



# Global Monitoring

status of action against commercial  
sexual exploitation of children

## PAKISTAN



**2<sup>nd</sup> 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.

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# GLOSSARY OF TERMS AND ACRONYMS

- **AIDS:** Acquired Immune Deficiency Syndrome
- **ATU:** Anti Trafficking Unit
- **Code of Conduct:** A code for travel and tourism companies, providing guidance on the protection of children from sexual exploitation
- **CPMIS:** Child Protection and Management Information System
- **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 is comprised of sexual abuse by the adult and remuneration in cash or in kind to the child or a third person or persons.
- **CST:** Child sex tourism, or the commercial sexual exploitation of children by men or women who travel from one place to another, usually from a richer country to one that is less developed, and there engage in sexual acts with children, defined as anyone under the age of 18.
- **ECPAT:** End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes
- **FATA:** Federally Administered Territory Area
- **FIA:** Federal Investigation Agency
- **HIV:** Human immunodeficiency virus
- **HRCP:** Human Right Commission of Pakistan
- **ILO:** International Labour Organization
- **IOM:** International Organization for Migration
- **LHRLA:** Lawyers for Human Rights and Legal Aid
- **NGO:** Non-governmental organization
- **NCCWD:** National Commission for Child Welfare and Development
- **NPA:** National Plan of Action
- **NWFP:** North West Frontier Province
- **PATA:** Provincially Administered Tribal Areas
- **PCCWD:** Provincial Commission for Child Welfare and Development
- **PPA:** Pakistan Paediatrics Association
- **SAARC:** South Asian Association for Regional Cooperation
- **SACH:** Struggle for change
- **SCS:** Save the Children Sweden
- **SPARC:** Society for the Protection of the Rights of the Child
- **UNDP:** United Nations Development Programme
- **UNICEF:** United Nations Children's Fund

# FOREWORD

The 2008 Rio de Janeiro Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents (CSEC) represents a broad societal alliance that builds on more than twenty years of global action. The First World Congress against Commercial Sexual Exploitation of Children was held in 1996 in Stockholm, Sweden. It marked the first public recognition by governments of the existence of CSEC and resulted in a commitment to an Agenda for Action adopted by 122 governments.

Since 1996, many actors around the world have focused their efforts around this common agenda, and more government and non-government entities have joined in to advance positive change for children and to protect their right to live free from sexual exploitation.

However, the increasing sophistication of resources available to those who seek to exploit children has grown in equal measure. Responding to these challenges, and particularly to new CSEC manifestations such as exploitation using the Internet and mobile technologies, requires new partnerships, and more coordinated and targeted efforts to address a borderless crime.

Experience demonstrates that the level of responsibility and role that a government takes to set and uphold standards of protection determines the nature, quantity and quality of what the country achieves overall for its children. Unfortunately, country actions have not been uniform, and far more urgent work must be done. In particular, the Rio Declaration highlights the increased vulnerability of children in a less stable world.

This is why I welcome the publication of second editions of ECPAT International's Agenda for Action (A4A) Country Reports Monitoring the Status of Action against the Commercial Sexual Exploitation of Children.

We are confident these unique publications will support governments to take prescribed actions to protect children from such heinous violations, which are still perpetrated with impunity in many countries. They also have the potential to stimulate the exchange of experience and knowledge among different actors to create a dialogue that can enhance our collective efforts against CSEC.

Over the years, ECPAT's A4A reports have become a baseline of information on actions taken and a roadmap for addressing gaps in each country based on the framework of the Stockholm Agenda. The reports succeeded in their goal of providing a basis for more systematic assessment of progress on implementation of country commitments. Moreover, we know they provide an important support to the implementation of other international mechanisms that exist to protect children's rights, such as the *Convention on the Rights of the Child (CRC)* and the *Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography*. Today, 193 countries have ratified the CRC, and 143 the OPSC.

Production of such comprehensive publications requires global collaboration. ECPAT International would like to thank all those who participated in the work and contributed their inputs. This includes ECPAT member groups, local experts and organisations, as well as the dedicated staff and interns in the Secretariat of ECPAT International. We acknowledge the generous support of donors who back these efforts. The A4A reports would not have been realised without their support and solidarity.



Kathleen Speake  
Executive Director, ECPAT International

# 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 2<sup>nd</sup> 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 2<sup>nd</sup> 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 2<sup>nd</sup> 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](http://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.



# PAKISTAN

## INTRODUCTION

Separated as an independent state in 1947 from British India, on the basis of Muslim nationhood, Pakistan itself was divided in 1971 when, after a war, the biggest ethnic group formed Bangladesh. Pakistan is diverse in linguistic and cultural identities.<sup>1</sup> The country is composed of four provinces: Islamabad Capital, Azad Jammu and Kashmir, and two federally administered tribal areas.<sup>2</sup> The tribal areas are autonomous, governed by tribal councils and village leaders.<sup>3</sup> Pakistan has a population of nearly 170 million people; almost half are children.<sup>4</sup> The Human Development Index (HDI) for Pakistan is 0.490, which gives the country a rank of 125 out of 182 countries.<sup>5</sup>

India and Pakistan have fought two wars over the Kashmir territory and the dispute is still ongoing.<sup>6</sup> Pakistani government and military leaders are struggling to control domestic insurgents, many of whom are located in the tribal areas adjacent to the border with Afghanistan.<sup>7</sup> The intensification of violence, conflict and terrorism within Pakistan in the last few years is significantly affecting the overall human rights situation. Major problems include extrajudicial killings, torture, disappearances and religious freedom violations.<sup>8</sup> Rape, domestic violence, sexual harassment, and abuse against women are other serious problems.<sup>9</sup> Non-state militant groups kidnap children or coerce parents to give away children as young as 12 to fight or die as suicide bombers.<sup>10</sup> The militants often sexually and physically abuse the children.<sup>11</sup>

Though Pakistan's economy has grown by more the 6.5 percent per year since 2003<sup>12</sup>, one-third of the population lives below the poverty line.<sup>13</sup> Fuelled by the high prices of food and rising unemployment, an alarming trend of parents abandoning their children is emerging in Pakistan.<sup>14</sup> Still, an average poor family will have many children, partly because social taboos prevent them from using contraception.<sup>15</sup> In 2008, the Edhi Welfare Trust (EWT) said it rescued approximately 30 infants each month from dumpsters and recovered over 100 dead babies.<sup>16</sup> They reported that, since 1970, they had recovered 68,000 dead infants from garbage dumps. Of the infants abandoned or killed, 98% were girls.<sup>17</sup> More than 70% of the children in Pakistan are not registered at birth, especially girls, children belonging to religious or minority groups, refugee children, and children living in rural areas.<sup>18</sup>

Natural disasters, conflict, economic crises and political turmoil have increased the vulnerability of thousands of children.<sup>19</sup> In 2008 and 2009, military operations, floods and earthquakes displaced some 2 million people, 65% of them children.<sup>20</sup> Internally displaced children are facing serious socio-economic deprivation, especially limited access to shelter, healthcare, and education.<sup>21</sup>

A Society for the Protection of the Rights of the Child (SPARC) report, *The State of Pakistan's Children 2009*, finds that increasing poverty is pushing more children into child

labour, and the low and inefficiently spent education budget is decreasing opportunities for children to access to education.<sup>22</sup> Primary education in Pakistan is characterised by low enrolment and high dropout rates.<sup>23</sup> Additionally, Taliban militants have destroyed hundreds of schools, mostly girls' schools, in the northwest region of the country.<sup>24</sup> Since 2003, in the Khyber Pakhtunkhwa province alone, 400 public schools were attacked.<sup>25</sup> In rural areas, more than a third of children do not complete primary education.<sup>26</sup> Instead of attending school many children work, particularly boys.<sup>27</sup> The prevalence of child labour is extremely high and has increased in recent years due to growing poverty.<sup>28</sup> According to SPARC, an estimated 8 million children are currently working in Pakistan.<sup>29</sup> The necessity to work takes many away from their homes, often to cities where they have little protection.<sup>30</sup>

The combination of poverty, inadequate education, extensive child labour and children's low status in society creates a situation that is highly conducive to child sexual abuse and exploitation. Girls are especially affected as cultural attitudes may impede them attending school. Serious discrimination against girls is attested by the acute gender differentials in infant mortality rates, school enrolment rates, domestic violence affecting girls and the prevalence of early marriages and exchange of girls for debt settlement.<sup>31</sup> Some children are at increased risk of being sexually abused and exploited, such as street children, refugee children, working children, especially those working in small hotels, restaurants, and in the transport industry and bus terminals.<sup>32</sup>

Information compiled by the Human Right Commission of Pakistan (HRCP) found large-scale abuse of child rights. An alarmingly large number of children were also reported to have been murdered and raped according to the NGO, Lawyers for

Human Rights and Legal Aid (LHRLA).<sup>33</sup> For the year 2008, Sahil, an Islamabad-based NGO, reported 1,838 official cases of child sexual abuse, revealing that boys are as vulnerable as girls and that the age group that is most vulnerable to sexual abuse is 11 to 15 years.<sup>34</sup>

Sahil regularly monitors child sexual abuse cases in Pakistan, but it is not easy to document the actual incidence of child sexual abuse or CSEC. The official numbers reflect a percentage of the actual situation since, in most cases, the abuse is never reported.<sup>35</sup> If it is reported, the age of the child is often concealed.<sup>36</sup> Despite awareness-raising and sensitization projects, negative societal attitudes towards children often mean that, even when these cases are reported, police do not systematically intervene.<sup>37</sup> Until recently, the issue of child sexual abuse and exploitation was not accepted as a problem in Pakistani society.<sup>38</sup> The common perception was that, being a nation following Islamic ideals, the society was immune to immorality and, even if there was a problem of CSEC, its magnitude was very small.<sup>39</sup> Research has been recently conducted on sexually abused and exploited children by the National Commission for Child Welfare and Development (NCCWD) in collaboration with United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP).<sup>40</sup> Save the Children Sweden also conducted a situation analysis of CSEC in Pakistan.<sup>41</sup>

In 2009 SPARC reported that, due to social factors, commercial sexual activity is an underground phenomenon, but its existence is well known and acknowledged by many sectors of the society.<sup>42</sup> The US Department of State's, 2009 *Country Reports on Human Rights Practices*, also found that child abuse, widespread trafficking and CSEC are serious concerns.<sup>43</sup> Unfortunately, in Pakistan, there is no mandated system of reporting child exploitation and abuse.

## Child prostitution

Gender roles and gender segregation in Pakistan play an important part in the manifestation of child prostitution. This is characterized by a remarkable differentiation in the way girls and boys are exploited. The cultural seclusion of women and girls applies to child prostitution as well. Female child prostitution is not visible in the streets and the majority of girls engaged in prostitution are secluded in brothels of red light districts. They are also sexually exploited under the cover of dancing girls. Male relationships with women outside marriage are strongly discouraged, whereas sex between men and boys, while discouraged by religion and law, is not socially prohibited.<sup>44</sup>

Sexual exploitation of boys through prostitution is ubiquitous and highly visible in urban areas of Pakistan.<sup>45</sup> The number of male and female children working in prostitution in Pakistan's urban areas is unknown, but the number of boys may be higher.<sup>46</sup> Boys, mostly massage boys, boys with alternate sexual identities and boys working in the transport industry are easily accessed by clients/exploiters. The practice of exploiting boys takes place in streets, markets, bus terminals, hotels, restaurants and shrines. Further variations occur in the type of transaction, from direct money purchase to longer-term relationships, so that sometimes the line between prostitution and other practices is difficult to be drawn.<sup>47</sup> In some labour situations, such as boys who work as helpers, or *kailashis*, for truck drivers, sexual services are considered part of the job.<sup>48</sup>

Most child prostitution-related research conducted in Pakistan focuses on boys and little information regarding girls is available. A behavioral mapping study published in 2002 provides valuable data regarding female child prostitution in Pakistan.<sup>49</sup> The study indicates that, in Karachi, Lahore and Multan, girls as young as 13 are exploited through prostitution.<sup>50</sup> SPARC reports that there is a high demand for virginity and this makes very young girls on the verge of

puberty at higher risk of exploitation.<sup>51</sup> In Karachi, a 14 year old girl can be purchased for 300 rupees.<sup>52</sup> Families and third parties involved in the business tend to push a girl child into commercial sex work at the early age of 11 or 12 years.<sup>53</sup> According to the organisation, Sahil, victims are usually sold for prostitution by their relatives and immediate family members and the age group of girls used for prostitution ranges from nine to 18 years.<sup>54</sup>

### Dancing girls in Lahore's diamond market

SPARC reports that girl prostitution usually exists under the guise of a dancing business.<sup>55</sup> A survey by Save the Children confirmed the existence of girl child performers in the red light district of Lahore called *Heera Mandi* (Diamond Market).<sup>56</sup> Despite the 1979 *Offence of Zina (Enforcement of Hudood) Ordinance*, condemning the commercial sex industry, *Heera Mandi* is a well-known area for organized and institutionalized prostitution, including girl child prostitution.<sup>57</sup> Many girls below 18 years are involved in commercial sex at *Heera Mandi* under the cover of dancing girls and dance students.<sup>58</sup> Usually girls first enter the commercial sex trade at the age of 14-16 years and a majority are daughters of prostitutes working in the area.<sup>59</sup> Other girls come from other areas of Lahore and go back home in the evening.<sup>60</sup> Some are from other parts of the country and they live in shared houses with other girls.<sup>61</sup> Girls are taught to sing and dance as early as the age of five; they start performing at eight or nine; and their first sex encounter is just after puberty.<sup>62</sup> Usually a girl takes four to six clients per day, but the number may jump to eight to 12 during festivals.<sup>63</sup>

