁴ William Hague addresses historic anti-

- trafficking conference, ECPAT UK website, 16 October 2012 available at <http://www.ecpat.org.uk/media/william-hague-addresses-historic-anti-trafficking-conference>
- ¹⁷⁵ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 8, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ¹⁷⁶ Tackling Child Sexual Exploitation Action Plan, Progress Report, July 2012 at 9. See also Working with Parents and Carers, Stop It Now UK website, available at http://www.stopitnow.org.uk/england_working_with_parents_and_carers.htm
- ¹⁷⁷ Professional Child Sexual Abuse Training Days / Sector Briefings, Stop It Now UK Webpage, Available at http://www.stopitnow.org.uk/england_professional_training.htm
- ¹⁷⁸ NSPCC Sexual Abuse, "What We Do", NSPCC website available at http://www.nspcc.org.uk/what-we-do/the-work-we-do/priorities-and-programmes/sexual-abuse/sexual-abuse-hub_wdh87145.html
- ¹⁷⁹ NSPCC Sexual Abuse, "What We Do", NSPCC website available at http://www.nspcc.org.uk/what-we-do/the-work-we-do/priorities-and-programmes/sexual-abuse/sexual-abuse-hub_wdh87145.html
- ¹⁸⁰ NSPCC Sexual Abuse, "What We Do", NSPCC website available at http://www.nspcc.org.uk/what-we-do/the-work-we-do/priorities-and-programmes/sexual-abuse/sexual-abuse-hub_wdh87145.html
- ¹⁸¹ NSPCC Sexual Abuse, "What We Do", NSPCC website available at http://www.nspcc.org.uk/what-we-do/the-work-we-do/priorities-and-programmes/sexual-abuse/sexual-abuse-hub_wdh87145.html
- ¹⁸² "Who We Are" The Internet Watch Foundation, IWF Website, Available at <http://www.iwf.org.uk/about-iwf>
- ¹⁸³ "Who We Are" The Internet Watch Foundation, IWF Website, Available at <http://www.iwf.org.uk/about-iwf>
- ¹⁸⁴ "Who We Are" The Internet Watch Foundation, IWF Website, Available at <http://www.iwf.org.uk/about-iwf>
- ¹⁸⁵ "Who We Are" The Internet Watch Foundation, IWF Website, Available at <http://www.iwf.org.uk/about-iwf>
- ¹⁸⁶ <http://www.vodafone.co.uk/cs/groups/public/documents/webcontent/vftst062578.pdf>
- ¹⁸⁷ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 16, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ¹⁸⁸ See: www.soca.gov.uk/about-soca/.../400-soca-ukhtc-baseline-assessment
- ¹⁸⁹ Information received from ECPAT UK (12th March 2013).
- ¹⁹⁰ Child Trafficking Update, Child Exploitation and Online Protection Center (CEOP) October 2011, Executive Summary, pg. 5, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ¹⁹¹ Child Trafficking Update, Child Exploitation and Online Protection Center (CEOP) October 2011, Executive Summary, pg. 5, available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ¹⁹² For more information see http://www.ecpat.org.uk/sites/default/files/ecpat_uk_briefing_on_the_nrm_for_children.pdf
- ¹⁹³ For a list of countries who have signed and/or ratified the CRC, see http://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-11&chapter=4&lang=en
- ¹⁹⁴ For a list of countries who have signed the Trafficking Protocol see <http://www.unodc.org/unodc/en/treaties/CTOC/countrylist-traffickingprotocol.html>
- ¹⁹⁵ For a list of countries who have signed the ILO Convention on the Worst Forms of Child Labour, see <http://www.ilo.org/ilolex/english/subjlst.htm>
- ¹⁹⁶ For a list of countries who have signed the Optional Protocol to the CRC on Sale of Children see http://treaties.un.org/pages/ViewDetails.aspx?src=IND&mtdsg_no=IV-11-c&chapter=4&lang=en
- ¹⁹⁷ In November 2008, the UK formally removed its final two reservations to the CRC, to article 22, which deals with refugee children in custody with adults. United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 4, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>

