## ASSESSMENT MATRIX





This ASSESMENT MATRIX explains how to measure evidence of national legislative and policy responses to sexual exploitation of children in the context of travel and tourism as identified in the legal checklist. Measureable indicators for each of the 24 items are provided.

The assessment matrix may also be used explaining the concrete steps needed for states to meet the actions described in the 24 checklist points. Achieving a "yes" on each indicator represents positive progress in ending sexual exploitation of children in the context of travel and tourism.

## Indicators for each of the 24 items of the legal checklist:

1. Establish by law **extra-territorial jurisdiction,**<sup>1</sup> within the parameters of Article 4 OPSC,<sup>2</sup> for all offences of sexual exploitation of children, including those occurring in the online environment.

INDICATOR: The country has appropriate extraterritoriality provisions for sexual exploitation of children crimes.	
ASSESSMENT	JUSTIFICATION
Yes	The national legislation explicitly provides for both active <sup>3</sup> and passive <sup>4</sup> extraterritoriality for all offences of sexual exploitation of children covered by the legislation of the concerned State. The legislation may or may not specify if offences committed in the online environment are included.
Partially	The national legislation explicitly provides for either active or passive extraterritoriality for offences of sexual exploitation of children; OR  The applicability of (passive and active) extraterritoriality provisions are limited in their scope. For example, extraterritoriality is applicable only for certain of the offences related to sexual exploitation of children or does not cover perpetrators having their habitual residence in the country); or the provisions are applicable but depending on certain conditions (e.g. passive jurisdiction but the offender must be found on the State's territory).
No	Extraterritoriality provisions – neither active nor passive jurisdiction – do not apply to any offences related to sexual exploitation of children.

<sup>1</sup> Extraterritorial jurisdiction refers to a national court's ability to exercise authority beyond its territorial limits. Extraterritorial jurisdiction can apply to offences where the offenders' country of origin differs from the victims' country of origin.

<sup>2</sup> UN General Assembly. (2000, May 25). Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography. (A/RES/54/263). Art. 4.

<sup>3</sup> Jurisdiction over offences committed by a State's nationals, even with respect to events occurring entirely abroad.

<sup>4</sup> Jurisdiction over offences committed <u>against</u> a State's nationals by whomsoever committed, even with respect to events occurring entirely abroad.

2. Include in extradition treaties the sexual exploitation of children as **extraditable offences**<sup>5</sup> and apply when appropriate the rules of article 5 OPSC,<sup>6</sup> regardless the nationality of the (alleged) offender.

INDICATOR: The country has appropriate extradition provisions for sexual exploitation of children crimes.	
ASSESSMENT	JUSTIFICATION
Yes	The national legislation provides that extradition is possible for all offences of sexual exploitation of children without limitations.
Partially	The national legislation provides that extradition is possible only for some offences of sexual exploitation of children; OR  The national legislation provides that the applicability of extradition to offences of sexual exploitation of children is limited.
No	Extradition is not permitted for offences related to sexual exploitation of children.

3. Do NOT require the principle of **double criminality**<sup>7</sup> for proceeding with extraterritorial jurisdiction or extradition for sexual offences against children.

INDICATOR: The country has appropriate extraterritoriality and extradition provisions for sexual exploitation of children crimes.

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ASSESSMENT	JUSTIFICATION
Yes	The principle of double criminality does NOT apply to offences of sexual exploitation of children for both extraterritoriality and extradition provisions. This means that such offences do not need to be prohibited in both the perpetrator's or victim's country of origin and in the country where the offence was committed (requesting State and requested State in the case of extradition.
Partially	The principle of double criminality does NOT apply to either extraterritoriality or extradition provisions for offences of sexual exploitation of children (but not both).
No	The principle of double criminality applies to both extraterritoriality and extradition provisions for offences of sexual exploitation of children. This means that extradition or extraterritorial prosecution can only take place if the offence for which the person is sought is punishable in both the perpetrator's or victim's country of origin and in the country where the offence was committed (requesting State and requested State in the case of extradition.