Gypsies or nomads, locally known as *Khana-badosh*, live in and around many cities in Pakistan. Females in the community work twice as many hours as males, who are often addicted to drugs. Domestic violence is a norm. Nomad girls commonly are exploited as part-time sex workers. It is a means to escape the violent beatings they are subjected to by the male members of their households,

if they do not earn enough money. Sometimes, sex is exchanged for food, clothes or other essential items. Evidence dictates that CSEC amongst the gypsy community is not an organized criminal activity, but is based on the economic situation of the individual families and the type of the community.<sup>64</sup>

## Child sexual abuse and exploitation in schools

A number of local newspapers and micro-studies have exposed incidents of child sexual abuse and exploitation in schools of the North West Frontier Province (NWFP) and Islamabad. In a child sex scandal reported in 2003, boys of a boarding school in Peshawar were first abused and forced to have sex with their teachers and then later blackmailed and coerced into commercial sex. The boys would supply sex services to customers in nearby hotels and inns.<sup>65</sup>

Several small-scale research studies have also shown that Islamic schools, or *madrassas*, are high-risk places for children. Older students, and sometimes even instructors, have been accused of sexually abusing children.<sup>66</sup> In a recent study, community leaders and adolescent boys said openly that schools are not safe and that teachers threaten or blackmail boys into sexual abuse and fine or discipline them if they refuse.<sup>67</sup> Despite hundreds of complaints of abuse allegedly committed by clerics, and officially revealed by the Government in 2004,<sup>68</sup> targeted measures to address this phenomenon have not yet been implemented. The Committee on the Rights of the Child has recently recommended the establishment of an effective monitoring mechanism to ensure protection of children in *madrassas*.<sup>69</sup>

Boys exploited in prostitution are mostly runaways or children living on the street who sell sex to meet basic needs.<sup>70</sup> Often, boys get money through part-time commercial sex in conjunction with hawking, begging, scavenging, apprenticeships and other informal work. Sometimes, boys who work in small hotels near bus terminals and on main highways are forced into prostitution by their employers.<sup>71</sup> The average age of entry into prostitution ranges from 12 to 15 years.<sup>72</sup> According to an ECPAT report,

most boys came from poor, rural and semi-urban families, in which the primary male caregivers were dead or unemployed.<sup>73</sup> An estimated 80% of boys studied cited emotional or physical abuse at home as the primary reason for leaving.<sup>74</sup> The majority of boys working in prostitution in Pakistan have been previously sexually abused.<sup>75</sup> In addition, a study supported by UNESCAP found that more than one-third of the children were pushed into prostitution by their families.<sup>76</sup>

## Prostitution of boys in the transport industry

In 2010, Save the Children Sweden launched a report, *Commercial Sexual Exploitation of Children-A situation analysis of Transport Industry of Pakistan*.<sup>77</sup> Research disclosed that commercial sexual exploitation of boys in transportation terminals is happening at a large scale and in an institutionalised manner.<sup>78</sup> The survey was conducted with over 505 persons including drivers, helper boys and hotel owners.<sup>79</sup>

Boys are sexually exploited by bus and truck drivers, many of whom keep them on a semi-permanent basis as cleaners and helpers, in exchange for food.<sup>80</sup> Ninety percent of truck drivers consider sexual activities during rest time as acceptable. Drivers reportedly prefer young boys for sex, as they are easily available and cheaper than women. The sexual exploitation of helper boys in the transport industry seems to be structural and is perceived to be a part of the professional arrangement. The drivers had no special sexual preferences, and though married, had sex with boys, as well as female sex workers, depending on the availability and circumstances. Such sexual activity mostly takes place inside the trucks or hotel rooms.<sup>81</sup>

Bus terminals are also one of the primary sites of prostitution of boys in Pakistan. Pakistani men come to bus terminals seeking sexual partners, often taking boys away in their cars and paying them in money, tobacco or hashish.<sup>82</sup> Police, too, are part of the bus terminal community, sometimes conducting raids, but also sexually abusing the boys and receiving contributions from pimps.<sup>83</sup>

Boys offering massage services (*Malishias*) can be found in all cities of Pakistan. They offer massage services, usually at a secluded corner in a park, or at the client's residence.

Many of them also have regular clients who will take them to local hotels or their homes for massage and sex.<sup>84</sup>

## Male child prostitution at shrines

Prostitution of boys in Pakistan has also been reported in shrines. There are reports that mafia gangs dealing with drugs and prostitution are operating at several shrines across the country. For instance, while a main activity at the *Barri Imam* shrine is the observance of the death anniversary of the saint, there have been reports that children are sexually abused and involved in prostitution. The shrine of *Baba Shah Jamal*, in Lahore, is also infamous for its easy access to young sex workers and narcotics. CSEC occurs as a direct transaction between men and the boys frequenting the shrine.<sup>85</sup>

The practice of keeping boys for sexual gratification by rich and influential men, known as *bachabazi*, is common in parts of Pakistan.<sup>86</sup> Victims are usually teenage boys from impoverished families, who may be

dressed up as girls and taken as 'mistresses'.<sup>87</sup> This is most prevalent in the tribal areas of the NWFP, but it exists less formally throughout the country.<sup>88</sup>

## Zenana, Chawas and Hijra boys

Often bullied by their peers or exploited by adults, many boys with female orientation in Pakistan leave home very young – when they are 10 to 15 years old. These boys often become part of *Zenana*, *Chawas* or *Hijra* ('third sex' or boys with transvestite and feminine characteristics) communities. While not all of them are necessarily associated with commercial sex and their traditional occupation is dancing, prostitution is common. Once into the community, the boys are taught the arts of public performance and are pushed into prostitution on the order of the guru, or head of the community. The guru provides for the boys' basic needs and takes all the income the boys earn through prostitution. Lahore has an estimated 2,500 of these boys being exploited as prostitutes, frequenting streets, theatres, parks and other public places.<sup>89</sup>

Pakistan's high population growth rate and rapid urbanisation, combined with violence at the family level and acute poverty, have given rise to a large number of children working and living on the streets. Pakistan's 2008, National Report on Child Sexual Abuse and Exploitation, prepared by the Ministry of Social Welfare and Special Education (MSWSE) and the National Commission for Child Welfare and Development (NCCWD) stated that nearly 70,000 children lived and worked on the streets of the major cities. These children have no mechanisms of protection and are highly visible and vulnerable to sexual abuse and exploitation.<sup>90</sup> Children living on the street commonly become involved in 'survival sex', providing sexual services to protect themselves from greater abuse or for their day-to-day survival.<sup>91</sup> Street children exploited in the sex trade usually hang around markets, parks, shrines or cinema

halls where exploiters approach them directly or through pimps.<sup>92</sup>

The problem of drug abuse in Pakistan is interwoven with CSEC. Sahil, in collaboration with SPARC, the Azad Foundation and the Pakistan Paediatric Association (PPA) - an affiliated network member of ECPAT International - conducted a study on *Drug Use and Its Relationship to Sexual Abuse of Street Children* in five cities of Pakistan. The study demonstrated a strong relationship between drug use and CSEC in two ways: children who were using drugs before sexual abuse ultimately were sexually exploited because they needed money to buy drugs and some were paid with drugs in exchange of sex; and children who were using drugs after being exploited were doing so in order to deal with the abuse and exploitation.<sup>93</sup>

## Afghan refugee children

Since 1980, Pakistan has been host to the largest number of refugees in the world, from neighbouring Afghanistan.<sup>94</sup> Children from the Afghan refugee community are particularly vulnerable because of their extreme poverty and a lack of protection and parental supervision.<sup>95</sup> Many Afghan refugee boys conduct prostitution for survival and to support their families.<sup>96</sup> At a UNICEF-organised focus group discussion in Peshawar, key Afghan informants and adolescents admitted that CSEC is pervasive, and that limited economic opportunities have led a number of children into prostitution.<sup>97</sup> The adolescent boys in the group commented that street children often get picked up by men and are sexually exploited in return for money.<sup>98</sup>

## Child trafficking

Whilst some measures have been conducted to combat child trafficking, such as the 2002 *Prevention and Control of Human Trafficking Ordinance (Trafficking Ordinance)* and the establishment of special Anti Trafficking Units (ATUs) and the Inter-Agency Task Force on Human Trafficking, Pakistan remains a significant source, destination, and transit country for children trafficked for the purposes of commercial sexual exploitation.<sup>99</sup> Additionally, the number of children trafficked internally is increasing, sometimes sold by their own parents or forced into marriage and sexual exploitation.<sup>100</sup> In some cases, the new 'husbands' of girls sold into forced marriages move them across Pakistani borders and force them into prostitution.<sup>101</sup> Again, children from the Afghan refugee community are particularly vulnerable to trafficking.<sup>102</sup>

In terms of cross-border child trafficking, Pakistan is a source, transit and destination country. As a source, Pakistani children, especially girls, are trafficked for camel jockeying mostly to the United Arab Emirates (UAE) and for sexual exploitation in the Middle East and Europe.<sup>103</sup> According to the Human Rights Commission of Pakistan (HRCP), child sex trafficking to the Gulf States involves girls as young as 10 and is managed by organised criminal groups who usually pose as promoters of cultural events abroad, such as dramas and musical events.<sup>104</sup>

As a transit country, girls from Bangladesh, Sri Lanka, Nepal, India, and Myanmar are

trafficked through Pakistan to the Gulf.<sup>105</sup> The extended southern coastline between the south port cities of Karachi and Gwadar are often used for international human trafficking to Gulf States.<sup>106</sup>

As a destination country, children are trafficked from Iran, Afghanistan and Azerbaijan to Pakistan.<sup>107</sup> An annual report of Lawyers for Human Rights and Legal Aid (LHRLA) in Pakistan reveals that nearly 200,000 Bangladeshi girls and women were sold in Pakistan.<sup>108</sup> There are also reports of child sex trafficking for prostitution from Iran, Afghanistan and Azerbaijan to Pakistan.<sup>109</sup>

## Natural disasters and child trafficking

Recent natural disasters have increased the risks for some Pakistani children. In 2005, a devastating earthquake in Kashmir and NWFP killed more than 80,000 people and left 3.5 million homeless, of which at least 60% were women and children. Many children lost one or both of their parents during the earthquake.<sup>110</sup> Given the heightened risk of child abduction in the aftermath, the adoption of children was banned and security measures were tightened in hospitals, in camps and on roads leading out of the affected areas.<sup>111</sup>

Also, in the Balochistan earthquake that occurred in 2008, women and children were the worst affected.<sup>112</sup> In 2010, unprecedented floods in all five provinces of the country affected an estimated 20 million people, including nearly 8.6 million children (50% of the total affected population).<sup>113</sup>

Places affected by natural disasters are a hunting ground for child trafficking agents. The potential dangers posed to children in terms of CSEC from the affected areas, particularly in cases where children may have become separated from their families, is a major concern for the UN, domestic and international organisations, relief agencies and the authorities.<sup>114</sup>

In terms of internal trafficking, a study by SPARC, *Fading Light: A Study on Child Trafficking*, released in 2006, revealed that levels of domestic child trafficking in Pakistan's southern Sindh province are much higher than those for international trafficking in the country.<sup>115</sup> The study, conducted in the rural areas of seven districts of Sindh, found that Karachi remained the most popular destination for child traffickers.<sup>116</sup> The report also highlighted a lack of domestic child trafficking in the country's existing

laws.<sup>117</sup> Another report by SPARC, *The State of Pakistan's Children 2009*, also found that organized rings are taking girls from the poorest areas of the country to clandestine brothels in large cities.<sup>118</sup> Most of the girls sexually exploited in Punjab province came from Khyber Pakhtunkhwa or from Afghan refugee camps.<sup>119</sup>

Other reports also show that girls are often trafficked within the country for sexual exploitation. HRCP reported that, in most

cases, girls are given away for amounts of money ranging from US\$1,300 to \$5,000 by impoverished parents, for 'marriage' or to agents who promise them jobs as domestic servants in cities. Many of these girls end up being sexually exploited; some are no older than 10.<sup>120</sup>

Agents or pimps are usually involved in recruiting girls. There are many methods that are used by these agents, including marrying girls from Swat and the tribal areas along the Afghanistan border. Another form of recruitment is pretending to fall in love with a girl and gradually introducing her to sexual activities. The agent pushes her to disown her

family and run away with him. Once in the city, the girl is tricked into prostitution; she is unable to go back to the family. Sometimes, girls are kidnapped and sold to brothel owners.<sup>121</sup>

There are reports that rising poverty in rural areas, especially in southern Punjab, is forcing a growing number of families to sell children, with girls ending up in sex work.<sup>122</sup> NCCWD, in collaboration with ILO, conducted a *Rapid Assessment on Trafficking in Children for Labour and Sexual Exploitation*, which identified increasing poverty and lack of adequate education as the main causes of child trafficking.<sup>123</sup>

## Girls trafficked for marriage

In Sindh, many Hindu girls were reportedly abducted and forcibly converted to Islam and married off to Muslim men.<sup>124</sup> This trend is growing across the country and also affecting religious minority communities other than Hindus.<sup>125</sup> LHRLA reported over 1,000 cases of forced and Vani marriages; in 2008 the Family Planning Association of Pakistan estimated that child marriages comprised 32% of marriages in the country.<sup>126</sup> At a 2007 human rights seminar in Islamabad, participants noted a 12-year-old girl could be purchased for US\$1,000 to \$2,500 in parts of Sindh and the NWFP.<sup>127</sup>

The scenic, but extremely poor, valley of Swat lies in the northern tip of the NWFP (Khyber Pakhtunkhwa). Extreme poverty, large family size, illiteracy, low status of women, and discriminatory cultural practices are all underlying factors behind female child trafficking in Swat and other adjoining districts of NWFP. Another factor is the weak legal system in the shape of Provincially Administered Tribal Areas (PATA) Regulations. Areas exist outside the reach of federal laws. The weak judicial system, coupled with poor implementation of laws and a corrupt police system, have transformed Swat into a favourite hunting ground for traffickers. One of the symptoms is the trafficking of girls to down-country destinations, in the garb of marriages. The crime is socially justified under a centuries old tradition of "selling brides for a price", still practiced in some pockets of Khyber Pakhtunkhwa). (Note: After the 18th constitutional amendment in June 2010, the name of North West frontier Province (NWFP) has been changed to Khyber Pakhtunkhwa)