- ¹⁹⁸ United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 8, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ¹⁹⁹ United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 9, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ²⁰⁰ United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 4, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ²⁰¹ DCSF (2009) Working together, achieving more www.dcsf.gov.uk/everychildmatters/uncrccommit2009
- ²⁰² United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 4, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ²⁰³ UNICEF UK Briefing A duty to have due regard to the UN Convention on the Rights of the Child, UNICEF UK website, 1 May 2012, available at http://www.unicef.org.uk/Documents/Publications/UNICEF%20UK%20Briefing%20for%20AMs_Rights%20Measure_1%20May%202012.pdf. The Rights of Children and Young Persons (Wales) Measure 2011 comes fully into force on 1 May 2014.
- ²⁰⁴ United Nations Convention on the Rights of the Child Priorities for Action, Department of Children Schools and Families, 2009, pg. 25, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ²⁰⁵ For a list of countries who have signed on the Council of Europe Convention 197, see <http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=197&CM=8&DF=04/11/2011&CL=ENG>
- ²⁰⁶ For a list of the countries who have ratified, see <http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=185&CL=ENG> <http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=201&CM=&DF=&CL=ENG>
- ²⁰⁷ The Council of Europe Convention against Sexual Exploitation and Sexual Abuse, Lanzarote Convention Press Release, The Council of Europe website, available at http://www.coe.int/t/dg3/children/news/lanzaroteconvention/entryintoforcelanzaroteconvention_EN.asp
- ²⁰⁸ The Council of Europe Convention against Sexual Exploitation and Sexual Abuse, Lanzarote Convention Press Release, The Council of Europe website, available at http://www.coe.int/t/dg3/children/news/lanzaroteconvention/entryintoforcelanzaroteconvention_EN.asp
- ²⁰⁹ See <http://www.ecpat.org.uk/media/uk-must-sign-latest-optional-protocol-international-childrens-rights-legislation>
- ²¹⁰ Sexual Offences Act of 2003, Section 15 and Section 13, available at http://www.legislation.gov.uk/ukpga/2003/42/pdfs/ukpga_20030042_en.pdf
- ²¹¹ Sexual Offences Act of 2003, Section 21 and Section 22, available at http://www.legislation.gov.uk/ukpga/2003/42/pdfs/ukpga_20030042_en.pdf
- ²¹² Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, article 3(d). Adopted in: United Nations General Assembly, Resolution 55/25, United Nations Convention against Transnational Organized Crime, United Nations, New York, 8 January 2001.
- ²¹³ Handbook on the Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography, UNICEF Innocenti Research Centre, at 5 (2009); See also CRC and OPSC.
- ²¹⁴ In Scotland consent is addressed in the Sexual Offences Act of 2009 Sections 12-16. It includes a definition of consent (Section 12) as “free agreement (and related expressions are to be construed accordingly).” Lists circumstances in which conduct occurs without consent (Section 13):(a)where the conduct occurs at a time when B is incapable because of the effect of alcohol or any other substance of consenting to it,(b)where B agrees or submits to the conduct because of violence used against B or any other person, or because of threats of violence made against B or any other person,(c)where B agrees or submits to the conduct because B is unlawfully detained by A,(d)where B agrees or submits to the conduct because B is mistaken, as a result of deception by A, as