4. Abolish statutory limitations<sup>8</sup> for the prosecution of ALL offences of sexual exploitation of children.

INDICATOR: Statutory limitations do not apply for all offences of sexual exploitation of children.	
ASSESSMENT	JUSTIFICATION
Yes	Statutory limitations that set a maximum period which one can wait before filing a lawsuit or start prosecution, do NOT apply for ALL offences of sexual exploitation of children.
Partially	Statutory limitations that set a maximum period which one can wait before filing a lawsuit or start prosecution, apply for some offences of sexual exploitation of children; OR Statutory limitations for offences of sexual exploitation of children begin running when the child victim turns 18.
No	Statutory limitations apply for ALL offences of sexual exploitation of children.

<sup>5</sup> Extraditable offences are offences for which extradition can be applied. Extradition refers to the process by which one State, upon request by another State returns a person for prosecution of a person who committed a crime in the territory of the requesting State and which is punishable by its laws.

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<sup>6</sup> UN General Assembly. (2000, May 25). Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography. (A/RES/54/263). Art. 5.

<sup>7</sup> According to the double criminality requirement, the offence must be prohibited both in the perpetrator's country of origin and in the country where the offence was committed.

<sup>8</sup> Statutory limitations are legal provisions which set the maximum period which one can wait before filing a lawsuit or start prosecution, depending on the type of case or claim.

5. Set up **conditions for any travel** by persons convicted of sexual exploitation of children.

INDICATOR: The country has set up conditions for the travel of persons (both nationals and foreigners) convicted of sexual exploitation of children.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation sets up conditions for the travel of persons (both nationals and foreigners) convicted of sexual exploitation of children. For example, including legal provisions to deny their entry to and/or leave from the country.
Partially	The national legislation sets up conditions for the travel of persons convicted of sexual exploitation of children includes provisions but these conditions only apply for nationals/ or foreigners but not both.
No	The national legislation does not set up conditions for the travel of persons convicted of sexual exploitation of children (neither nationals or foreigners).

6. Ensure **consistency in the definition of a 'child'** as anyone **under the age of 18** for all crimes of sexual exploitation, regardless of the age of sexual consent.

INDICATOR: The national legislation consistently defines a child as anyone under the age of 18 for all crimes of sexual exploitation.

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ASSESSMENT	JUSTIFICATION
Yes	The national legislation defines a child as any person below 18 for any crime of sexual exploitation.
	The national legislation defines a child as any person below 18 only for some crimes of sexual exploitation; OR
Partially	The legislation includes loopholes or different laws are inconsistent, or the definition of a child differs for some crimes of sexual exploitation (for example defining victims as children of a certain age and/or sex).
No	The national legislation does not define a child as any person below 18 for all crimes of sexual exploitation.

7. Ensure that the **age of sexual consent** for both males and females is 18 and a **close in age exemption** (up to 3 years) is provided for consensual sexual relationships between adolescents in order to allow voluntary, well-informed and mutual sexual contact between close in age peers and to prevent criminalization of young people in willing sexual relationships.

INDICATOR: The age of sexual consent for both males and females is 18 and a close in age exemption (up to 3 years) is provided for consensual sexual relationships between adolescents.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation explicitly indicates that the age of sexual consent unequivocally is 18 for both males and females, with a close-in-age exemption for sexual acts between peers (of up to 3 years) provided by law.
Partially	The national legislation explicitly indicates that the age of sexual consent unequivocally is 18 for both males and females but a close-in-age exemption is not provided for; OR
	The national legislation establishes an age of sexual consent, but it is below 18 (but equal to/above 16) for both males and females. A close-in-age exemption may or may not have been provided for.
No	The national legislation only establishes age of sexual consent for certain group of children for example only females; OR
	The age of sexual consent is set at an age below 16.

8. Have a law or regulation establishing a **mechanism for centrally registering sex offenders** that has been implemented/setup.

INDICATOR: The national legislation establishes a national mechanism for centrally registering sex offenders that has been implemented/setup.