The majority of girls sold into marriages are between 13-16 years of age, but some have been as young as 11. The demand is mostly from men from Lahore and Punjab. The main dealers of the business are based in Punjab. They operate through a local network of dealers, who are often women who have information about the families in their target areas, particularly their needs for money and the presence of young unmarried girls. Not much is known of what happens to these girls after they are brought to their new homes. Normally they are not allowed to return home or keep in contact with their families, thus putting them at risk of being subjected to abuse and exploitation, including prostitution.<sup>128</sup>

There is no government data on the prevalence of child marriage because there is no centralized system for registration of marriages. The ceremonies are registered only with individual marriage registrars, who are given the power to perform marriages by the state.<sup>129</sup>

## Trafficking and HIV/AIDS linkages

A 2010 UNDP report, *HIV/AIDS and Mobility in South Asia*, offers analysis and recommendations to address current HIV and migration trends in seven countries of South Asia. The unsafe conditions in which people migrate expose them to a greater risk of infection. Trafficking of women and children from Pakistan is one of the most serious issues that needs to be tackled. HIV/AIDS support services and treatment for migrants and survivors of trafficking in Pakistan are largely absent and need to be improved.<sup>130</sup>

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**.<sup>131</sup> In the 2011 report, Pakistan was placed in **Tier 2**.<sup>132</sup>

## Child pornography / child abuse images

The information available on the extent and nature of child pornography and the exposure of children to pornographic materials in Pakistan is limited. In 2001, the Pakistan Paediatrics Association (PPA) and Save the Children Sweden conducted a study, *Exposure of Children to Pornography at the Internet Cafés*, in three major cities of Pakistan.<sup>133</sup> It found that 20% of users were children and that 80% of them were exposed to pornography.<sup>134</sup> Another survey was conducted in Lahore by PPA; *Exposure of Children to pornography-A situation analysis in Lahore*, found that besides Internet cafés, children were also exposed to pornography through mini-cinemas, cable TVs, CD shops and pornography book stores.<sup>135</sup> There is no other recent data but enough evidence however, to suggest that viewing pornography on the internet is common. An increasing number of children are exposed to easily accessible pornographic material through the mushrooming presence of internet cafés. According to SPARC, internet providers in Pakistan estimate that more than 60% of internet users visit pornographic sites regularly and many such users, including children, go to cafés and clubs to access the internet for this purpose.<sup>136</sup>

As of 2004, the Internet had spread to more than 1,800 cities, towns and villages across Pakistan.<sup>137</sup> The number of internet users in Pakistan has also risen sharply, from about 134,000 in 2000, to 18.5 million reported in 2010.<sup>138</sup> The availability of the Internet through the growth of internet cafés all over the country means that children and adults increasingly have access to pornography. The exposure of children, particularly boys, to pornography is ubiquitous throughout the urban areas of the country.<sup>139</sup> Many internet cafés have computer workstations enclosed

in small private cubicles and cabins with two chairs and a door that can be locked from inside.<sup>140</sup> Groups of boys use them to download pornographic pictures and movies.<sup>141</sup>

Another related issue is the clandestine growth of mini-cinema houses throughout the country, frequented by both children and adults to watch pornographic movies. These places are known for their links to child sexual abuse and exploitation.<sup>142</sup>

Google Insights for Search shows that, between 2004 and 2010, web searches in Pakistan for terms like “sex with child”, “child sex videos” or “child porn” have increased up to 200%, especially in the cities of Rawalpindi, Lahore and Karachi.<sup>143</sup>

The extent to which children are approached by predators in chat rooms or asked to expose their bodies on webcams is not known. There is growing anecdotal evidence of young girls being used as subjects of online pornography. One case, brought to the attention of SPARC by an embassy of a Scandinavian country, involved nude images of a 12-year-old girl circulating on the web.

A man in Karachi had taken the photos and posted them online. There are also numerous websites offering young girls for prostitution.<sup>144</sup>

There is one substantiated report, by the NGO War Against Rape, of Pakistani children being used in the production of child pornographic materials.<sup>145</sup>

## Child sex tourism

There are no reports of sexual exploitation of children by international travellers and tourists in Pakistan. However, the prostitution of boys for local pilgrims and tourists at *mazaars* (shrines) throughout Pakistan has been noted.<sup>146</sup> Mostly boys from the Khyber Pakhtunkhwa, usually runaways or children living on the street, gather at the shrines on holy days when thousands of pilgrims and visitors come to pay their respects to the saints. Boys servicing Pakistani tourists have also been noted at a number of important historical tourist attractions in the north of the country.<sup>147</sup>

Following the 1996 Stockholm and the 2001 Yokohama global forums on commercial sexual exploitation of children, Pakistan reaffirmed its commitments at the 2008 World Congress III against Sexual Exploitation of Children and Adolescents,

in Rio de Janeiro, Brasil. The World Congress III renewed global commitment and galvanized international resolve to combat sexual exploitation of children and adolescents.

## NATIONAL PLAN OF ACTION

In 2006, Pakistan adopted a *National Plan of Action for Children (NPA)* that outlines broad measures to ensure child protection. The *National Plan of Action against Child Sexual Abuse and Exploitation* is attached as annex to the NPA. The National Commission for Child Welfare and Development (NCCWD) is the implementation agency of the NPA. A budgetary allocation of 15 million rupees has been made and a cell has been established within the NCCWD to coordinate implementation at various levels and with relevant ministries and agencies.<sup>148</sup>

The draft *National Child Protection Policy*, developed in 2008, includes a definition of “child sexual abuse” and “sexual exploitation” and foresees programmes for the prevention, protection, rehabilitation and reintegration of child victims. However, it is still awaiting approval by the Federal Cabinet.<sup>149</sup>

Whilst there have been some achievements in the implementation of the NPA, e.g. ratification of the optional protocol, awareness raising, capacity building etc. the overall situation for children has not changed much. After the 18th constitutional amendment, most of the activities specified in the NPAs will be the responsibility of provincial governments, where there are severe capacity related constraints.<sup>150</sup>

The *National Plan of Action for Children (NPA)*, approved by the Federal Cabinet in 2006, was developed through a participatory process that involved elaborate consultations with relevant stakeholders, including children and young people, at the regional, provincial and district levels. The lead government agency for the process was the NCCWD, the main institution dealing with child rights and welfare in Pakistan, assisted by UNICEF, Save the Children Sweden and civil society organisations. The NPA is a comprehensive, cross-sectoral document covering the key areas of child health, education and protection.<sup>151</sup>

A monitoring plan is annexed to the national plan, linking the objectives of the three programme components to strategic activities.<sup>152</sup> The plan sets targets and indicators of achievement and names the government agencies and partner organizations responsible for each

component.<sup>153</sup> The goals are to be met under a given time frame by the end of 2015.<sup>154</sup>

The *National Plan of Action against Child Sexual Abuse and Exploitation* was developed in 2001 and revised in 2004–2005 by the NCCWD with the collaboration of the PPA, UNICEF and Save the Children Sweden. The revision also involved consultations with children at risk. In 2006, it was made an annex to the NPA. Prevention activities include a number of awareness-raising initiatives for the public, NGOs and professionals. Protection activities include reviewing legislation and developing codes of conduct for the operation of children’s homes and for addressing child pornography, particularly on the Internet. Recovery and rehabilitation activities focus on building the capacity of service providers, establishing support services for victims and developing a referral system for victims.<sup>155</sup>

However, the *NPA* is silent on resource allocation for the implementation of each activity.<sup>156</sup> It has also been criticised for the absence of preventive outreach to vulnerable children (such as children living on the street or working) and measures to address root causes, as well as for not including the development of reporting systems, minimum standards for care-giving practices and activities related to reintegration of child victims.<sup>157</sup>

The NCCWD, the implementation agency, has established a Working Group against Child Sexual Abuse and Exploitation (Core Group- Pakistan Paediatrics Association, PPA, an Affiliate of ECPAT International, is the leading member of the Group), which provides advice and technical support for implementing the plan. Several NGOs are part of the Core Group.<sup>158</sup>

The NCCWD, in collaboration with the Core Group, has reviewed the *NPA against Child Abuse and Exploitation* in relation to its operational elements and has developed a plan for its implementation. In this framework, in 2008, ECPAT International, in collaboration with UNICEF, organized and facilitated a workshop in Islamabad where representatives of the Federal Government, Provincial Governments of Azad Kashmir and Northern Areas and civil society organizations participated.<sup>159</sup>

As part of the *NPA* implementation, a number of activities were conducted to raise awareness on child rights and issues surrounding child protection.<sup>160</sup> The

NCCWD has developed a *Code of Ethics for Media on Reporting of Children's Issues*, and has formed three media groups to improve the coverage of child rights related issues, including CSEC.<sup>161</sup> Research has been conducted on sexually abused and sexually exploited children and its prevalence by NCCWD in collaboration with United Nations Economic and Social Commission for Asia and the Pacific.<sup>162</sup>

In 2007, a cell was established in the NCCWD to coordinate the implementation of the *NPA* at various levels and with relevant ministries and agencies.<sup>163</sup> Fifteen million Rupees has been allocated for the implementation of the *NPA* by the Cell.<sup>164</sup> A series of consultations were held in the provincial headquarters, involving stakeholders from the provincial and local governments, to devise implementation, coordination and monitoring mechanisms at the district level.<sup>165</sup> However, the Committee on the Rights of the Child expressed concerns that the NCCWD is not provided with adequate resources for ensuring the proper implementation of the plan.<sup>166</sup>

## National Child Protection Policy (2008)

A *National Child Protection Policy* was drafted in 2008 and is awaiting approval by the Federal Cabinet.<sup>167</sup> It is being developed to address and prevent violence, abuse and neglect, exploitation and discrimination affecting children and to create a protective environment for all children.<sup>168</sup> The policy is seen as the first step towards establishing a child protection system.<sup>169</sup> As a consequence of the 18th Constitutional Amendment 2010, the Ministry of social Welfare has been devolved and the duty to legislate for children now lies with the provincial governments. The province of Khyber Pakhtunkwa has already passed a Child Protection Act. Similarly the Province of Sindh has also passed "Sindh Child Protection Authority Act 2001".

A *National Plan of Action for Combating Human Trafficking (Trafficking NPA)* was developed by the Ministry of Interior with IOM assistance. Launched in 2005, it designates the Federal Investigation Agency (FIA) as the primary implementing agency and specifies activities to address trafficking by the Inter-Ministerial Committee on Human Trafficking, Smuggling and Illegal

Immigration and the Anti Trafficking Units (ATUs) of the FIA. The *Trafficking NPA* is consistent with past government anti-trafficking interventions, which focus on illegal migration and human smuggling, with particular emphasis on Iran and the Gulf States as destinations. It addresses prevention, prosecution of offenders and protection of victims. Prevention activities

include raising awareness, training stakeholders, security and control of identity documents, surveillance of employment recruiting agencies and data collection. Prosecution activities focus on inter-agency cooperation, strengthening border controls, training judicial officials and monitoring immigration. Protection activities emphasize establishment and operation of shelters

to protect victims, treatment, repatriation and reintegration activities, and witness protection. At the same time, the Trafficking NPA is primarily focused on victims of cross-border trafficking and lacks a specific timeframe and measures to address internal trafficking and children's special vulnerability to trafficking.<sup>170</sup>

## COORDINATION AND COOPERATION

The Ministry of Social Welfare and Special Education (MSWSE) was the nodal agency for child protection prior to the adoption of 18th Constitutional amendment by the Parliament in 2010. This function now lies separately with all the provincial governments. Commissions for Social Welfare and Development have also been set up at provincial and district levels for the promotion of child welfare activities. However, none of these coordinating bodies appear to specifically address CSEC. The NCCWD, as a federal institution and part of the Ministry of Social Welfare, was the implementation agency of the NPA. The NCCWD still exists, but its role has only been limited to the capital territory of Islamabad. According to the CRC Committee, the scarcity of the human and financial resources of the NCCWD may impede its regular meetings and proper functioning and slow down the implementation of the projects that are under its responsibility, including the NPA.<sup>171</sup>

An inter-agency group on child trafficking was set up in 2008 and, under a new draft law yet to be passed, a Pakistan Commission for the Welfare and Protection of the Rights of the Child addressing, among other things, individual complaints of child rights violations, is going to be established.<sup>172</sup> Despite the proliferation of multi-stakeholder initiatives, the CRC Committee regrets the poor coordination among the different government bodies at the federal, provincial and territorial levels responsible for the implementation and monitoring of children's rights.<sup>173</sup>

The MSWSE plays the role of advocate and coordinator of social welfare plans for women and children, as well as elderly and special persons. It is responsible for formulation of policies and laws to meet their special needs.<sup>174</sup> A Ministry and Directorate of Social Welfare Department is

present in each province and is responsible for implementing programmes and services on child protection.<sup>175</sup> Similarly, the District Commission for Child Welfare and Development (DCCWD) is responsible for child protection at the district level.<sup>176</sup>

### National commissions for protection of children and human rights

The *Protection of Children Act, 2009*, yet to be adopted, calls for the establishment of a Commission for Protection of Children within 60 days. The commission will act as a focal point for supervision and coordination of child rights matters at all levels; develop a national policy and plan of action for the promotion and protection of the rights of children; and review and monitor the implementation of children's rights laws. The commission will also monitor child rights violations and refer individual complaints to appropriate authorities. The commission has not been established yet due to the 18th constitutional amendment.<sup>177</sup> Now all provinces are obliged to pass their own legislative acts. The

provinces of Khyber Pakhtunkhwa and Sindh have already passed Bills to that effect.<sup>178</sup>