- to the nature or purpose of the conduct,(e) where B agrees or submits to the conduct because A induces B to agree or submit to the conduct by impersonating a person known personally to B, or(f)where the only expression or indication of agreement to the conduct is from a person other than B.
- (3)References in this section to A and to B are to be construed in accordance with sections 1 to 9. The 2009 Scottish Sexual Offences Act also includes a definition of reasonable belief (section 16): as “whether a person’s belief as to consent or knowledge was reasonable, regard is to be had to whether the person took any steps to ascertain whether there was consent or, as the case may be, knowledge; and if so, to what those steps were.” See Sexual Offences Act (Scotland) 2009 Sections 12-16 available at <http://www.legislation.gov.uk/asp/2009/9/part/2>.
- ²¹⁵ Sexual Offences Act 2003, see also The Law on Sex Factsheet: January 2011 available at <http://www.fpa.org.uk/professionals/factsheets/lawonsex>.
- ²¹⁶ Sexual Offences Act of 2003, Section 74 available at http://www.cps.gov.uk/legal/s_to_u/sexual_offences_act/
- ²¹⁷ The issue of capacity and the legal ability to consent can be an important issue when a child is voluntarily intoxicated to the point of stupefaction at the time of the incident. In *R v Bree* [2007] EWCA 256, the child alleged that she had been raped after an evening of heavy drinking. Her memory was very hazy and she appeared to suffer gaps in her recollection. The defendant’s case was that the hazy recollection was either due to the effects of alcohol which made her forget that she had consented or the child was lying. In his directions to the jury, the trial judge restated the statutory definition of consent from the Act and stated that the child’s intoxication may have an impact on her credibility. The defendant appealed his conviction on the basis, inter alia, that the trial judge should have provided greater assistance on ‘capacity’ and ‘consent’ to the jury. In quashing the conviction, the Court of Appeal made the following comments: The 2003 Act provides a clear definition of ‘consent’ for the purposes of the law of rape, and by defining it with reference to “capacity to make that choice”, it sufficiently addresses the issue of consent in the context of voluntary consumption of alcohol by the child; and if, through drink (or for any other reason) the child has temporarily lost her capacity to choose whether to have intercourse on the relevant occasion, she is not consenting, and subject to questions about the defendant’s state of mind, if intercourse takes place, this would be rape.
- ²¹⁸ See Prosecution of Offences Act, 1985, c. 23 (U.K.) (establishing Crown Prosecution Service).
- ²¹⁹ Nationality, Asylum and Immigration Act, 2002, c. 41, § 145 (U.K.)
- ²²⁰ See Sexual Offences Act, 2003, c. 42 §§ 57(2)(b), 58(2)(b), 59(2)(b) (U.K.).
- ²²¹ See Asylum and Immigration (Treatment of Claimants) Act, 2004, c. 19, § 4 (U.K.).
- ²²² Asylum and Immigration Act 2004, Sections 4(1), 4(2), 4(3).
- ²²³ See Asylum and Immigration (Treatment of Claimants) Act, 2004, c. 19, § 4 (5)(b)(U.K.).
- ²²⁴ Coroners and Justice Act 2009, Section 71, available at www.soca.gov.uk/about-the-ukhtc/relevant-legislation/coroners-and-justice-act-2009
- ²²⁵ See compare *R. v. Maka*, [2005] EWCA (Crim) 3365 (U.K.) (upholding sentence despite severity, noting modern regulations meant to both punish and deter); *R. v. Roci, Ismailaj*, [2005] EWCA (Crim) 3404 (U.K.) (involving sentence for trafficking Lithuanian girls), with *R. v. Ramaj*, [2006] EWCA (Crim) 448 (U.K.) (holding sentence far too long, reasoning that Roci and Maka involved trafficking of much greater severity).
- ²²⁶ See, e.g., *R. v. Maka*, [2005] EWCA (Crim) 3365 (U.K.); *R. v. Plakici*, [2004] EWCA (Crim) 1275 (U.K.); *A.T. v. Dulghieru*, [2009] EWHC 225 (U.K.).
- ²²⁷ UK Action Plan on Tackling Human Trafficking, March 2007, Home Office and Scottish Executive, *supra* note 56, pg. 34, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/UK_Action_Plan_to_Combat_Human_Trafficking_en.pdf
- ²²⁸ Palermo Article 3a
- ²²⁹ Palermo Article 3a
- ²³⁰ Sexual Offences Act of 2003, 57 (1) (a), (b), available at http://www.legislation.gov.uk/ukpga/2003/42/pdfs/ukpga_20030042_en.pdf
- ²³¹ Sexual Offences Act of 2003, Section 58, available at http://www.legislation.gov.uk/ukpga/2003/42/pdfs/ukpga_20030042_

en.pdf

²³² Sexual Offences Act of 2003, Section 59, available at http://www.legislation.gov.uk/ukpga/2003/42/pdfs/ukpga_20030042_en.pdf

