

**The Commercial Sexual Exploitation of Children
In the U. S., Canada and Mexico**

Executive Summary

(Of the U.S. National Study)

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INTRODUCTION

The benefits of economic globalization, internationalization, and free trade have brought with them an unanticipated set of social problems. Among them is what appears to be a dramatic rise worldwide in the incidence of child exploitation. Among the most virulent forms of this exploitation is *child sexual exploitation* (hereafter “CSE”)—including their *commercial* sexual exploitation of children (hereafter “CSEC”). Child pornography, juvenile prostitution and trafficking in children for sexual purposes have emerged as significant problems on the national, regional, and international stages. So, too, has child sex tourism. CSE and the CSEC appear to be related in complex ways with other forms of child exploitation, such as the use of children in labor, drug and warfare settings.

Listed in the order of frequency with which they have been identified in the scholarly literature, child sexual exploitation appears to be fueled by: 1) the use of prostitution by runaway and throwaway children to provide for their subsistence needs; 2) the presence of pre-existing adult prostitution markets in the communities where large numbers of street youth are concentrated; 3) prior history of child sexual abuse and child sexual assault; 4) poverty; 5) the presence of large numbers of unattached and transient males in communities—including military personnel, truckers, conventioners, sex tourists, among others; 6) for some girls, membership in gangs; 7) the promotion of juvenile prostitution by parents, older siblings and boy friends; 8) the recruitment of children by organized crime units for prostitution; and, increasingly, 9) illegal trafficking of children for sexual purposes to the U.S. from developing countries located in developing Asia, Africa, Central and South America, and Central and Eastern Europe.

Patterns of CSE and the CSEC occurring in the U.S., Canada, and Mexico [hereafter “NAFTA” region] have not previously been studied. The dearth of knowledge concerning these practices in the NAFTA region is all the more striking given the comparatively high level of attention devoted to the issue in other world regions. Even so, experts familiar with the issue acknowledge that large numbers of North American children are victimized by sexual exploitation each year, including U.S. children.

Project Goals and Objectives

The research summarized in this report represents an innovative approach to the systematic collection of *first-generation* data concerning the nature, extent and seriousness of child sexual exploitation in the U.S., Canada, and Mexico. The project was organized around the following research objectives:

1. identification of the nature, extent, and underlying causes of CSE and the CSEC occurring in the three countries of the North American Free Trade region (hereafter “NAFTA”)—the U.S., Canada, and Mexico;
2. identification of those subgroups of children that are at the greatest risk of being sexually exploited;

3. identification of subgroups of adult perpetrators of sex crimes against children—including pimps, traffickers, and adult “customers” of children for sex;
4. identification of the extent to which organized criminal units are involved in the CSEC, but especially in juvenile prostitution and trafficking in children for sexual purposes;
5. to the extent possible, identification of the modes of operation and other methods used by organized criminal units to recruit children into sexually exploitative activities;
6. identification of local, state and national laws relating to CSE and the CSEC;
7. identification of international agreements, covenants and declarations pertaining to CSE and the CSEC;
8. identification of the strengths and weakness of the country’s current capacity for preventing, or at least protecting, children from sexual exploitation; and,
9. with local, state and national governmental and nongovernmental representatives, frame recommendations designed to strengthen the nation’s capacity to prevent, or at least protect, the nation’s and region’s children from sexual exploitation.

Research Partners

The project involved a unique partnership between: 1) leading governmental and nongovernmental organizations located in the U.S., Canada and Mexico; 2) three universities--one located in each country (the *University of Pennsylvania* [Philadelphia], the *University of Montreal* [Montreal], and the *Center for Advanced Studies in Social Anthropology* [Mexico City]); 3) two international child advocacy organizations (the *International Bureau for Children’s Rights* [Montreal] and *Casa Alianza* [Costa Rica]); 4) the leading national child welfare organizations in the U.S. (the *Child Welfare League of America*) and Mexico (the *Sistema Nacional para el Desarrollo Integral de la Familia--DIF*); 5) a major professional association (the National Association of Social Workers); and 6) financial participation from the federal government (the *U.S. Department of Justice/ National Institute of Justice*), private foundations (the *W.T. Grant Foundation* and the *Fund for Nonviolence*) and two universities (the *University of Pennsylvania* and the *University of Montreal*).