ASSESSMENT	JUSTIFICATION
Yes	A mechanism for centrally registering sex offenders covering all crimes of child sexual exploitation and abuse is provided by law and is active.
Partially	A mechanism for centrally registering sex offenders exists and is active but only includes information on offenders of certain child sexual exploitation and abuse crimes.
No	There is no mechanism for centrally registering sex offenders, or it exists but is not active.

9. Establish **bail**<sup>9</sup> **conditions** that prohibit individual accused of sexual offences against children from traveling outside of the country.

INDICATOR: The national legislation establishes bail conditions that prohibit individuals accused of sexual offences against children from travelling outside of the country.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation establishes bail conditions that prohibit individuals accused of sexual offences against children from travelling outside of the country when pending court processes, thus preventing offenders from leaving the country in case of release on bail.
Partially	The national legislation establishes bail conditions that prohibit individuals accused of only some sexual offences against children from travelling outside of the country when pending court processes, thus preventing offenders from leaving the country in case of release on bail.
No	The national legislation does not establish bail conditions that prohibit individuals accused of sexual offences against children to leave the country when pending court processes in which case the prosecution becomes solely dependent on extraterritorial jurisdiction and extradition.

10. Provide in law that the mere **attempt to commit a crime** of sexual exploitation of children is criminalised.

INDICATOR: The national legislation specifically criminalises attempted sexual exploitation of children related offences.

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ASSESSMENT	JUSTIFICATION
Yes	The national legislation specifically criminalises attempted sexual exploitation of children related offences, including trafficking of children for sexual purposes, online child sexual exploitation and some forms of early and forced marriages.
Partially	The national legislation covers some attempted sexual exploitation of children related offences.
No	The national legislation does not address attempted sexual exploitation of children related offences.

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<sup>9</sup> Bail is an order of a court in a criminal case allowing accused defendants to be freed pending trial if they pay a certain amount of money. Setting bail is intended to guarantee the appearance of the defendant in court when required. If the defendant appears as scheduled, the bail bond money is refunded. If the defendant fails to appear, the bail bond money is often forfeited.

11. Impose more severe sentences for **reoffending in case of sexual exploitation against children**, e.g. by defining reoffending as an aggravating circumstance, regardless of whether the crimes were perpetrated abroad or incountry.

INDICATOR: The national legislation provides for more severe penalties for reoffending in case of sexual offences
against children.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation provides for more severe penalties for reoffending in case of sexual offences against children, which is also defined as an aggravating circumstance.
Partially	The national legislation provides for more severe penalties for reoffending in case of sexual offences against children, which is also defined as an aggravating circumstance, but it is limited in time or applied only in certain circumstances.
No	The national legislation does not provide for more severe penalties for reoffending in case of sexual offences against children and this is not defined as an aggravating circumstance.

12. Provide for **mandatory reporting** for particular professions that have likelihood to have contact with children who might disclose sexual exploitation.

INDICATOR: The national legislation provides for mandatory reporting for particular professions that have likelihood to have contact with kids who might disclose.

ASSESSMENT	JUSTIFICATION
Yes	Reporting by professionals working with children and institutions that have likelihood to have contact with kids who might disclose, is mandatory by law.
Partially	Reporting is mandatory by law only for a limited group of professionals working with children and institutions that have likelihood to have contact with kids who might disclose.
No	Reporting by professionals working with children and institutions that, due to the nature of their activities, may come across suspected cases of sexual exploitation of children is not made mandatory by law.

13. Establish obligatory government-regulated child protection standards for the tourism industry for example, attach responsibility to an appropriate regulatory authority and/or implement industry specific **national codes for child protection** as a legal requirement for the travel and tourism industry to operate.