In terms of human rights promotion and protection, an independent Human Rights Commission of Pakistan (HRCP) has also been established. Its mandate encompasses recording and reporting of human rights violations at all levels, including violence against children. The HRCP publishes a comprehensive annual report and enjoys great credibility amongst the general public.<sup>179</sup>

The NCCWD, the national body for implementing the *NPA*, has initiated some activities to coordinate core programme areas in collaboration with public, private and civil society organizations. Nevertheless, national strategic programmes on legislative reforms and execution, administrative measures, effective rehabilitation of victims and monitoring incidences are yet to be finalized. Efforts are in progress to restructure the existing NCCWD as

an independent statutory body on child rights in the country. A National Resource Centre has also been established in the NCCWD that has research studies, books, and other publications on the issues of child sexual abuse and exploitation. The resources are used for reference and planning and published material is regularly collected and disseminated among relevant organizations.<sup>180</sup>

## **Declaration of Religious Leaders on Child Rights Protection**

In Balochistan, the District Commission for Child Welfare and Development (DCCWD), in collaboration with UNICEF and the Society for Empowering Human Resource (SEHER), supported by Save the Children Sweden, works on awareness raising and sensitization of bar associations, teachers, journalists, local government representatives and religious leaders about child abuse and child protection. The DCCWD in Balochistan, after holding a congregation of religious leaders, printed a *Declaration of Religious Leaders on Child Rights Protection*. All religious leaders, scholars and *Madrassa* heads were requested to sensitize the masses about child rights and their protection in Friday Prayers.<sup>181</sup>

## **Child Protection and Management Information System (CPMIS)**

Recognising the gaps in the monitoring of child rights violations due to the lack of accurate and reliable data, the Government of Pakistan established, in 2008, a Child Protection and Management Information System (CPMIS) in the NCCWD. It will update data management and retrieval systems. The CPMIS was developed as a result of an assessment of the child protection monitoring and data collection systems, conducted with the assistance of UNICEF. Data collection tools have been designed to periodically gather information for each indicator, as well as an operational plan to guide implementation of the system. The CPMIS performs its functions within NCCWD, but in collaboration with other Ministries like Interior, Health and Education, as well as civil society organisations. In Balochistan, a Child Protection Monitoring Unit has been established as a pilot project. The first phase of the CPMIS implementation focused on gathering and disseminating information in five core areas: child protection, child trafficking, sexual exploitation, violence against children, and family environment and alternative care. These were areas where reliable information was either non-existent or unavailable.<sup>182</sup>

The Office of the Prime Minister has established an Inter-Ministerial Committee on Human Trafficking, Smuggling and Illegal Immigration in the Ministry of Interior (MOI) to monitor and review efforts to combat human trafficking. Its function is to develop and oversee comprehensive policies to address trafficking, smuggling and similar crimes related to cross-border movement.<sup>183</sup> A specific Inter-Agency Group on Child Trafficking was also formed in June 2008 by 10 agencies, including UN agencies and NGOs working on child trafficking. Regular meetings have been held and joint advocacy conducted, which have led to successful outcomes such as the amendment of the *Trafficking Ordinance* in 2002.<sup>184</sup>

Child Protection Committees (CPCs), comprised of adults, and child rights clubs, comprised of children, have been formed in each district.<sup>185</sup> The objectives of these structures are to identify child rights and protection issues at the grassroots level and to create awareness of child protection issues amongst the community, trafficking victims and other vulnerable groups of children.<sup>186</sup> Anti-Trafficking Committees (ATCs) have also been formed in various villages of Rahimyarkhan, from where children are trafficked to Gulf States.<sup>187</sup> The Core Group on implementation of the NPA has organized a training workshop on mobilizing communities to combat CSEC and conduct advocacy with political leaders.<sup>188</sup>

With support from INGOs, child protection mechanisms are being developed at the village level, with the active participation of local communities. Community organizations have been formed, giving representation to marginalized groups and

capacity building on child rights and child protection. Community organizations have provided opportunities to community members at the grassroots level, especially women and children, to organize themselves and work collectively for the identification and solution of their problems.<sup>189</sup>

NGO networks have also been formed to specifically address child sexual exploitation and trafficking. The Working Group against Child Sexual Abuse and Exploitation in Pakistan is comprised of six local and international NGOs working on child rights and the protection of children from sexual exploitation. Besides providing technical support to government agencies in reviewing and operationalizing the *NPA against Child Sexual Abuse and Exploitation*, the group has conducted joint advocacy, awareness raising and training activities at different levels. It has also undertaken an investigation on child sexual abuse and exploitation in Pakistan and has played an active role in sharing and pooling resources for joint work on these issues at the country level.<sup>190</sup>

As part of the IMTIZAJ Unity is Strength project, coordinated by the NGO Sanjog, twelve international and national NGOs joined forces to reduce poverty and promote education for the protection of children vulnerable to trafficking and sexual exploitation in Pakistan. In this framework, initiatives have been implemented to strengthen cooperation amongst local NGOs, community organizations, government agencies, policy makers, law enforcement and other institutional actors, in order to enable an integrated intervention in all regions of Pakistan.<sup>191</sup>

## Regional and international level

Pakistan participates in several regional networks that address issues related to CSEC in South Asia. It is also a member of the Regional Task Force for the implementation

of the *SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution*, and has established a number of joint working groups to

enhance international cooperation against human trafficking. More efforts should, however, be promoted to bolster regional and international cooperation, especially with countries of origin of child trafficking victims.

A Regional Task Force has been formed in all the SAARC Member States to monitor and assess the implementation of various provisions of the *SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution*.<sup>192</sup> The Regional Task Force has met in 2007, 2008 and 2009.<sup>193</sup> During the first meeting, in New Delhi, it was agreed to exchange information on best practices used by the respective Governments, NGOs and

members of the civil society to combat trafficking in women and children.<sup>194</sup> It was also decided that standard operating procedures (SOPs) would be developed to implement various provisions of the convention, including repatriation of victims and related matters.<sup>195</sup> The SOPs were approved by SAARC member states in 2009.<sup>196</sup> Furthermore, the Special Session of Regional Task Force held in April 2010 prepared the draft outline for the establishment of two regional toll-free help lines for women and children, respectively.<sup>197</sup> Women and child victims of violence or discrimination can use these help lines to seek help and support regardless of the country where they are located in South Asia.<sup>198</sup>

## **TOT Workshop On Child Protection & Fighting Trafficking in Children For The South Asia Region**

A five day training workshop was held in Dhaka, Bangladesh, in October 2010. Thirty-six participants from seven countries, including Maldives, Pakistan, Bangladesh, Sri Lanka, Bhutan, Nepal, and Afghanistan and staff from UNICEF took part. The training covered child protection, child trafficking, international and regional instruments, research methods, law enforcement, victim assistance, social dialogue and involving children and young people, national action plans, and monitoring and evaluation.<sup>199</sup>

Pakistan has also established a number of joint working groups to enhance international cooperation against human trafficking. Apart from participating in a quadrilateral working group that involves Greece, Turkey and Iran, Pakistan has established bilateral cooperation with

Oman, Spain and Australia, as well as a trilateral group with the UK and the UAE. Information regarding human traffickers and smugglers is also disseminated through Interpol.<sup>200</sup> None of these initiatives appear, however, to be focused on preventing and counteracting cross-border child trafficking.

## **SAIEVAC Workplan for 2010-2015**

The 4th Coordinators meeting of the South Asian Forum for Ending Violence against Children (SAF) was held in Kathmandu, in January 2010. The main objectives for the meeting were to develop a commitment for action to end violence against children. The meeting was organized by the Ministry of Women, Children and Social Welfare, Government of Nepal and the South Asia Coordinating Group on Violence against Women and Children (SACG). Also, Save the Children, ECPAT, Plan, Planete Enfants and several UN agencies attended the event.<sup>201</sup> The meeting was an occasion to consolidate SAF, during which the body changed its name to the South Asian Initiative to End Violence

Against Children (SAIEVAC).<sup>202</sup> The participants also developed the *Kathmandu Commitment to Action for Ending Violence Against Children* and address the urgent issues of early marriage, child protection, child trafficking and child sexual exploitation.<sup>203</sup>

In November 2010, SAIEVAC had its first Board Meeting in Kathmandu, during which SAIEVAC's workplan for 2010-2015 was approved. According to the workplan, by 2015 the Governments of South Asia will have reached a series of ambitious objectives in the areas of: regional cooperation among member states; national strategies to end violence against children; legislative measures to prohibit all forms of violence against children; prevention of violence against children; data collection; capacity building for all professionals working with children; standards for caregivers of children; mandatory reporting by law for professional working with children; procedures for the referral of child victims; recovery, rehabilitation and social reintegration of child victims; justice systems pursuing the best in interest of the child; education and awareness raising on the rights of the child; and civil society and child participation. Specifically on the issue of trafficking, by 2015 all member states will have implemented all provisions of the *SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution*. On the issue of sexual abuse and exploitation, by 2015 all states will have adopted comprehensive legislation, ratified all relevant international and regional instruments and enforced a code of conduct for telecommunications services and travel outlets to prevent sexual exploitation.<sup>204</sup>

The South Asia Coordinating Group against Commercial Sexual Exploitation and Trafficking of Children and Women in South Asia was established in 2004, following up the Yokohama Global Commitment. In 2005, the group was renamed the South Asia Coordinating Group on Violence against

Children (SACG). SACG has established three sub-groups, namely: Early Marriage; Physical and Psychological Punishment; and Human Trafficking. These sub groups are mandated to provide technical input to SACG.<sup>205</sup>

## **The Bali Process**

The Bali Process brings participants together to work on practical measures to help combat human smuggling, trafficking and related transnational crimes in the Asia-Pacific region. Initiated at the Regional Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime, held in Bali in 2002, the Bali Process is a collaborative effort with the participation of over 50 countries and numerous international agencies.<sup>206</sup>

In 2009, the Bali Process Workshop, held in Manila, was attended by delegates representing 24 member countries and international organisations, including representatives from Pakistan. The delegates established informal networks and agreed to establish a small group to develop a model for the collection and dissemination of key documents.<sup>207</sup>

## **ECPAT South Asia Regional Meeting on online sexual exploitation of children**

Over 40 participants from Nepal, Bangladesh, Pakistan and India, representing civil society organizations, international agencies, the private sector and members of government, met in Kathmandu, in August 2010, to discuss issues related to exploitation of children online. They also

examined the measures needed to address the harms that are perpetrated against children in the context of rapid information and communication technology developments. Organised by ECPAT International, the two day regional technical forum contributed to strengthening knowledge of the issues and to plan collaborative efforts and programmatic interventions to ensure a multi-stakeholder approach to combat online sexual crimes against children.<sup>208</sup>

## PREVENTION

The major strategic consideration for prevention of CSEC has been ensuring that all children have access to basic education and increasing awareness among children of their rights and issues related to sexual exploitation.<sup>209</sup> Government activities include awareness raising; advocacy and sensitization of professional groups; integration of child rights in school curricula; sensitization of police and court officials; and community mobilization.<sup>210</sup> Still, awareness of the problem is poor in Pakistan, particularly by the Government.

Despite cultural mores that discourage discussion of sexuality and relationships with children in Pakistan, many NGOs, such as Sahil, SACH, Bedari, Rozan, LHRLA, PPA and Savera, have undertaken numerous innovative efforts to bring awareness of sexual abuse to families, communities and Government. Due to the sensitive nature of the issues and the tradition of separating males and females, these activities have been generally conducted from a gender perspective, with groups of male and female children. In Islamabad, Sahil trains teachers, mothers groups and children on identifying and preventing sexual abuse. It published the first awareness booklets on the subject in Pakistan. Sahil, working with juvenile boys in Rawalpindi, has also developed education material on sexuality issues for drop-in centres and provides training on adolescent health for boys and girls. SACH conducts awareness programmes for teachers, parents

and children on sexual abuse and domestic violence. Bedari uses street theatre to raise awareness among communities. Rozan's *Aangan* programme conducts workshops on sexual abuse for parents, children and the general public and offers technical training for professionals, including doctors, teachers and community workers. The *Aangan* Long Distance Volunteer Programme trains volunteers to write articles, collect data on sexual abuse and refer clients to services. LHRLA's *Madadgaar* programme raises awareness about preventing sexual abuse among school children in Karachi. The Child Rights and Abuse Committee of the PPA, in Peshawar, conduct focused advocacy activities with the Government and professionals. Savera, in Lahore, conducts awareness raising among target communities, including boys exploited in prostitution, on sexually transmitted infections, including HIV/AIDS.<sup>211</sup>

### Media awareness and reporting of CSEC

Though the issue of CSEC is sensitive in Pakistan, the media sometimes reports on specific, brutal cases, such as when a child is sexually abused and murdered.<sup>212</sup> However, this leads to the general assumption that such incidents are rare.<sup>213</sup> There is concern that media reports are excessively

sensational, rather than conscientiously covering common incidents of abuse and exploitation.<sup>214</sup> As a result, the Government and civil society groups have sought to increase media awareness, sensitivity and coverage of child abuse and exploitation.<sup>215</sup> The NCCWD has designed and disseminated a *Code of Ethics for Media on Reporting of Children's Issues*, particularly the reporting of incidents of sexual violence.<sup>216</sup> Sahil has also developed a code of ethics for reporting on child sexual abuse and distributed over 3,000 copies to newspaper editors and journalists.<sup>217</sup> Additionally, a media group has been formed to improve coverage of child rights-related issues.<sup>218</sup> Media-Civil Society Interface, an initiative of Journalists for Democracy and Human Rights, sensitizes journalists on confidential reporting of cases and mobilizes the media to report abuse and exploitation.<sup>219</sup> In 2006, the Sindh Journalists Network, with UNICEF support, trained journalists on reporting violations against children.<sup>220</sup> Rozan, through its Aangan programme, mobilizes media focus on child sexual abuse through articles in Urdu and English newspapers and magazines.<sup>221</sup> Training programmes for the media have resulted in some improvements in sensitive reporting.<sup>222</sup>