RESEARCH METHODS

The investigation was confronted with a wide range of methodological challenges: sampling, measurement, design, analysis and, importantly, execution in the field. The desired goal of open scientific rigor was challenged at every turn because of the high degree of secrecy associated with sex crimes against children. The harsh panoply of both formal and informal sanctions applied to persons associated with sexual crimes against children compounded the methodological difficulties as well. Matters were further complicated by the complex, multidimensional, nature of the CSEC itself. Even so, a variety of previously field-tested research methodologies were available to aid us in the investigation which, when used together, enabled us first to see below the surface of the CSEC and, in turn, to examine the phenomenon in remarkable detail.

1. Project Timing and Phasing

The study was carried out over a 27 month period (January 1, 1999 to March 31, 2001) and progressed through a series of 13 phases: 1) the recruitment, selection and hiring of staff; 2) reviews of the relevant criminal justice and human service literatures; 3) establishing linkages with key governmental and non-governmental agencies and organizations serving sexually exploited children; 4) the appointment of national and regional experts in CSE to an International Advisory Group; 5) interviews with key decision makers in law enforcement and the human services; 6) implementation of city focus group meetings; 7) statistical surveys of local, state and national governmental and nongovernmental organizations serving sexually exploited children; 8) interviews with sexually exploited children; 9) interviews with traffickers in children for sexual purposes (Mexico); 10) interviews with adult “customers” of children for sex (Canada); 11) reviews of local, state, and federal statutes pertaining to the CSEC; 12) reviews of international agreements, declarations and covenants pertaining to the CSEC; and 13) meetings with law enforcement and human service professionals to frame recommendations for strengthening the national capacity to prevent, or at least significantly reduce via protective activities, the number of children who become victims of CSE.

The time lines associated with each of these activities are identified in Exhibit 2.2 of the full report. Where appropriate, the exhibit also indicates the location where selected activities took place. All of the activities identified in the exhibit were integrally sequenced so as to insure that all relevant questions and formats were incorporated into the study's data collection procedures, especially those bearing on the project's policy review and recommendation processes.

2. Country Selection

The three countries of the NAFTA region were selected for inclusion in this investigation for several reasons: 1) their geographic proximity to one another; 2) the special nature of the free trade agreement in which each country participates as a co-equal partner; 3) the comparative ease with which nationals of these countries move across each other's borders; 4) the known existence of CSE in all three countries; 5) the transnational and intra-regional nature of the CSEC within and between all three countries; 6) the existence of formal commitments on the part of each government to work toward the elimination of the CSEC; and, 8) as evidenced by this project, a history of productive research partnerships between the region's universities, human service and law enforcement organizations.

3. City Selection

Twenty-eight cities were selected for special analysis as part of this investigation: U.S. (N=17),¹ Canada (N=4),² and Mexico (N=7).³ Cities were selected on the basis of: 1) size; 2) known problems with the CSEC; 3) a history of attempting to resolve problems associated with the CSEC within their communities; 4) the presence of a network of child- and youth-serving organizations with which we could partner in carrying out our focus group meetings; and, 5) for our partners in Canada and Mexico, relative proximity to the U.S.

¹ Chicago, Dallas-Ft. Worth, Detroit, El Paso, Honolulu, Las Vegas, Los Angeles, Miami, New York, New Orleans, Oakland, Philadelphia, San Antonio, San Diego, San Jose, San Francisco and Seattle.

² Montreal, Toronto, Vancouver and Windsor.

³ Acapulco, Cancun, Ciudad Juarez, Guadalajara, Mexico City, Tapachula and Tijuana.