²³³ The Asylum and Immigration Act 2004 contains a definition of exploitation in section 4(4) but that definition does not include sexual exploitation. Section 4(4) states that a person is exploited if they are: the victim of slavery and forced labour, if they do anything that would be an offense under the Human Organ Transplant Act, they are subject to force threats or deception that would induce him to provides services, or benefits of any kind, or enable another person to acquire benefits of any kind; or if they are induced to undertake activity on the grounds that he is mentally or physically disabled, young or has a family relationship with that person. Additionally, there is UK policy which addresses the definition of trafficking, in a variety of other documents, see e.g. Victims of Trafficking: Guidance for Competent Authorities, available at <http://www.ukba.homeoffice.gov.uk/sitecontent/documents/policyandlaw/asylumprocessguidance/specialcases/guidance/competent-guidance?view=Binary>

²³⁴ Sexual Offences (Scotland) Act 2009

²³⁵ Trafficking in Human Beings: Investigation, enforcement and prosecution, Scottish Government webpage available at <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/enforcement1>

²³⁶ Trafficking in Human Beings: Investigation, enforcement and prosecution, Scottish Government webpage available at <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/enforcement1>

²³⁷ Trafficking in Human Beings: Investigation, enforcement and prosecution, Scottish Government webpage available at <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/enforcement1>

²³⁸ Trafficking in Human Beings: Investigation, enforcement and prosecution, Scottish Government webpage available at <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/enforcement1>

²³⁹ OPSC Article 2(b)

²⁴⁰ OPSC Article 3(1)(b)

²⁴¹ 2003 Sexual Offences Act Section 47(1)

²⁴² 47(2)

²⁴³ 47(6)

²⁴⁴ See 47 A perpetrator who has sexual contact that falls under 47(6) with a child under 13 years is liable on conviction on indictment to imprisonment for life. 47(3) whereas a perpetrator who does not solicit a child under 16 and does not engage in sexual contact that falls under 47(6) would face on summary conviction imprisonment for a term not exceeding 6 months or a fine not exceeding statutory maximum.

²⁴⁵ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 (asp 9) 7-10 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁴⁶ Sexual Offences Act (Scotland) 2009, available at <http://www.legislation.gov.uk/asp/2009/9/contents>

²⁴⁷ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 9 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁴⁸ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 9 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁴⁹ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 10-12 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁵⁰ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 10 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁵¹ Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 11, available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁵² Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 at section 12 available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf

²⁵³ UN General Assembly, Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, at Art. 2(c) 25 May 2000, A/RES/54/263, available at: <http://www.unhcr.org/refworld/docid/3ae6b38bc.htm>

²⁵⁴ UN General Assembly, Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, at Art. 3(1)(c), 25 May 2000, A/RES/54/263, available at: <http://www.unhcr.org/refworld/docid/3ae6b38bc.htm>