INDICATOR: Child protection standards for the travel and tourism industry exist.	
ASSESSMENT	JUSTIFICATION
Yes	The national legislation includes binding requirements for businesses, including travel and tourism, encompassing child protection from sexual exploitation. These can include industry-specific standards based on compliance with national codes for child protection, due diligence obligatory laws, sustainability standards and other mechanisms that require business to comply with child protection measures to operate in the country.
Partially	The national subsidiary legislation/policies include industry specific non-binding requirements for travel and tourism businesses encompassing child protection from sexual exploitation. These can include industry specific standards based on voluntary compliance with national codes for child protection or sustainability standards and certification mechanisms that include child protection, including as members of The Code of Conduct for Child Protection in the Context of Travel and Tourism (the Code).
No	The country does not have national legislation nor subsidiary legislation/policies nor codes regulating child protection from sexual exploitation by travel and tourism businesses.

- 14. Ensure the **liability of travel and tourism businesses** (in operations and supply chains) for criminal conduct including:
  - Organising travel arrangements or transportation that are explicitly or implicitly meant to create or facilitate opportunities to engage (involve) children in sexual activities;
  - Procuring, aiding or abetting the exploitative sexual conduct with a child;
  - Advertising or promoting sexual exploitation of children;
  - Benefitting, by any means, from any form of sexual exploitation of a child (or children) in the context of their travel and tourism business.

INDICATOR: The national legislation includes provisions to ensure the liability of travel and tourism businesses for sexual exploitation of children related crimes.

ASSESSMENT	JUSTIFICATION
Yes	All travel and tourism businesses are liable under criminal and/or civil law at national level for sexual exploitation of children related crimes occurred within the context of their business.
Partially	Only certain businesses (depending on their size, sector or scope of operations) are held liable under criminal and/or civil law at national level for sexual exploitation of children related crimes occurred within the context of their business OR  Travel and tourism businesses are liable under criminal and/or civil law at national level only for certain crimes of sexual exploitation of children occurred within the context of their business.
No	There are no provisions to hold companies liable under criminal and/or civil law for child sexual abuse related crimes occurred within the context of their business.

15. Criminalise the **grooming of children for sexual purposes** (often called 'solicitation' in law)<sup>10</sup> including through Internet and other communication technologies to facilitate either online or offline sexual exploitation.

INDICATOR: The national legislation criminalises grooming of children for sexual purposes including through Internet and other communication technologies to facilitate either online or offline sexual exploitation.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation fully criminalises grooming of children for sexual purposes to facilitate either online or offline sexual exploitation. In case of offline exploitation, the act is criminalised regardless of whether the solicitation has been followed by material acts leading to an in-person meeting, without a requirement that the meeting takes place.
Partially	The national legislation criminalises grooming of children for sexual purposes but only when the solicitation has been followed by material acts leading to an in-person meeting; OR  The national legislation criminalises the grooming of children for sexual purposes but not explicitly when this is conducted using the Internet or other
No	communication technology.  The national legislation does not provide any provisions that criminalise grooming of children for sexual purposes.

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In the context of child sexual exploitation and sexual abuse, 'grooming' is the short name for the solicitation of children for sexual purposes. 'Grooming/online grooming' refers to the process of establishing/building a relationship with a child either in person or through the use of the Internet or other digital technologies to facilitate either online or offline sexual contact with that person.

16. Establish legislation requiring for a criminal background check for every person (national or non-national) applying for work with or for children or who is currently working with or for children. Introduce legislation prohibiting convicted sex offenders to hold positions involving or facilitating contact with children.

INDICATOR: Criminal background checks are strict requirements for national and non-nationals working in direct
contact with children

ASSESSMENT	JUSTIFICATION
Yes	The national legislation includes provisions which mandate that the criminal background is checked for every national or non-national applying for work with or for children or who is currently working with or for children, including staff, consultants and volunteers. The national legislation may also prohibit convicted sex offenders to hold positions in both public and private settings involving or facilitating direct contact with children.
Partially	The national legislation/policies include non-mandatory provisions for the criminal background checks, or they are limited in scope for example only for nationals or non-nationals; or only for staff (not including consultants of volunteers) or only in public or private settings. The national legislation may also prohibit convicted sex offenders to hold positions in both public and private settings involving or facilitating direct contact with children.
No	The national legislation/policies do not include provisions which mandate nor include non-mandatory provisions for criminal background checks. Convicted sex offenders are not prohibited to hold positions involving or facilitating direct contract with children.