## Prostitution of children

Prevention of prostitution through outreach to vulnerable children, particularly those living on the street, is conducted through drop-in centres run by NGOs such as Vision, Azad Foundation, PAHCHAAN and Dost Foundation. Vision runs a drop-in centre in Lahore for boys of alternative sexual identities, including boys exploited in prostitution. The drop-in centre provides a safe space for boys to discuss their problems, get medical treatment and receive training on safe sexual practices and prevention

of abuse. In Karachi and Rawalpindi, the Azad Foundation has established drop-in centres for children living on the street. The centres offer healthcare, recreational activities, psychological assistance, non-formal education, and food and clothing. In Peshawar, the Dost Foundation, supported by UNICEF, has established 13 drop-in child protection centres. The centres' services include awareness activities, non-formal education, counselling and legal aid.<sup>223</sup>

Sahil, as part of a project funded by ECPAT International, has developed tools for street children on child sexual abuse, pornography, commercial sexual exploitation and prostitution. An animated video, *Other Side of Childhood*, addresses problems faced by children who run away from home and get involved in commercial sexual exploitation.<sup>224</sup>

PPA has also established a drop-in centre and workshops for working children vulnerable to sexual abuse and exploitation in Lahore.<sup>225</sup> Also in Lahore, SHEED, a

community-based organisation, created two non-formal education centres for children in order to stop second generation prostitution in the red light district.<sup>226</sup>

## Trafficking in children for sexual purposes

Despite some progress in raising awareness on the issue of trafficking, efforts are general and do not focus on children. Prevention programmes on the issue appear insufficient in regard to the scale of the problem in Pakistan. Efforts to reach out to vulnerable children remain limited overall, while actions to reduce the demand for sex services with trafficked children are nearly non-existent. Furthermore, whilst the NPA provides for including the issue of child sexual abuse in both school and teachers' training curricula, it does not encompass the issue of trafficking in children and no action has been implemented in this regard.<sup>227</sup>

The prevention element of the Government's anti-trafficking policies is largely focused on adopting a legal framework and supporting law enforcement initiatives. There are no measures planned to address the specific vulnerabilities of children or to work with communities to reinforce child protection systems. Although anti-trafficking vigilance committees have been established in some areas with high incidences of trafficking and a *National Child Protection Policy* and *Child Protection Bill* have been drafted with awareness raising programmes, these are not yet institutionalized into state policies and programmes.<sup>228</sup>

Some other prevention efforts include the initiative of the Ministry of Interior to produce and distribute on state television a film about the dangers of trafficking. Government officials have also participated in various public events on human trafficking. In February 2010, the Government hosted an inter-agency conference for more than 30 federal and provincial officials that focused on practices for identifying and combating child trafficking and transnational trafficking.<sup>229</sup>

## Prevention of child trafficking in areas affected by natural disasters

Civil society organisations have established children's networks in the earthquake-affected areas to discourage child marriages, with campaigns to create awareness about child rights and protection issues like early marriages.<sup>230</sup> IOM and the Pakistani Government launched an information and awareness-raising campaign to reduce trafficking of women and children from earthquake-affected areas. It focused on vulnerable groups, like orphaned children, to raise their awareness about the risks of trafficking and indicate sources of help in case of an emergency. In addition, the campaign provided vulnerable groups with income-generating programmes to increase their capacity to manage changed economic situations.<sup>231</sup>

Several NGOs are actively involved in efforts to prevent child sex trafficking. For example, Sanjog runs four child centres at Quetta to empower vulnerable boys and girls from religious and ethnic minorities.<sup>232</sup> Likewise, the Society for Empowering Human

Resource (SEHER) has established centres in Gwadar and Quetta to protect boys and girls from the sex trade and give them the opportunity to get basic knowledge of their rights.<sup>233</sup>

## The IMTIZAJ project

With financial support from the European Commission, ECPAT Luxembourg, the Ministry of Foreign Affairs of the Grand Duché of Luxembourg and Groupe Développement, the three-year IMTIZAJ (Unity is strength) project was launched in 2006 with the aim of facilitating a global intervention to fight child trafficking, CSEC and child sexual abuse in all regions of Pakistan. Coordinated by the NGO, Sanjog, and implemented in collaboration with a number of local civil society organisations, the project has three different components: Protection and Prevention; Psychosocial Rehabilitation and Legal Aid; and National and Regional Cooperation. In terms of prevention, measures in rural communities have been undertaken relying mainly on primary schooling and education. In this framework, 19 literacy and primary education centres have been established in the project's target areas. Good quality educational materials, such as school manuals, cartoon books and games, have been published and used. Furthermore, job trainings were given to at-risk youngsters and broad community education campaigns were regularly run through street theatre, radio, TV and film.<sup>234</sup>



### **'STOP' Sex Trafficking of Children & Young People Campaign**

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

strengthen concerted action against child trafficking for sexual purposes.

On 29 October, The Child Rights and Abuse Committee of the Pakistan Paediatric Association [PPA], an ECPAT member, and The Body Shop launched the 'Stop Sex Trafficking of Children & Young People Campaign' in the Mall of Lahore, in Pakistan. The awareness-raising event included the support of over 50 celebrities and socialites and many representatives from NGOs and the media, including eight television stations. In 2010, due to the worst flood ever recorded for Pakistan, about 20 million people were displaced from their homes, creating new challenges in

child protection in the disaster hit areas. Thus, PPA decided to use the funds to provide medical services and conduct awarenessraising on child protection, including the dangers of child trafficking in the following three districts: Peshawar, Charsadda and Nowshera. More than 1,000 children received medical services and eight awareness-raising sessions for the communities were conducted in the three districts. As part of the campaign against child trafficking for sexual purposes, a petition bearing 245,100 signatures was handed over to Government in July 2011 by The Body Shop and Pakistan Paediatric Association (Affiliate of ECPAT International).

Although insufficient to address the issue, an advocacy campaign to prevent child pornography is ongoing at the level of local administration. A series of literature on protecting children from pornography has been developed and disseminated in schools, internet cafés, and public places. Materials for computer literate children have also been developed and disseminated. Consultations

with internet service providers, internet café owners and parents on safe internet surfing have been held in various cities where children are increasingly exposed to pornographic material. These consultations were organized by Pakistan Paediatric Association in collaboration with Save the Children, Sweden.<sup>235</sup>

### Code of conduct and net-smart rules for internet cafés

The Pakistan Telecommunication Authority (PTA) has framed a code of conduct for internet café owners.<sup>236</sup> The code states that children under 12 years of age should not be allowed at the cafés and the owners must ensure that children do not access pornography.<sup>237</sup> The PTA has issued public warnings to internet café owners and blocked more than 10,000 pornographic websites.<sup>238</sup> Seminars have also been conducted on the issue of exposure of children to pornography for internet service providers, café owners and media in all provincial capitals.<sup>239</sup> The Pakistan Paediatrics Association has also developed and disseminated net-smart rules on safe Internet usage by children.

A video drama, *Yeh Hamara Kal Hain* ('they are our future'), has been used by Sahil to

address child sexual abuse and prevention of child exposure to pornography.<sup>240</sup>

### ICT industry involvement

Some initiatives are being undertaken by the ICT industry to enhance online protection of children in Pakistan. Micronet Broadband, a leading Digital Subscriber Line (DSL) company, offers a free service to help parents protect their families against undesirable websites. It filters and blocks access to web content and chat programmes that are considered unsuitable for children.<sup>241</sup>

As part of its Corporate Social Responsibility efforts, Microsoft Pakistan, in collaboration with a number of NGOs, has planned about 100 training sessions on Online Children Safety and Internet Explorer 8 Awareness all over the country. The first workshops, organised in 2010 in Islamabad, gathered together 70 people, including teachers, doctors and researchers, from 15 organisations. The trainings cover, among other topics, how online predators work, which young people are at risk, how parents can minimize the risk of a child becoming a victim and how to help children avoid hateful content on the Internet.<sup>242</sup>

## Child sex tourism related offenses

Pakistan has no programmes to directly prevent child sexual exploitation in travel and tourism.<sup>243</sup> Travel Walji's Ltd, Pakistan's largest in-coming tour operator, signed the *Code of Conduct for the Protection of*

*Children from Sexual Exploitation in Travel and Tourism*, in 2003, but does not appear to be implementing anti-child sex tourism activities at key tourist destinations or provide information to the tourists.<sup>244</sup>

## PROTECTION

### International and Regional Children's Rights Legal Standards

| International instruments  |                                  |                           |
|--|----------------------------------|---------------------------|
| Human rights bodies related to child rights  | Comments                         |                           |
| Charter-based bodies   |                                  |                           |
| Working Group of the Universal Periodic Review – Human Rights Council  | 2008                             |                           |
| Special Rapporteur on the sale of children, child prostitution and child pornography   | No visit so far.                 |                           |
| Special Rapporteur on trafficking in persons, especially in women and children   | No visit so far.                 |                           |
| Treaty-based bodies  |                                  |                           |
| Committee on the Rights of the Child   |                                  |                           |
| Children’s rights instruments  | Date of ratification             | Date of submitted reports |
| Convention on the Rights of the Child – 1989   | 1990                             | 2008                      |
| Optional Protocol on the sale of children, child prostitution and child pornography – 2000   | Signed in 2001, Ratified in 2011 |                           |
| ILO Convention on the Worst Forms of Child Labour - 1999 (No. 182)   | 2001                             |                           |
| UN Convention against Transnational Organized Crime – 2000   | 2010                             |                           |
| UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children – 2000 (supplementing the UN Convention against Transnational Organized Crime) | Not yet ratified                 |                           |
| Regional Instruments   |                                  |                           |
| SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution – 2002   | 2002                             |                           |
| SAARC Convention on Regional Arrangements for the Promotion of Child Welfare in South Asia   | 2002                             |                           |

Pakistan has a number of federal and provincial laws related to children. Islamic law is also applicable in some fields, such as family law. However, there is no uniformity on the application of these laws and enforcement is weak. Legislation does not clearly prohibit child sexual exploitation and lacks a clear definition of the term.<sup>245</sup> Pakistan's laws and cultural practices differ on how to define a child.<sup>246</sup> The Pakistani criminal justice system does not deal with sexual offenses against children any differently than sexual offenses against adults.<sup>247</sup>

### The Protection of Children Act (2009)

The Government, with UNICEF assistance, drafted a *Child Protection Bill* and submitted it for approval by Parliament in 2007.<sup>248</sup> The bill was still awaiting adoption at the time of writing this report as the Provinces have to legislate and adopt their own Child Protection Bill (note: the Provincial Governments, of Khyber Pakhtunkhwa, and Sindh have already done so).<sup>249</sup> The bill is a formal policy to protect children from harm and abuse and to ensure national legislation complies with the CRC. It would extend to the whole country and define a child as a person under 18 years of age. Under section 69, the offense of child sexual abuse is defined as "any physical intrusion of sexual nature performed on a child, whether by the use of threats, coercion, inducement, fraud, deceit or promise, with or without consent". The punishment is imprisonment from 10 years to life. The bill also contains provisions punishing child marriage and provides rules and regulations for protective services for children and the establishment of institutions for the rehabilitation of child victims. In addition, it envisages the establishment of a Commission for Protection of Children within 60 days and a Fund for the Protection of Children as well as the creation of a Child Protection Bureau and a Provincial Child Protection Fund in every provincial government.<sup>250</sup>

The Child protection Bill 2006 was originally prepared as one bill. In 2009, it was split into 3 separate Bills, although now, after the 18th constitutional amendment 2009, the responsibility has been transferred from Federal to Provincial Governments. The province, of Khyber Pakhtunkhwa has since passed The Khyber Pakhtunkhwa Child Protection and Welfare Act, 2010 and the Province of Sindh has passed Sindh Child Protection Authority Act 2011.<sup>251</sup>

Legislation relating to child rights is still lacking in the North West Frontier Province (NWFP- renamed Khyber Pakhtunkhwa)), the province of Balochistan, the Federally Administered and Provincially Administered Tribal Areas (FATA and PATA), the Northern Areas and Azad Jammu and Kashmir. Pakistan's Constitution, while declaring that the FATA is a part of Pakistan,

separates the FATA from the rest of Pakistan in terms of law, institutions and human rights protection. The criminal code does not apply to the tribal areas and, according to the Constitution, the country's high courts and the Supreme Court do not have jurisdiction. This means that offenses are to be dealt with exclusively under the Frontier Crime Regulation (FCR) and no access or appeal to independent judicial authority outside the FATA is permitted. If an offence is committed in the FATA, a tribal council, or *jirga*, tries the offender and suggests a verdict of guilt or innocence to a Political Agent. The Political Agent is a civil servant appointed by the federal government and in turn appoints members of the *jirga*. *Jirga* recommendations aren't binding, so the Political Agent can decide of the verdict and punishment irrespective of such recommendations.<sup>252</sup> In July 2011, the Government made major

changes to FCR and has made it more 'humane and people friendly'.<sup>253</sup>

UNICEF Pakistan's *Report on the Analysis of Enforcement Gaps in Child Related Protection Laws*, revealed there is not harmonization with regard to the definition of the child.<sup>254</sup> For example, The *Majority Act* of 1875 defines a child as a person who has not attained the age of 18 years. Under the 1979, *Offence of Zina (Enforcement of Hudood) Ordinance*, an adult is a male who

has attained the age of 18 years or a female who has attained the age of 16 years or has "attained puberty".<sup>255</sup> The age of consent for sexual activity is 18 years for males and 16 years for females. The age of consent for marriage is 18 for male and 14 years for females.<sup>256</sup> The CRC Committee has recommended that Pakistan address the legal inconsistencies concerning the definition of a child at the federal, provincial and territorial levels and between secular and sharia law.<sup>257</sup>