4. Key Informants for the City, Country, and Regional Studies

Exhibit ES.1 identifies the *types* of persons and organizations in the U.S. with which we met during the course of our investigation. In all, interviews and focus group meetings were held with nearly 1,000 key informants nationwide:⁴ 1) sexually exploited runaway and throwaway street children (N=124); 2) sexually exploited children in the care of local human service and law enforcement agencies (N=86); 3) representatives of Federal law enforcement agencies (N=164); 4) representatives of state, county and local law enforcement agencies (N=146); 5) representatives of public human service agencies (N=93); 6) representatives of local private human service agencies (N=196); 7) representatives of international nongovernmental organizations (N=51); and 8) members of our Tri-National research team and International Advisory Board (N=60).⁵

Exhibit ES.1⁶
Key Informant Persons and Organizations for U.S. City Studies

| Sectors | Types of Persons and Institutions Consulted |
|--|--|
| Sexually Exploited Children and Youth | <ul style="list-style-type: none"> • Runaway street youth⁷ • Throwaway street youth • Homeless street youth (not elsewhere counted) • Sexually exploited youth in the care of law enforcement and human service agencies |
| Law Enforcement Organizations | <ul style="list-style-type: none"> • U.S. Attorneys • Regional Offices of the Federal Bureau of Investigation (FBI) • Municipal Prosecutors Office • Offices of the District Attorney • Police Chiefs/Sheriffs Offices • Juvenile/ Adult/ and Family Courts • Sex Crimes divisions of local police departments • Juvenile Crimes divisions of local police departments |
| Public Human Service Organizations | <ul style="list-style-type: none"> • Directors of Children and Youth divisions of local Departments of Human Resources (Welfare) • Directors of Youth Emergency Services (including public shelters) • Directors of youth diversion and street gang programs |
| Private Human Service Organizations | <ul style="list-style-type: none"> • Directors of local affiliates of Child Welfare League of America • Directors of family violence shelters • Directors of missing children centers • Coordinators of sexual addiction/sexual crimes self help groups • Planning directors of local United Ways and other federated fundraising organizations |

⁴ See Exhibit 2.7 in the full report for city specific data.

⁵ Appendix 1.D of the full report contains a partial listing of the local, state and national organizations that participated in this study.

⁶ Other than for exhibits identified as “ES” (for Executive Summary) all other exhibits contained in this summary were extracted from the report’s main text and, as such, as numbered as they appear in the main text.

⁷ For conceptual purposes, the categories of children identified here are treated as mutually exclusive of one another. In reality, some overlap may exist for a small percentage of children who are counted in more than one category.

| Sectors | Types of Persons and Institutions Consulted |
|--|---|
| | <ul style="list-style-type: none"> • Directors of Planned Parenthood and other agencies serving sexually active youth |
| Other Child Serving/ Focused Agencies | <ul style="list-style-type: none"> • Children and youth advocacy networks • Directors of sexual abuse units of children's hospitals |
| Other Specialist/Expert Groups | <ul style="list-style-type: none"> • Children and youth focused faculty members and advanced graduate students of local schools of social work • Children and youth focused faculty members and students of local law schools |

5. Statistical Survey of National, State and Local Governmental and Nongovernmental Organizations Serving Sexually Exploited Children and Their Families

In addition to our interviews and focus group meetings with key informants, we also conducted several statistical surveys of governmental and nongovernmental agencies charged with the responsibility of serving sexually exploited children and their families. In all, survey instruments were mailed to local (N=391), state (N=88) and Federal agencies (N=246) as well as to 405 nongovernmental agencies.⁸ After extensive follow-ups with non-responding agencies, a total of 288 usable questionnaires of the original 1,130 mailed were returned (25%). Difficulty in accessing information concerning the number of sexually exploited children in their care was one of the factors cited by many agencies for not completing the formal questionnaire. In the main, the data requested of them either were unavailable or, if available, could not be retrieved readily from non-machine accessible case files.