- org/refworld/docid/3ae6b38bc.htm
- ²⁵⁵ Sexual Offences Act 2003 Section 10, 11, Sections 48-50.
- ²⁵⁶ Sexual Offences Act 2003 Sections 48-50.
- ²⁵⁷ Sexual Offences Act 2003 51(1)
- ²⁵⁸ Protection of Children Act 1978
- ²⁵⁹ Protection of Children Act 1978 Section 1
- ²⁶⁰ Protection of Children Act 1978 Section 1
- ²⁶¹ Protection of Children Act 1978 Section 7(8).
- ²⁶² The issue of pseudo photographs versus prohibited images CPS guidance to prosecutors states that where indecent images of children are involved we prosecute such offences with the PCA 1978 or section 160 CJA 1988. A query has been raised as to the difference between a pseudo-photograph and Prohibited Images of Children. The answer is if an image if printed would look like a photograph or a pseudo-photograph then it should be prosecuted as such. For example some high quality computer generated indecent images if printed may look like a photograph (or pseudo-photograph) and should be prosecuted contrary to PCA 1978 or section 160 of the CJA 1988.
- ²⁶³ (62(2)(a))
- ²⁶⁴ (62 (2)(b))
- ²⁶⁵ Cite the Coroners and Justice Act 2009- Section 62(8) – get the http://www.cps.gov.uk/legal/p_to_r/prohibited_images_of_children/
- ²⁶⁶ Scottish connection; 2 Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 (asp 9) Section 1, 2, available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf.
- ²⁶⁷ Scottish connection; 2 Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 (asp 9) Section 1, 2, available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf.
- ²⁶⁸ Scottish connection; 2 Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005 (asp 9) Section 1, 2, available at http://www.legislation.gov.uk/asp/2005/9/pdfs/asp_20050009_en.pdf.
- ²⁶⁹ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 2, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ²⁷⁰ Getting it Right for Victims and Witnesses, Ministry of Justice, July 2012, <http://www.official-documents.gov.uk/document/cm83/8397/8397.pdf>
- ²⁷¹ Tackling Child Sexual Exploitation Plan Progress Update, July 2012 available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ²⁷² See Section 28 of the Youth Justice and Criminal Justice Act, 1999
- ²⁷³ Tackling Child Sexual Exploitation Plan Progress Update, at 12-13, July 2012 available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>. Please note that the clearing of the courtroom option is only available in cases involving sexual offences or when the court is persuaded that someone has tried to intimidate, or is likely to try to intimidate, the witness.
- ²⁷⁴ Tackling Child Sexual Exploitation Plan Progress Update, at 12-13 July 2012 available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ²⁷⁵ Working with Children and Families, Marie Collins Foundation webpage, available at <http://www.mariecollinsfoundation.org.uk/>
- ²⁷⁶ Child Trafficking Update, Child Exploitation and Online Protection Center (CEOP) October 2011, Executive Summary, pg. 5 , available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ²⁷⁷ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 4, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁷⁸ “First Responders” are organisations that are on a selected list that is created and overseen by the NRM Oversight Board. These organizations traditionally include police officers, SOCA, the UKBA (the UK Border Agency), NSPCC, social services and various NGOs who are trained and authorized to interact with and refer potential child trafficking victims to designated “Competent

- Authorities” within the UK. National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg.4, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁷⁹ Child Trafficking Update, Child Exploitation and Online Protection Center (CEOP) October 2011, Executive Summary, pg. 5 , available at http://ceop.police.uk/Documents/ceopdocs/child_trafficking_update_2011.pdf
- ²⁸⁰ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 22, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ²⁸¹ Update to the UK Action Plan on Tackling Human Trafficking, Home Office and Scottish Government, October 2009, pg. 22, available at http://www.ungift.org/doc/knowledgehub/resource-centre/Governments/Update_to_the_UK_Action_Plan_on_Tackling_Human_Trafficking_en_2009.pdf
- ²⁸² National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 4, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸³ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 2, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸⁴ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 2, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸⁵ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), Annex C (2012), pg. 11, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸⁶ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), Annex C (2012), pg. 11, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸⁷ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), Annex C (2012), pg. 11, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁸⁸ Information received from ECPAT UK (12th March, 2013).
- ²⁸⁹ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), Annex C (2012), pg. 11, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁹⁰ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), Annex C (2012), pg. 11, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁹¹ National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 13, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁹² National Referral Mechanism Statistics- October to December 2011, Serious Organised Crime Agency Intelligence Report (SOCA), pg. 15, available at http://www.soca.gov.uk/about-soca/library/doc_download/387-nrm-statistics-october-to-december-2011
- ²⁹³ Guidance on safeguarding children who may have been , Department of Education, October 2011, available at <https://www.education.gov.uk/publications/eOrderingDownload/DFE-00084-2011.pdf>
- ²⁹⁴ Guidance on safeguarding children who may have been , Department of Education, October 2011, available at <https://www.education.gov.uk/publications/eOrderingDownload/DFE-00084-2011.pdf>
- ²⁹⁵ Watch over me: A system of guardianship for