17. **Regulate and monitor the use of volunteers** (including in 'voluntourism') in settings and activities that involve direct contact with children, particularly prohibiting visits to orphanages/residential care settings in favour of redirecting the industry towards solutions that support community-based care.

INDICATOR: The national legislative and/or policy frameworks establish minimum standards for the context of voluntourism that include criminal background checks and prohibits visits to orphanage/residential care setting as tourism activities.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation requires public and private organisations/institutions to regulate and monitor volunteers in activities involving direct child contact. This includes obligatory criminal background record checks issued by a government agency such as the police or judiciary, as a prerequisite for volunteers. Additionally, relevant policies should prohibit visits to orphanage/residential care setting as tourism activities.
Partially	The national legislation does not make it obligatory for public and private organisations/institutions to regulate and monitor the use of volunteers in child care centre and in activities with direct child contact, but criminal background record checks can be issued by a government agency upon request of an organisation/institution. Visits to orphanage/residential care settings are not prohibited as tourism activities.
No	The national legislation does not require public and private organisations/ institutions to regulate and monitor the use of volunteers in children care centres and in activities with direct child contact. Visits to orphanage/residential care settings are not prohibited as tourism activities.

18. Ratify and implement relevant **regional and international instruments** related to child's rights and sexual exploitation of children.

In regards to ensuring States have legal and policy frameworks that fully and comprehensively address the range of relevant aspects of sexual exploitation of children, the following international and regional legal instruments shall be ratified and implemented as they constitute comprehensive legal tools for protecting children from sexual abuse and exploitation:

- Convention on the Rights of the Child (CRC);
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (OPSC);
- Optional Protocol to the Convention on the Rights of the Child on a Communications Procedure;
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime;
- International Labour Organization's (ILO) Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour No.182;
- United Nations World Tourism Organization's Framework Convention on Tourism Ethics.

While the following two conventions are regional commitments for member States of the Council of Europe, the guidance they provide is highly relevant to sexual exploitation of children and thus we include assessments of all countries against them for this indicator. While it may not be required for States outside this region to comply with these conventions, they are a useful measure of national legal frameworks related to sexual exploitation of children and they are open for accession by States which are not members of the Council of Europe.

- Council of Europe Convention on the Protection of Children Against Sexual Exploitation and Sexual Abuse (Lanzarote Convention);
- Council of Europe Convention on Cybercrime (Budapest Convention).

For member states of the African Union, reference should also be made to the ratification of:

- African Charter on the Rights and Welfare of the Child;
- African Union Convention on Cyber Security and Personal Data Protection.

For member states in the Americas, reference should also be made to the ratification of:

- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women;
- Inter-American Convention on International Traffic in Minors.

For members in states in Asia, reference should also be made to the ratification of:

- SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution;
- SAARC Convention on Regional Agreements for the Promotion of Child Welfare in South Asia;
- ASEAN Convention Against Trafficking in Person, Especially Women and Children.

## INDICATOR: The country has ratified all relevant regional and international instruments related to child's rights and sexual exploitation of children.

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ASSESSMENT	JUSTIFICATION
Yes	The country has ratified all legal instruments listed above (including the two Council of Europe's conventions for all countries and other relevant regional instruments depending on each country's specific region).
Partially	The country has ratified the CRC, the OPSC, the Trafficking Protocol and the ILO Convention No. 182.
No	The country has not ratified one or more instruments among the CRC, the OPSC, the Trafficking Protocol and the ILO Convention.

19. Establish **protection measures** for child victims at any stage of the legal process against the suspected offender.

INDICATOR: The national legislation establishes protection measures for child victims, enabling them to participate in the legal process.	
ASSESSMENT	JUSTIFICATION
Yes	The national legislation establishes protection measures for child victims, enabling them to participate in the legal process through: free legal assistance, counselling, access to information about court processes, in-camera hearings. These measures explicitly apply to both national and non-national child victims.
Partially	The national legislation establishes some selected protection measures, but not all; OR  The national legislation establishes protection measures but only for national child victims.
No	The national legislation does not establish protection measures, thus putting children at risk of secondary victimisation.