6. Statutory Reviews

Relevant national and sub-national criminal statutes and international agreements relating to children and their sexual exploitation were reviewed as part of this investigation. Appendix 1.G identifies and summarizes the major U.S. Federal and state statutes relating to the CSEC. State statutes relating to CSE and the CSEC may be reviewed at the website of the National Center for Child Abuse and Neglect (NCCAN).⁹

Owing to their number and complexity, a listing of the laws of other nations pertaining to the CSEC are not included in this report but may be accessed through the website recently established by the *Protection Project*.¹⁰ A summary of the major international agreements relating to the CSEC, however, appears in the full report as Appendix 1.H.

⁸ The instruments used in these surveys are reprinted in the full report as Appendixes 1.E and 1.F.

⁹ <http://www.calib.com/nccanch/statutes/index.cfm>

¹⁰ <http://www.protectionproject.org>

FINDINGS

1. Factors That Contribute to the Sexual Exploitation of Children

Our investigation has determined that a variety of factors contribute to the CSEC in the U.S. We have divided these factors into three discrete groups--ranging from external factors over which individuals can exert comparatively little control to factors that are internal to the psychological makeup of exploited children and their families: 1) *macro/contextual factors*, i.e. external broad-based social processes that exist in the larger environment over which individuals can exercise only minimal control but which, nonetheless, exert a powerful influence on their lives; 2) *micro/situational factors*, i.e., external processes and events that impact individuals directly and over which they can exert some measure of control; and 3) *individual/internal factors*, i.e., cognitive and psychogenic forces that influence a person's sense of mastery over her/his own personal environment and future.

Exhibit 3.1 identifies the major CSEC-related elements associated with each of these factors.

Exhibit 3.1

Factors Contributing To the Sexual Exploitation of Children and Youth

| Domain | Contributing Factors |
|---|--|
| Macro/Contextual (External) | <ul style="list-style-type: none"> • Socio-economic • Societal attitudes toward children and youth • Social anomie among children and youth, i.e., a lack of connectedness on the part of youth with the larger society and their place within it • Poverty • Child victims of crime and violence • Societal responses to crimes committed against children, including sexual crimes • The presence of pre-existing adult prostitution "markets" • The presence of groups advocating child-adult sexual relationships • Sexual behavior of unattached and transient males including the military, seasonal workers, truckers, motor cycle gangs, conventioners • Community knowledge and attitudes concerning HIV/AIDS and other sexually transmitted diseases |
| Micro/Situational (External) | <ul style="list-style-type: none"> • Socio-Behavioral <ul style="list-style-type: none"> ○ Family dysfunction ○ Parental drug dependency ○ History of physical and/or sexual assault ○ Personal drug dependency ○ School/other social performance failures ○ Gang membership • Active recruitment into prostitution by others <ul style="list-style-type: none"> ○ Peers ○ Parents or other family members (including siblings) ○ Local pimps ○ National and or international crime organizations |
| Individual/ (Internal) | <ul style="list-style-type: none"> • Psychogenic <ul style="list-style-type: none"> ○ Poor self esteem ○ Chronic depression ○ External locus of control • Seriously restricted future orientation |

2. More and Less Common Forms of Child Sexual Exploitation

CSEC takes many forms—pornography, prostitution, trafficking. Exhibit 3.4 identifies the more and less common forms of CSE that we encountered in the course of our investigation