- child victims of trafficking, ECPAT UK, October 2011, available at http://www.ecpat.org.uk/sites/default/files/watch_over_me.pdf
- ²⁹⁶ United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 13, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ²⁹⁷ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 7, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ²⁹⁸ Tackling child Sexual Exploitation Action Plan, Progress Report, Department of Education, July 2012, pg. 6, available at <https://www.education.gov.uk/publications/eOrderingDownload/Tackling%20child%20sexual%20exploitation%20action%20plan%20-%20Progress%20report.pdf>
- ²⁹⁹ United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 5, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ³⁰⁰ United Nations Convention on the Rights of the Child: Priorities for Action, Department of Children, Schools and Families, 2009, pg. 12, available at <https://www.education.gov.uk/publications/eOrderingDownload/01099-2009BKT-EN.pdf>
- ³⁰¹ Young People, Politics and Government, The UK Youth Parliament, available at http://www.direct.gov.uk/en/YoungPeople/DG_10016203
- ³⁰² Children's and Young People's Assembly for Wales, "Funky Dragon" Who We Are, Available at http://www.funkydragon.org/index.php?option=com_joomdragdrop&view=custom&Itemid=18
- ³⁰³ See NIYF, website unavailable.
- ³⁰⁴ Scottish Youth Parliament, Who We Are, Available at <http://www.syp.org.uk/who-we-are-W21page-66->
- ³⁰⁵ Scottish Youth Parliament, Who We Are, Available at <http://www.syp.org.uk/who-we-are-W21page-66->
- ³⁰⁶ Mannion, Greg. Children and Young People's Participation in Scotland: Frameworks, standards and principles for practice Scottish Commissioner for Children and Young People Children, August 2012, available at http://www.sccyp.org.uk/downloads/Adult%20Reports/National_Quality_Standards_and_a_Framework_for_Participation_for_Scotland_-final_29.8.pdf
- ³⁰⁷ Mannion, Greg. Children and Young People's Participation in Scotland: Frameworks, standards and principles for practice Scottish Commissioner for Children and Young People Children, August 2012, available at http://www.sccyp.org.uk/downloads/Adult%20Reports/National_Quality_Standards_and_a_Framework_for_Participation_for_Scotland_-final_29.8.pdf
- ³⁰⁸ Mannion, Greg. Children and Young People's Participation in Scotland: Frameworks, standards and principles for practice Scottish Commissioner for Children and Young People Children, August 2012, available at http://www.sccyp.org.uk/downloads/Adult%20Reports/National_Quality_Standards_and_a_Framework_for_Participation_for_Scotland_-final_29.8.pdf
- ³⁰⁹ ECPAT UK Youth Group, available at <http://www.ecpat.org.uk/content/ecpat-uk-youth-group>
- ³¹⁰ ECPAT UK Youth Group, available at <http://www.ecpat.org.uk/content/ecpat-uk-youth-group>
- ³¹¹ ECPAT UK Youth Group, available at <http://www.ecpat.org.uk/content/ecpat-uk-youth-group>
- ³¹² ECPAT UK Youth Group, available at <http://www.ecpat.org.uk/content/ecpat-uk-youth-group>



ECPAT International

328/1 Phayathai Road
Ratchathewi, Bangkok
10400 THAILAND
Tel: +662 215 3388, 662 611 0972
Fax: +662 215 8272
Email: info@ecpat.net
Website: www.ecpat.net