## The Offence of Zina (Enforcement of Hudood) Ordinance (Zina Ordinance)

The 1979 Zina Ordinance criminalized sexual intercourse between a man and woman who were not married to each other. It also criminalised *Zina-bil-jabr*, defined as rape outside of a valid marriage. The level of proof for *Zina* and *Zina-bil-jabr* required either a confession or at least four Muslim male witnesses. Invariably, in the cases of rape, victims were unable to meet this requirement and the court instead used a victim's statement as a confession of adultery, resulting in the punishment of the victim.<sup>258</sup> The law was punitive rather than protective, as a child of any age could be convicted of having illicit sexual relationships.<sup>259</sup> It prescribed adult penalties for a girl starting at the age of 16 or from the time she menstruated.<sup>260</sup> After much advocacy by legal rights groups, The *Protection of Women (Criminal Laws Amendment) Act* was enacted in 2006, amending some provisions of the ordinance and transferring some offenses to the *Pakistan Penal Code (Penal Code)*.<sup>261</sup> Under the act, rape is an offense under the *Penal Code* and convictions are to be based on evidence.<sup>262</sup> It also prohibits charging women with fornication offenses in cases where they allege they were victims of rape but cannot meet the high burden of proof required by the *Zina Ordinance*.<sup>263</sup>

The *Child Marriage Restraint Act* of 1929 prohibits at section 4, the marriage of children under the age of 18 for boys and 16 for girls.<sup>264</sup> However, the practice of child marriage still exists in Pakistan because of poverty, traditional practices, lacking of law implementation, protection of the child and family honour and lacking of awareness of the negative impacts of this practice.<sup>265</sup> Moreover, as the *Births, Deaths and Marriages Registration Act* of 1886 is not widely implemented, many children remain unregistered at birth and many marriages are not registered.<sup>266</sup> Section 310A of the *Pakistan Penal Code (Penal Code)* was amended to outlaw compensation and exchange marriages (*Vani and Swara*).<sup>267</sup>

The punishment is a minimum of three years and a maximum of 10 years of imprisonment.<sup>268</sup> The number of cases seems to have decreased after this provision.<sup>269</sup> The draft *Child Protection Act*, yet to be approved, provides that whoever contracts a marriage with a female child under 18 years of age, or whoever performs, conducts, or directs any child marriage shall be punishable with imprisonment for up to two years.<sup>270</sup> While there have been positive developments, secular laws are not extended to all areas and enforced in all circumstances.<sup>271</sup>

The legal obligation to register children at birth is provided by different laws: the *Births, Deaths and Marriages Registration Act* of

1886, the *National Registration Act* of 1973 and the *NADRA (National Data Registration Authority) Ordinance* of 2000. However, there is a general lack of awareness in society regarding the importance to register births. Therefore, birth registration rates in Pakistan

are low. Local government institutions responsible for birth registration have, under instruction from the Government, initiated a process of reviewing their laws so as to simplify the procedure for birth registration.<sup>272</sup>

## CHILD PROSTITUTION

The main law in Pakistan that addresses child prostitution is the *Pakistan Suppression of Prostitution Ordinance* of 1961 (*Prostitution Ordinance*).<sup>273</sup> There are also provisions under the *Penal Code* that could be used to prosecute exploiters of child prostitution.

Section 7 of the *Prostitution Ordinance* prohibits causing, encouraging or abetting the seduction or prostitution of a girl under the age of 16 years by a person having her custody.<sup>274</sup> Section 8 punishes whoever procures, entices or leads away any woman or girl for the purposes of prostitution.<sup>275</sup> Section 10 also criminalises whoever keeps any woman or girl, against her will, with the intent of her having sexual intercourse with any man other than her lawful husband.<sup>276</sup> The punishments for these offenses include imprisonment for up to three years and a fine and, if the person convicted is a male, he shall also be liable to whipping.<sup>277</sup> These provisions do not comply with international standards for a number of reasons. For example, there is no definition of child prostitution. Also, some of the provisions only apply to girls

under 16 years of age. Prostitution of boys is not covered.

Procurement of a minor girl under 18 years of age is criminalised by the *Penal Code*.<sup>278</sup> Procurement is considered inducing her to go from any place or to do any act with intent that such girl may be forced or seduced to have illicit intercourse with another person.<sup>279</sup> This section could be used to prosecute those who employ girls as sex workers. The maximum penalty is 10 years' imprisonment and a fine.<sup>280</sup> The problem lies in the fact the section specifies only "inducement" as a means through which a girl may be made to engage in sex work. Inducement is hard to prove and allows the person who employs her to claim she willingly engaged in sex work and represented herself as over 18.<sup>281</sup>

In 2009, the Government prosecuted, but did not convict, 64 clients of prostitution.<sup>282</sup> It is not specified if victims were children.

## CHILD TRAFFICKING FOR SEXUAL PURPOSES

Pakistan has several laws relevant to human trafficking: the *Prevention and Control of Human Trafficking Ordinance* of 2002 (*Trafficking Ordinance*); the *Prostitution Ordinance*; the *Penal Code*; and the *Zina Ordinance*. Pakistan's laws in the area of child trafficking are relatively progressive, but some elements of these laws do not comply with international standards set up in the *Trafficking Protocol*. The *Trafficking Ordinance* is limited to trafficking into and out of Pakistan and it leaves out cases of internal trafficking. On the other hand, the *Prostitution Ordinance* addresses cases of internal trafficking by prohibiting bringing a woman or girl into a province for prostitution. However, it does not include cases involving trafficking into and out of Pakistan and it does not prohibit most

of the activities that constitute trafficking, such as transferring, harbouring, or receiving a child for purposes of prostitution. Moreover, it is limited to girls and offers no protection to boys. Similarly, while the *Zina Ordinance* prohibits selling, buying, kidnapping, abducting, concealing, detaining or inducing a person for purposes of illicit intercourse, in some cases it only protects girls and women, and also leaves out many other activities that constitute trafficking. The draft *Child Protection Bill* proposes to amend the *Penal Code* by introducing a new section wherein any person involved in trafficking in Pakistan would be liable to imprisonment of up to 10 years and a fine.

The *Trafficking Ordinance* prohibits transnational trafficking in persons.<sup>283</sup> Human trafficking is defined as “obtaining, securing, selling, purchasing, recruiting, detaining, harbouring or receiving a person, not withstanding his implicit or explicit consent, by the use of coercion, kidnapping, abduction, or by giving or receiving any payment or benefit...for such person’s subsequent transportation out of or into Pakistan” for any of the purposes specified.<sup>284</sup> Those purposes include ‘exploitative entertainment’, which is “all activities in connection with human sports or sexual practices or sex and related abusive practices”.<sup>285</sup> Maximum penalties under the *Trafficking Ordinance* can range from seven to 14 years’ imprisonment, depending upon the specifics of the crime.<sup>286</sup>

The *Trafficking Ordinance* recognises human trafficking as an offense only if victims are transported “out of or into Pakistan”. Internal human trafficking is not covered. Also, it broadly covers human trafficking and does not include cases where children are threatened, tricked, or coerced into providing consent to be trafficked. However, the government investigate and prosecute internal trafficking cases based on the *Emigration Ordinance, 1979* section 17 to 23.<sup>287</sup> Section 3 of the *Trafficking Ordinance* does specifically mention trafficking “a child or a woman” for the purpose of exploitative entertainment, but combining children and women fails to recognise their different needs.<sup>288</sup> The definition does not comply with the *Trafficking Protocol* as it fails to include the transfer and transportation of persons.<sup>289</sup> It also does not include trafficking through the abuse of power and use of vulnerability of

the victim.<sup>290</sup> Moreover, under section 9, FIA is the only agency empowered to investigate cross border human trafficking offenses; the police usually deals with in-country trafficking (although both agencies aim to cooperate with one another).<sup>291</sup>

Several sections in the *Penal Code of 1860*, as well as provincial laws, criminalise crimes related to human trafficking, including selling a child for prostitution, with prescribed punishment ranging from fines to life imprisonment. Section 366B of the *Penal Code* penalises importing into Pakistan from any country a girl under the age of 21 years with intent that she will be forced or seduced into illicit intercourse with another person.<sup>292</sup> This provision is only concerned with transporting a girl into Pakistan and is silent about transporting girls to other countries from Pakistan.<sup>293</sup> The section is also gender specific and ignores the fact that boys are also trafficked for the purpose of sexual exploitation.<sup>294</sup> Selling and buying a minor for the purpose of prostitution have been identified as separate offenses in the *Penal Code* (sections 372 and 373) and they were referred in the *Offence of Zina Ordinance* under Section 13 and 14.<sup>295</sup> Section 13 punishes “whoever sells, lets to hire, or otherwise disposes of any person with intent that such a person shall at any time be employed or used for the purpose of prostitution or illicit intercourse with any person or for any unlawful or immoral purpose”. Section 14 criminalises the buying or hiring any person for the purpose of prostitution, illicit intercourse or for “any unlawful and immoral purpose”.<sup>296</sup> The phrase, “any unlawful and immoral purpose”, leaves room for moralistic and

subjective interpretations of the offense.<sup>297</sup> Although the *Penal Code* explicitly mentions the offence of selling or buying a minor for prostitution, this precision hasn't been included in the *Offence of Zina Ordinance*. Indeed, the *Zina Ordinance* applies to "any person" and doesn't contain any specific provision for the protection of minors. Government officials and civil society report that judges have difficulty applying the *Trafficking Ordinance* and awarding sufficiently stringent punishments, because

of confusion over definitions and similar offenses in the *Penal Code*.<sup>298</sup>

Section 9 of the Prostitution Ordinance provides that whoever brings into the province any woman or girl for prostitution, shall be punished with imprisonment for up to three years, and with a fine.<sup>299</sup> If the person convicted is a male, he may be punished with whipping.<sup>300</sup> The provision does not cover boys.

The FIA's Anti Trafficking Unit reported 1,526 traffickers were arrested in 2007 and 1,642 in 2008.<sup>301</sup> For 2009, the Government prosecuted at least 500 traffickers: 416 for sex trafficking, 33 for labour trafficking, and 51 for either sex or labour trafficking.<sup>302</sup> The Government convicted 385 under the Trafficking Ordinance, but the actual punishments were not disclosed. However, FIA reported only a dozen cases under the *Trafficking Ordinance*. This number difference might come from the fact that officials often conflate smuggling and trafficking of people in data reports or official statements.<sup>303</sup> At least three child traffickers were convicted, but it is unknown whether these convictions were for forced prostitution or labour and what the imposed penalties were.<sup>304</sup> The Government also reported 2,894 prosecutions and 166 convictions under various ordinances and *Penal Code* sections that authorities sometimes use to prosecute trafficking offenses, but it is unclear how many were actually for trafficking offenses.<sup>305</sup>

## CHILD PORNOGRAPHY

Child pornography has only recently been addressed by the Pakistan legal system. The *Penal Code* and its provisions are inadequate to cover different crimes related to child pornography. Child pornography is dealt with under the *Prevention of Electronic Crimes Ordinance of 2007* and the *Protection of Children Act* of 2009. The Khyber Pakhtunkhwa Child Protection and Welfare Act, 2010 defines child Pornography as: "child pornography" means taking, permits to be taken, with or without the consent of the child, any photograph, film, video, picture or representation, portrait, or computer-generated image or picture, whether made or produced by electronic, mechanical, or other means, of obscene or sexually explicit conduct, where-

- (i) the production of such visual depiction involves the use of a minor engaging in obscene or sexually explicit conduct; or
- (ii) such visual depiction is a digital image,

## CHILD ABUSE IMAGES

computer image, or computer-generated image that is, or is indistinguishable from, that of a minor engaged in obscene or sexually explicit conduct; or

- (iii) such visual depiction has been created, adapted, or modified to appear that an identifiable minor is engaging in obscene or sexually explicit conduct, preparation, possession or distribution of any data stored on a computer disk or any other modern gadget". The Act further says that "Whoever commits an offence of child pornography shall be punished with rigorous imprisonment of either description for a term which may not be less than three years and may extend to seven years and also liable to fine which may not be less than two hundred thousand rupees and may extend to five hundred thousand rupees".

Section 292 of the *Penal Code* criminalises whoever, "for purposes of sale, hire,

distribution, exhibition or circulation”, makes, produces, or possesses “any obscene book, pamphlet, paper, drawing, painting, representation or figure or any other obscene object whatsoever”.<sup>306</sup> The punishment is imprisonment for up to three months or a fine.<sup>307</sup> Children are protected from exposure to obscene materials under section 293, which forbids the sale of obscene objects to persons under 20 years.<sup>308</sup> These sections are primarily concerned with protecting the public from the dangers of exposure to indecent literature and artwork. However, it does not distinguish between adult and child pornography, nor does it address the sexual exploitation inherent in the production of pornography. The law does not include electronic, audio or simulated images.

Photographs are not mentioned, though they may be included under the other categories.

Under the *Prevention of Electronic Crimes Ordinance of 2007*, cyber stalking is a criminal offense punishable with imprisonment for up to seven years or a fine. If the victim of the cyber stalking is a minor, the punishment may extend to 10 years. Under section 13 of the ordinance, cyber stalking includes the use of internet and computer technology to communicate obscene, vulgar, profane, lascivious or indecent language, picture or image; make any suggestion or proposal of an obscene nature; threaten any illegal or immoral act; or take or distribute pictures or photographs of any person without his consent or knowledge.<sup>309</sup>

Section 71 of the draft the Protection of Children Act of 2009 addresses child pornography. Under that section, “whosoever, (a) Takes permits to be taken, either through deceit or consent, any indecent photograph, sketch of a child or any other form of representation etc wherein a child is exhibited to be engaged in real or simulated sexual activity or sexual organs of his body are exposed for sexual pleasure; or (b) Makes, cause to be made a film wherein a child is exhibited to be engaged in real or simulated sexual activity or sexual organs of his body are exposed for sexual pleasure; or (c) Distributes, show or transmits such indecent photographs, sketches, films or representations to others; or (d) Has in his possession such indecent photographs, sketches, film or representations”. Preparation, possession or distribution of any data stored on a computer disk or any other modern gadget are also an offense. Punishment for child pornography is imprisonment for at least 10 years and a fine.<sup>310</sup>

## EXTRATERRITORIAL LEGISLATION WITH REGARD TO CHILD SEX TOURISM RELATED OFFENSES

Pakistan has no specific legislation addressing CSEC in travel and tourism, nor any extraterritorial agreements with other countries for prosecution of internationals who abuse Pakistani children.