Exhibit 3.4
More and Less Common Forms of CSE

| More Common | Details |
|---|---|
| Sexual Molestation of both boys and girls by acquaintances | <ul style="list-style-type: none"> 49% of all sexual assaults against children are committed by persons known either to the child or the child’s family—teachers, coaches, physicians, scout leaders, neighbors (DoJ, 2000b) |
| Sexual Molestation of both boys and girls by family members | <ul style="list-style-type: none"> 47% of all sexual assaults against children are committed by members of the child’s own family—father, step-father, uncles, and older siblings (Araji, 1997; DoJ, 2000b; O’Brien, 1991) |
| Pornography | <ul style="list-style-type: none"> Children are both the subjects and victims of pornography Street children frequently exchange participation in pornography for food, clothing, shelter, money, and other items of value. More than 6.5 million children with regular internet access are exposed to unwanted sexual materials annually. More than 1.7 million of these young people report considerable distress over exposure to these materials (Finkelhor, 2000) |
| For boys, gay sex | <ul style="list-style-type: none"> At least 95% of all the commercial sex engaged in by boys is provided to adult males Many of the adult male sexual exploiters of boys are married men with children |
| For girls, modeling, stripping, topless and lap dancing | <ul style="list-style-type: none"> Modeling, nude dancing, lap dancing and similar sexually provocative activities frequently are used to lure girls into prostitution At a minimum, these activities serve as the basis for involving girls in pornography |
| For girls, sex as a contribution to gang economy | <ul style="list-style-type: none"> At least 25% of girls who are members of gangs perform sexual services for other gang members or to the general public These sexual services are considered part of the girl’s contribution to the gang’s life as a collective to the gang’s economy |
| For girls, pimp-controlled prostitution—including street prostitution and prostitution organized through escort and massage services | <ul style="list-style-type: none"> 55% of street girls engaged in formal prostitution about 75% of which is pimp controlled 45% of street girls engage in prostitution which, in only about 25% of situations, is controlled by pimps Pimp-controlled juvenile prostitution is closely associated with: escort and massage services; private dancing, drinking and photographic clubs; major sporting and recreational events; major sporting and cultural events; conventions; and selected tourist destinations Pimp-controlled juvenile prostitution exists side by side with adult prostitution—often on the same streets and along the same tracks followed by adults involved in prostitution |
| For boys, entrepreneurial pornography and prostitution | <ul style="list-style-type: none"> A larger percentage of boys report engaging in commercial sex for money and pleasure more often than girls A large percentage of older boys involved in commercial sex think of themselves as “hustlers” rather than as prostitutes Like girls, boys also exchange sex for money and other things of value to them—e.g., drugs, alcohol, a place to sleep, transportation A disproportionate number of boys involved in commercial sex, |

| More Common | Details |
|--|---|
| | about 25%-35%, self identify as sexual minorities, e.g., as gay, bisexual, or as transgender/transsexual |
| Less Common | Details |
| Participation in nationally organized crime networks | <ul style="list-style-type: none"> • About 20% of children we encountered in this study were being trafficked nationally by organized criminal units using well established prostitution tracks • Trafficking is expensive and children are required to pay their traffickers for the services received—e.g., transportation, false identity papers, a place to live, jobs • Children are trafficked into, and within, the U.S. by a variety of private and public means—e.g., cars, buses, vans, trucks, planes • Most trafficked children have available to them a variety of false identity papers for use in case of arrest • The majority of nationally trafficked children both use drugs and engage in drug sales |
| Participation in international organized crime networks | <ul style="list-style-type: none"> • Only about 10% of the children we encountered are trafficked internationally • Some children who are citizens of the U.S. are trafficked outside of the U.S.—mostly to other economically advanced countries located in Europe and Asia • Most internationally trafficked children are the citizens of developing countries located in Asia, Africa, Central and South America, and Central and Eastern Europe • International trafficking in children is highly lucrative—a single trafficked child can earn a trafficker as much as \$30,000 or more in trafficking fees • International trafficking in children also is highly complex and requires the involvement of a wide range of functionaries—including recruiters, trainers, purveyors of false documents, transporters, money collectors, enforcers |
| Servitude and indenturing | <ul style="list-style-type: none"> • Many children who enter the country illegally are forced into servitude by their traffickers • Child servitude includes working in sweat shops, restaurants, and hotels for virtually no wages, performing sexual services for money, panhandling or attempting to sell items of little economic value • Children in servitude frequently are required to repay their trafficking debts through commercial pornography and prostitution • In many cases, trafficked children also are required to serve as “mules” in transporting illicit drugs either into or across the U.S., or both |

3. Social, Emotional, Health, and Other Risks to Sexually Exploited Children

Sexually exploited children are exposed to a broad range of social, emotional, health and other risks. In identifying these risks, a distinction must be made between sexually exploited *children living in their own homes* and *sexually exploited children who have left home* (either as runaways or throwaways). The challenges confronting both groups of children are enormous, but differ.