20. Establish **child-friendly interviewing practices** by professionally trained police.

INDICATOR: The national legislation requires that child victims are interviewed based on child-friendly interviewing practices and at least one Child Advocacy Centre exists in the country.

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ASSESSMENT	JUSTIFICATION
Yes	The national legislation requires that child victims, are interviewed based on child friendly investigative interview practices. Moreover, at least one Child Advocacy Centre exists in the country (e.g. Barnahus model).
Partially	The national legislation requires that child victims, are interviewed based on the child friendly investigative interview practices. A Child Advocacy Centre (e.g. Barnahus model) may or may not exist in the country.
No	The national legislation does not require that children are interviewed based on child friendly investigative interview practices. A Child Advocacy Centre (e.g. Barnahus model) does not exist in the country.

21. Ensure that national legislation provides the **right for child victims to receive support in their recovery and rehabilitation**, including accessing re-integration services.

INDICATOR: The national legislation stipulates that child victims can access support in their recovery and rehabilitation.

ASSESSMENT	JUSTIFICATION
Yes	The national legislation stipulates that child victims can access support in their recovery and rehabilitation. This includes access to services that meet victim's needs, including support with civil and administrative tasks, medical care, social services and psychological assistance.
Partially	The national legislation stipulates that child victims can access some forms of support in their recovery and rehabilitation but may not include reintegration services, or not be available for victims of all crimes of child sexual exploitation.
No	The national legislation does not stipulate that child victims can access support in their recovery and rehabilitation.

22. Establish a **national reporting mechanism (e.g. hotline)** that coordinates access to services, and helps to overcome reluctance to report sexual exploitation of children.

INDICATOR: A national reporting mechanism with response protocols that allow children and citizens to report without fear exist.

ASSESSMENT	JUSTIFICATION
Yes	A national reporting mechanism is established and promoted, that helps to overcome reluctance to report sexual exploitation of children. This is assessed by the existence of a national hotline that can provide or coordinate access to services for child sexual exploitation.
Partially	There are reporting mechanisms but these are not national, or don't provide or coordinate access to services for child sexual exploitation.
No	There is no reporting mechanism for reporting child sexual exploitation.

23. Create data retention and preservation laws, regulations and procedures, to ensure the retention and preservation of digital evidence and enable cooperation with law enforcement which applies to ISPs, mobile phone companies, digital social media and communication companies, cloud storage companies, based in/operating in national jurisdiction.

INDICATOR: The national legislation establishes retention and preservation laws and procedures that allow retention and preservation of digital evidence.

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ASSESSMENT	JUSTIFICATION
Yes	The national legislation establishes retention and preservation laws and procedures that allow retention and preservation of digital evidence and facilitate cooperation with law enforcement.
Partially	(Not yet defined)
No	The national legislation does not establish retention and preservation laws and procedures, thus failing to ensure that digital evidence of sexual exploitation of a child is required to be preserved.

24. Ensure that national legislation provides the **right for all child victims of sexual exploitation to seek compensation** in national courts from convicted perpetrators who harmed them and/or through state-managed funds.

INDICATOR: The national legislation provides the right for all child victims to seek compensation.		
ASSESSMENT	JUSTIFICATION	
Yes	The national legislation stipulates that child victims of all crimes of sexual exploitation can seek compensation for the crime suffered awarded in the context of criminal proceedings and/or a civil action from convicted perpetrators and/or through state-managed funds. The legislation may or may not specify non-national victims are covered by provisions on compensation.	
Partially	The national legislation stipulates that child victims of some crimes of sexual exploitation can seek compensation for the crime suffered awarded in the context of criminal proceedings and/or a civil action from convicted perpetrators and/or through statemanaged funds. The legislation may or may not specify non-national victims are covered by provisions on compensation.	
No	The national legislation does not stipulate that child victims of sexual exploitation can seek compensation awarded in the context of criminal proceedings, a civil action from convicted perpetrators nor through state-managed funds.	

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