However, section 4 of the *Penal Code* enacted the extraterritorial principle in Pakistani law. According to this provision, the Code applies: “to any offence committed by any citizen of Pakistan or any person in the service of Pakistan in any place without and beyond Pakistan”. The word “offence” refers

to any criminal activity that if committed in Pakistan, would be punishable.<sup>311</sup> As already mentioned *the Offence of Zina Ordinance, the Prostitution Ordinance* and the *Penal Code* prohibit sexual intercourse with a person under 16 years old and in accordance with section 4, this behaviour could be subject of prosecution under Pakistani law beyond Pakistan borders.

Moreover, the *Extradition Act of 1972* applies “in relation to the return of persons to, and to persons returned from, a treaty state,

or, in some cases, a non-treaty state, under a special “direction”. Section 2(1) (a) include a definition of the term “extradition offence” and refers to an appendix listing these specific offences. This list contains among other the rape and the fact of procuring or trafficking women or young person for

immoral purpose.<sup>312</sup>

Therefore, if a Pakistani travel abroad to sexually abuse a child, he/she could be subject of extradition and prosecuted in Pakistan, provided an extradition treaty exists between the relevant states.

## Child Protection Units

The 2009 draft *Protection of Children Act*, pending approval by the Parliament, provides for the establishment of a Child Protection Bureau at the provincial level, which will appoint Child Protection Officers, as well as Child Protection Centres. Child Protection Courts may also be established at the provincial level for the rescue and custody of children in need of care.<sup>313</sup> The creation of these new structures is expected to enhance the protection of vulnerable children and child victims of various forms of abuse and CSEC.

In terms of law enforcement, police units have been established to investigate human trafficking and cybercrime, including child pornography. However, a special police unit dealing with sexual crimes against children, including child trafficking and CSEC, still needs to be set up in the various provinces. The promulgation of the *Juvenile Justice System Ordinance* of 2000 was an important achievement in terms of offering greater protection to girls and boys coming into conflict with the law, but its actual implementation continues to be slow, and the child-friendly procedures it proposes have not been consistently implemented across the country.<sup>314</sup>

An inter-agency task force on human trafficking was established in 2005, with the FIA as the lead agency.<sup>315</sup> It is mandated to intercept trafficking victims and apprehend traffickers at points of origin, transit and cross-border exit from Pakistan. The task force is comprised of law enforcement agencies, including police, the Maritime Security Agency and the Coast Guard.

The FIA has set up Anti Trafficking Units (ATUs) at its headquarters and sub-units in Karachi, Lahore, Rawalpindi, Peshawar and Quetta.<sup>316</sup> These units are responsible

for identifying and protecting potential or actual victims of trafficking and identifying and prosecuting offenders.<sup>317</sup> ATU officials liaise with all law enforcement agencies, IOM and NGOs on the issue of trafficking in persons.<sup>318</sup> The ATUs are also charged with investigating cases and developing a referral mechanism to shelter homes and repatriation for victims.<sup>319</sup> Several cases of trafficking have been successfully investigated by ATUs.<sup>320</sup> However, this unit is not specifically focusing on child trafficking and lacks specialised training to investigate cases using a child-sensitive approach.<sup>321</sup>

The Human Trafficking Information System (HUTIS) was set up in 2007 at FIA headquarters, but, due to financial constraints, the system is not working smoothly. The Government has given assurances that funds for the HUTIS would be provided and that improvement efforts are underway to reactivate the system.<sup>322</sup>

With UNICEF support, child protection units were established in six districts in Kashmir, which was hit by the earthquake in 2005. Each unit was responsible for identifying individual cases and referring them to appropriate service providers, whether government departments or local NGOs. They also worked with local communities through child protection committees and monitored child protection needs through community-based organisations. A handbook on Formal Child

Protection had also been produced to provide information on services and assistance for vulnerable children.<sup>323</sup>

In Balochistan, a Child Protection Monitoring Unit has been established as a pilot project. In the first phase, it will gather and disseminate information on five areas of child protection, including juvenile justice, child trafficking, sexual exploitation, violence against children, and family environment and alternative care.<sup>324</sup>

The FIA has also set up a National Response Centre for Cyber Crimes (NR3C) and complaint centre. Although cases reported to NR3C included 10 incidents of child pornography, it does not appear to have conducted major investigations on the crime.<sup>325</sup> There are also indications that there is not enough awareness among the public regarding this effort.<sup>326</sup>

## Support Services for Children

Government support services include legal aid, counselling, and rehabilitation in 20 districts across Pakistan. The Federal Government has established the National Child Protection Centre (NCPC), in Islamabad, and the Governments of Punjab and NWFP (Khber Pakhtunkhwa) have established a Child Protection and Welfare Bureau (CPWB), which provide child protection services for all forms of abuse and exploitation. Help lines providing services to deal with issues of identification, legal and psychological needs of children, including victims of CSEC, have received a good response from the general public.<sup>327</sup>

Nevertheless, existing child protection and rehabilitation services in Pakistan are highly inadequate. There is also a lack of shelter homes for child victims. The MSWSE has developed *National Minimum Quality Care Standards for Child Care Institutions*, but they are yet to be implemented. Standard operating procedures for shelters and drop-in centres, as mandated under the *NPA against Child Abuse and Exploitation*, are yet to be finalised and approved by the Government. Although some NGOs are providing services to child sex abuse victims, including Sahil, Rozan, PPA, SACH, Vision and LHRLA, their scope remains too limited. There is a lack of trained professionals to organise and manage an efficient response system. Educational institutions also lack structures and procedures through which child abuse can be detected and reported. Similarly, social workers are few and lack expertise in the detection and management of cases of child abuse.<sup>328</sup>

### National and provincial child protection centres

The Federal Government has established the National Child Protection Centre (NCPC), in Islamabad, providing services for the protection of children from all forms of abuse. The centre provides services such

as day care, non-formal education, and counselling. The Provincial Governments of Punjab and NWFP have established a Child Protection and Welfare Bureau (CPWB), as well as children's centres for the rehabilitation of street children and other vulnerable groups, including trafficked

children. The Government of Punjab has established eight centres for the recovery of lost, runaway and kidnapped children. These centres are called Social Services Centres for Lost and Kidnapped Children (*Nigehban*).<sup>329</sup> The CPWB in Punjab has set up child protection units (CPUs) for the rescue, recovery, custody, rehabilitation and reintegration of destitute and neglected children. CPUs have professionally trained teams of child protection officers, child psychologists, doctors and legal experts. A help line has also been established at the CPWB. The police department of NWFP has established a Police Child Protection Centre, offering services to children in distress. A similar structure is working in the province of Balochistan. Government sources quoted in local newspapers report that, through various interventions, more than 15,000 child victims of violence, abuse and exploitation have been reached and provided with protective services, such as counselling, legal aid, referral to specialised services and shelters, or reintegration into their families.<sup>330</sup>

### Shelters

Limited safe shelters and crisis centres for victims are available in Pakistan and they are available only in larger urban areas. They are normally not specific for children. The FIA and the police refer vulnerable

women and children, including trafficking victims, to federal and provincial government shelters and NGO-operated care centres. Some NGOs provide food and legal, medical, and psychological care to vulnerable children, including child trafficking victims, in facilities provided by the Government. Some NGO and government shelters, like the Punjab CPWB, also seek to rehabilitate children and reunite them with their families. Female trafficking victims can access 26 government-run *Shabeed Benazir Bhutto* centres and the provincial *Darul Aman* centres offering medical treatment, vocational training, and legal assistance.<sup>331</sup>

A limited number of needs-based, non-formal education and skill training centres have been established in eight locations for victims of trafficking and CSEC and more than 350 children have been helped.<sup>332</sup> Some shelters for children are run by the Departments of Social Welfare.<sup>333</sup> However these are not sufficient to respond to the needs for accommodation and assistance of child victims of trafficking and CSEC.<sup>334</sup> Shelters face resource challenges and are sometimes crowded and understaffed.<sup>335</sup> The majority of drop-in centres are focused on boys, given that few girls leave the family home.<sup>336</sup>

## Prevention and Control of Human Trafficking Rules, 2004

The *Trafficking Ordinance* does not have separate provisions to safeguard the rights of survivors of trafficking. It merely states that the court may, where appropriate, direct the "Government to make arrangements for the shelter, food and medical treatment of the victim being an unaccompanied child or destitute woman". It is not mandatory to provide for the needs of rescued victims. According to an ILO report, the Government has not made any financial allocation for the provision of such services to victims. The 2004 *Prevention and Control of Human Trafficking Rules* enable a victim who has been handed over to an NGO for the provision of shelter, medical attention or similar services, to apply to the court if he or she is not satisfied with the services provided by the NGO. Although this provision is welcome, a trafficking victim in a shelter, especially a child, would not have the means to apply to the court or to engage a lawyer to do so. It has been recommended that an officer of the court or relevant ministry be given the task of ascertaining whether trafficking victims handed over to NGOs and shelter homes are being given proper care.<sup>337</sup>

### Drop-in centres

A study on CSEC initiated by UNICEF identified 40,000 sex workers in Lahore, including 9,000 children suffering from sexual exploitation. Nine Child Counselling and Education Centres have been established, providing education, income-generation skills and counselling services to children of parents involved in commercial sex, as well as children who are directly suffering from sexual exploitation. Fifteen drop-in centres, in the seven major cities of Karachi, Lahore, Larkana, Faisalabad, Peshawar, Mardan and Quetta, for children suffering from violence, abuse and exploitation have been established by provincial and district governments and civil society organisations, in collaboration with UNICEF. The established centres provide protection services, including medical check ups, psychosocial counselling, life skills education and non-formal education. The services are provided to 8,000 children living and working on the streets and more than 1,200 children have been successfully reintegrated with families and communities. Dost Foundation, in collaboration with UNICEF, established drop-in centres for street children in Peshawar, where 389 children were registered for project services. The Working Group against Child Abuse and Exploitation has organised a four day consultation for setting minimum standard operating procedure after visiting a model drop-in centre of Karachi.<sup>338</sup>

### Help lines

The FIA has established a help line that provides information and assistance to trafficking victims, but it does not specifically focus on children.<sup>339</sup> Help lines are established in seven cities for identification of children and women suffering from violence, abuse and exploitation.<sup>340</sup> The help lines provide counselling to the victims

and referral services for shelter and legal, medical and financial aid.<sup>341</sup> Civil society organisations are also running help lines and are providing services to deal with legal and psychological needs of children, including victims of sexual abuse.<sup>342</sup> For instance, in Karachi, the LHRLA is operating the *Madadgaar* Help Line for Children and Women Suffering from Violence.<sup>343</sup> But it is not toll-free, it receives limited funding, and the level of follow-up provided is low.<sup>344</sup> Three new help lines have also been established in Peshawar, Quetta and Lahore based on the model developed in Karachi.<sup>345</sup> The help lines have received a good response from the general public.<sup>346</sup>

### Medical services

All hospitals at the district and sub-district levels have emergency and medical-legal sections to manage cases of child abuse. Hospitals can also report suspected or diagnosed cases of abuse or violence, but the majority of child healthcare providers are not trained to detect and report cases. The current system is inconsistent, unstructured and the workforce has limited capacity. Also, different professionals follow different approaches, based on the availability of resources, and most of them provide only medical services and refer the victim to NGOs for further support.<sup>347</sup>

State hospitals provide free basic medical care to all citizens in need, but can be difficult to access for vulnerable children. The provincial government-run Darul Aman centres offer medical treatment, vocational training, and legal assistance to abused women and children. Support services available for boy victims of trafficking seem to be particularly lacking.<sup>348</sup>

Whilst the delivery of medical services is partially available, specialised psychosocial

support services are largely insufficient to adequately support the recovery process of child victims of trafficking.<sup>349</sup> Normally specialised psychological and counselling services are only provided by NGOs without

state support.<sup>350</sup> A manual on Psychosocial Recovery and Rehabilitation of Victims of CSEC has been developed for capacity building of the doctors, psychologists and paramedics.<sup>351</sup>

## Hospital Child Protection Committees

In 2005, Save the Children Sweden and the Pakistan Paediatric Association launched a pilot programme to establish a Child Protection Committee at a hospital in Lahore to develop institutional models of multi-disciplinary management of child abuse and exploitation cases. The programme provides services to victims of physical, sexual and psychological violence and referral to legal support. It has provided training at other health facilities in the province. In 2006, the programme was replicated in some other major hospitals in the country, in Peshawar, Lyari, Karachi, Multan and Sialkot. The committees have established a reference system to identify and manage cases of physical, sexual and psychological violence against children. Child victims and their families are also provided legal support. At these hospitals, more than 250 health professionals have been trained in identification of cases of sexual abuse and physical and psychological violence and their management. Since their establishment, the committees have managed eight cases of child sexual abuse.<sup>352</sup>

## NGOs interventions

In a programme supported by Save the Children Sweden, 1,750 vulnerable children in Lahore were given life skills training to protect themselves from abuse and exploitation.<sup>353</sup> Similarly 1,174 child victims of abuse were reintegrated in their families through psychosocial support services.<sup>354</sup> From 2010, Sahil, as part of a project founded by Action Aid, has run a youth information and counselling center that provides among other HIV/AIDS information and prevention advices.<sup>355</sup> In Islamabad, Sahil collects information from schools during their awareness activities, although their ability to intercede in abuse cases is limited.<sup>356</sup> LHRLA, in Karachi, AGHS Legal Aid Cell, in Lahore, and SPARC, in Islamabad, all provide legal aid and referral services to abused and exploited children.<sup>357</sup>

NGOs are also playing an active role in helping and rehabilitating trafficking victims.<sup>358</sup> Although there is lack of expertise in the ranks of NGOs to work with trafficked children, they are working on this issue with the judiciary, police and border officials.<sup>359</sup> Madadgaar is a protection services centre for children and women in Karachi, established by LHRLA, in collaboration with UNICEF.<sup>360</sup> The centre provides crisis intervention services for child and women victims, including legal aid, referral to other service providers and counselling and psychotherapy by trained clinical psychologists.<sup>361</sup> SACH, in Islamabad, also provides shelter to children who have endured physical and sexual violence, particularly children who are refugees or who have left home.<sup>362</sup>

## Training law enforcement personnel

A series of capacity-building child rights trainings have been organised for FIA and law enforcement agencies, by UNICEF and local NGOs, with special focus on child trafficking, CSA and CSEC.<sup>363</sup> More than 200 multi-disciplinary professionals have been trained. Despite these efforts, the police and court system are not very sensitive to the needs of children and the victims are always in danger of further victimisation.<sup>364</sup>

The NCCWD has developed training manuals for judiciary, prison and police officials on the CRC and child-related laws in the country.<sup>365</sup> Training on early detection of child abuse and neglect was conducted at Peshawar in 2008.<sup>366</sup> Training of ATU staff

on human trafficking was arranged by the US Embassy and IOM, at the FIA academy in Islamabad, to give them a systematic view of the problem and how to spot trafficking situations.<sup>367</sup>

### Rabta programme

Civil society organisations have done some pioneering work on the sensitisation of police officials on the CRC and issues related to child abuse. For instance, Rozan, in Islamabad, has sought to improve community and child-sensitive law enforcement by providing training to police through police academies and individual mentoring. This programme, called *Rabta*, includes sensitisation on violence against women and children, as well as role-playing on how to interact with children reporting crimes, particularly sexual abuse. The National Police Academy Council has integrated the *Rabta* lessons into their national curriculum.<sup>368</sup>

To build the capacity of law enforcement agencies, UNICEF, in collaboration with NCCWD and FIA, designed a child protection course to be institutionalised in all police, FIA and judicial training academies and colleges.<sup>369</sup> A capacity-building workshop was also organised for those agencies, on the issues of child trafficking, child sexual abuse and CSEC.<sup>370</sup> FIA officials and more than 250 law enforcement officers participated in anti-

human trafficking training in 2009, provided in partnership with NGOs and governments of other countries.<sup>371</sup> Police and FIA officials continued to receive anti-trafficking training in their respective training academies, on monitoring and reporting cases of child trafficking.<sup>372</sup> A number of female officers have been hired and trained to identify women and child victims of trafficking at border stations.<sup>373</sup>

In 2009, all 250 Pakistani UN Peacekeeping Mission forces received training in various government training academies that included combating human trafficking.<sup>374</sup>

## CHILD AND YOUTH PARTICIPATION

A common view in Pakistan is that children lack the capacity to make appropriate decisions and that involving children in decision-making processes will have adverse effects on family and society. Participation remains the least respected children's right in Pakistan. There are no formal structures at the state or community level to facilitate children's participation. There are no programmes to build or strengthen the capacities of duty bearers on child participation. With the exception of the NPA, children do not have access to child-friendly versions of the existing policies and laws related to them.<sup>375</sup>

Nevertheless, the NCCWD and civil society organisations have made efforts to provide space for children to express their views on policies affecting them. For example, children actively participated in the process of developing the *NPA against Child Sexual Abuse and Exploitation*. Consultations were held with children, including children at risk, physically challenged children and child victims of sexual exploitation. A child-friendly version of the NPA was produced and is being used as a tool for consultations with children. Children were also consulted during the preparation of Pakistan's periodic reports on the implementation of the CRC. Children have been involved in awareness-raising programmes on CSEC, including the programmes for the national and international days on children.<sup>376</sup>

INGOs have adopted innovative approaches for child participation. For example, the Child-led Action for Rights and Empowerment (CARE) approach empowers boys and girls by assisting them to organise self-help groups and develop life skills. The CARE approach uses participatory tools to analyse children's situations and identify issues of immediate concern to children. INGOs have also been involving

children in a number of research studies on child protection issues, such as exposure of children to pornography at internet cafés and CSEC in the transport industry.<sup>377</sup>

Child rights forums have been established in Sindh and Punjab Provinces.<sup>378</sup> Various NGOs have also established child rights clubs, with peer education that encourages children's participation in their recovery and reintegration. However, the numbers are very limited so far.<sup>379</sup> In 2006, a children's forum was organised, in Islamabad, in coordination with the meeting of the first South Asia Forum on Violence against Children.<sup>380</sup> The forum was composed of SAARC regional governments, civil society organisations and children's groups.<sup>381</sup>

The Working Group against Child Sexual Abuse and Exploitation has trained around 30 participants on child participation techniques.<sup>382</sup> Child participation training was held for IMTIZAJ partners in Peshawar, in June 2007.<sup>383</sup> In Balochistan, four training sessions on CSA and CSEC for parents of children in vulnerable communities were organised in 2008.<sup>384</sup> One training session for teachers was also organised in 2008.<sup>385</sup>



## 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.

| Pakistan: Summary of Progress Card             |                      |                      |                           |
|--|----------------------|----------------------|---------------------------|
| Goal 1: Community-based 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 is undertaken by NGOs

From the global assessment of the Progress Cards, Pakistan is among the 12 % of countries that have made slow progress to stop sex trafficking of children and young people. The Pakistani Government has

conducted some measures to combat human trafficking, such as reinforcement of legislation and law enforcement. However, Pakistan lacks a specific national plan of action or

strategy to comprehensively address child trafficking for the sexual exploitation of children, which has resulted in weak interventions to protect vulnerable children.

## PRIORITY ACTIONS REQUIRED



### National plans of action

- Adopt a comprehensive NPA or national strategy addressing the issue of child trafficking;
- Ensure that the National Commission for Child Welfare and Development (NCCWD) has an adequate budget to implement the *NPA against Sexual Exploitation and Abuse of Children*;
- Speed up the approval and implementation of the National Child Protection Policy developed in 2008.

### Coordination and cooperation

- Strengthen coordination among the different government bodies at the federal, provincial and territorial levels responsible for the implementation and monitoring of children's rights;
- Speed up the process for establishing the National Commission on the rights of Children and allocate sufficient resources for its functioning;
- Bolster regional and international cooperation to prevent and counteract CSEC, especially with countries of origin of child trafficking victims.

### Prevention

- Implement specific awareness-raising activities on CSEC, reaching out to the most at-risk populations;
- Set up specific prevention mechanisms to prevent CSEC involving boys and address their particular vulnerabilities;
- Raise awareness among potential exploiters of child prostitutes about the penalties associated with those crimes;
- Conduct research on child sex tourism in Pakistan and implement prevention activities on this issue;

## Protection

- Ratify the *Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography*;
- Sign and ratify the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children*;
- Ensure the full harmonisation of legislation as regards the definition of a child to define a child as under the age of 18 years. In particular, amend the *Zina Ordinance*, as well as the *Child Marriage Restraint Act*, to align the age of marriage of boys and girls by raising the minimum age of marriage for girls to 18;
- Review the *Prostitution Ordinance* and other legal provisions related to child prostitution to ensure protection for all children, including boys and girls, under 18 years of age, in line with international standards;
- Bring the offense of internal child trafficking into the ambit of the *Trafficking Ordinance*;
- Remove the ambiguities in the *Zina Ordinance* with regard to child sexual abuse, rape and prostitution and ensure that children are never criminalised for their involvement in prostitution;
- Establish mandatory reporting systems for cases of CSEC;
- Set up specialised law enforcement child protection units on sexual crimes against children;
- Provide long-term training on the *Juvenile Justice System Ordinance*, child-sensitive approaches, CSEC and child trafficking for police officers and other professionals dealing with children in legal proceedings;
- Ensure training on counteracting child pornography and identifying child victims for officers of the National Centre for Cyber Crimes. This agency should also enhance cooperation with other national units on child pornography, as well as Interpol.
- Strengthen local child protection systems to ensure the protection of internally displaced children, children in refugee camps and children in emergency situations.

## Recovery and reintegration

- Design specific care services for child victims of trafficking for sexual purposes, differentiated from the services provided to adult victims;
- Provide capacity building for relevant professionals providing care to child victims;
- Set up structured referral systems;
- Establish standards for institutional care and protection for organisations providing support to child victims of CSEC;
- Develop specialised programmes and services for boy victims.

## Child and youth participation

- Prioritise child participation in the design and implementation of policies and programmes affecting their lives.
- Promote active participation of children in the fight against CSEC by allocating resources to support children's clubs and peer support programmes in schools and communities in high-risk locations.

# 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](http://www.ecpat.net/WorldCongressIII/PDF/Outcome/WCIII_Outcome_Document_Final.pdf)

- images and the sexually exploitative representation of children, as well as the intentional consumption, access and viewing of such materials where there has been no physical contact with a child; legal liability should be extended to entities such as corporations and companies in case the responsibility for or involvement in the production and/or dissemination of materials.
- (5) Undertake specific and targeted actions to prevent and stop child pornography and the use of the Internet and new technologies for the grooming of children into online and off-line abuse and for the production and dissemination of child pornography and other materials. Victim identification, support and care by specialized staff should be made a high priority.
  - (6) Conduct educational and awareness-raising campaigns focusing on children, parents, teachers, youth organizations and others working with and for children with a view to improve their understanding of the risks of sexually exploitative use of the Internet, mobile telephones and other new technologies, including information for children on how to protect themselves, how to get help and to report incidences of child pornography and online sexual exploitation.
  - (7) Take the necessary legislative measures to require Internet service providers, mobile phone companies, search engines and other relevant actors to report and remove child pornography websites and child sexual abuse images, and develop indicators to monitor results and enhance efforts.
  - (8) Call upon Internet service providers, mobile phone companies, Internet cafes and other relevant actors to develop and implement voluntary Codes of Conduct and other corporate social responsibility mechanisms together with the development of legal tools for enabling the adoption of child protection measures in these businesses.
  - (9) Call upon financial institutions to undertake actions to trace and stop the flow of financial transactions undertaken through their services which facilitate access to child pornography.
  - (10) Set up a common list of websites, under the auspices of Interpol, containing sexual abuse images, based on uniform standards, whose access will be blocked; the list has to be continuously updated, exchanged on international level, and be used by the provider to perform the access blocking.
  - (11) Undertake research and development, in the realm of the private sector, of robust technologies to identify images taken with electronic digital devices and trace and retract them to help identify the perpetrators.
  - (12) Promote public/private partnerships to enhance the research and development of robust technologies to investigate and to trace the victims with a view to immediately stop their exploitation and provide them with all the necessary support for full recovery.
  - (13) Make technologies easily available, affordable and usable for parents and other caregivers, including to assist with the use of filters to block inappropriate and harmful images of children.
- Sexual exploitation of children and adolescents in prostitution*
- (14) Address the demand that leads to children being prostituted by making

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

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

*Sexual exploitation of children and adolescents in travel and tourism.*

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

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

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

*Trafficking and the sexual exploitation of children and adolescents*

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

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

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

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

### **III – Legal Frameworks and Enforcement of the Law**

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

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

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

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

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

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

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

#### *Prevention*

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

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

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

#### *Protection of the child*

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

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

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

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

## **V – International Cooperation**

- (53) Take all necessary steps to strengthen international cooperation by multilateral, regional and bilateral arrangements for the prevention, detection, investigation, prosecution and punishment of those responsible for acts of sexual exploitation of children and adolescents; and for the assistance of child victims in their physical and psychological recovery, social reintegration and, as appropriate, repatriation.
- (54) Establish and/or improve by 2013 concrete mechanisms and/or processes to facilitate coordination at national, regional and international levels for enhanced cooperation among government ministries, funding bodies, UN agencies, NGOs, the private sector, workers' and employers' organizations, the media, children's organizations and other representatives of civil society with a view to enabling and supporting concrete action to prevent and stop the sexual exploitation of children and adolescents.
- (55) Strengthen and improve the effectiveness of existing regional mechanisms for exchange, coordination and monitoring of progress on child protection including against sexual exploitation in order to review progress and strengthen follow-

up on the implementation of the recommendations made.

- (56) Provide, when in a position to do so, financial, technical and other assistance through existing multilateral, regional, bilateral and other programmes for addressing the sexual exploitation of children and adolescents; and explore the potential of a fund for child and youth initiatives in this area.
- (57) Develop, where appropriate with the support of UN agencies, NGOs, civil society organizations and the private sector, workers' and employers' organizations, policies and programmes to promote and support corporate social responsibility of enterprises operating inter alia in tourism, travel, transport and financial services, and of communication, media, Internet services, advertising and entertainment sectors; so that child-rights focused policies, standards and codes of conduct are implemented throughout the supply chain and include an independent monitoring mechanism.
- (58) Support and contribute to the Interpol international child abuse images database and nominate a responsible national focal point person or unit to collect and update promptly national data on sexual exploitation of children and adolescents, and systematically share this information with Interpol in order to support cross-border (international) law enforcement action and strengthen its effectiveness, and adopt multilateral agreements especially for police investigation work.
- (59) Undertake national and international coordinated measures to curb and stop the involvement of organized crime

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

## **VI – Social Responsibility Initiatives**

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

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

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

## **VII – Monitoring**

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

redress, including the possibility of filing complaints before these institutions.

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

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

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

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

We urge the Human Rights Council to:

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

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

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

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

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

through the sexualization of children in advertising.

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

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

We call on religious communities to:

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

## C. Call for Action

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

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

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

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