Sexually exploited children living in their own homes are at substantial risk of re-exploitation--often over a period of many years. These risks are especially high in families where the exploitation has not been detected and in which no external intervention has occurred by either law enforcement or child protective authorities. The risks to children of re-exploitation are especially high in families that move from city-to-city in order to avoid detection by law enforcement and child protection authorities or, once detected, to evade prosecution or supervision. Families characterized by high levels of domestic violence, drug use, serious mental illness, and sexual promiscuity are particularly dangerous to children sexually—but especially to post-pubescent girls who become sexual targets for male family members (e.g., fathers, step-fathers, uncles, grandfathers, older siblings), family acquaintances (e.g., neighbors, friends, coaches), and strangers (e.g., pimps and other recruiters of children for commercial sex). In the very worst situations, children in their own homes who are repeatedly victimized are in danger of other forms of violence as well—even to the point of being killed.

The investigation provided further evidence that children living on America's streets are subject to an extraordinary range of social, emotional, physical, health and economic risks not experienced by other children. Poverty is rampant among these children as are hunger and malnutrition. Illnesses caused by exposure to the weather, of eating garbage from restaurant dumpsters and from sleeping in pest and vermin infested areas are widespread. Sexually transmitted diseases also are high among street youth and are especially high among those street youth who engage in prostitution (Exhibits 3.9 and 3.10 of the full report). Street youth also fall victim to violence inflicted by peers, pimps, "customers" and others.

Street youth also suffer disproportionately from serious mental illnesses. Nearly 66% of street youth studied in Seattle were diagnosed with disruptive behavior disorders, attention deficit disorders, mania, schizophrenia, or post traumatic stress syndrome (Exhibit 3.7 of the full report). Clinical depression was found to be widespread among street youth in Seattle and San Francisco (Exhibits 3.7 and 3.11 of the full report) as was the incidence of suicidal ideation and attempts among street youth in Denver, New York and San Francisco (Exhibits 3.8 and 3.11 of the full report). Stigma from community residents, harassment by local police and, owing to their age and out-of-state residency status, comparative neglect of the needs of street children by local human service agencies are among the challenges confronting street youth. Street youth also participate extensively in criminal activity, but the majority of these crimes are committed to obtain the resources required to meet their survival needs (Exhibits 3.10 and 3.11 of the full report).

4. Categories of Sexually Exploited American Children

Seventeen discrete categories of sexually exploited children were identified in the course of our investigation. These categories, and the numbers of children we estimate to be associated with each category of risk of sexual exploitation, are summarized in Exhibit ES.2a.

A Cautionary Note

These estimates reported in Exhibit ES.2a reflect what we believe to be the number of children in the United States “at risk” of commercial sexual exploitation, i.e., children who because of their unique circumstances as runaways, throwaways, victims of physical or sexual abuse, users of psychotropic drugs, members of sexual minority groups, illegally trafficked children, children who cross international borders in search of cheap drugs and sex, and other illicit fare, are at special risk of sexual exploitation. The numbers presented in these exhibits do not, therefore, reflect the actual number of cases of the CSEC in the United States but, rather, what we estimate to be the number of children “at risk” of commercial sexual exploitation. A different type of study from ours--one that uses a different methodology and a higher investment of resources--is needed to carry out a national prevalence and incidence survey that could produce an actual headcount of the number of identifiable commercially sexually exploited children in the United States and the frequency with which they engage in such behaviors.

Even so, we do believe the numbers reported in these exhibits are helpful in: 1) identifying the discrete “feeders” or subgroups of children who are at the greatest risk of commercial sexual exploitation; 2) identifying discrete feeders or subgroups of children not previously associated by both experts and the public with the CSEC; and 3) suggesting a “plausible range” within which the actual number of children who become victims of commercial sexual exploitation on an annual basis may fall.

At the time of completing work on this report, a new study of the incidence of runaway and throwaway children in the United States (NISMART 2) was nearing completion (Hanson, 2000). Inasmuch as 60% of all the children we estimate to be at risk of commercial sexual exploitation fall within the “runaway” and “throwaway” categories (Rows 1, 2 and 3 of Exhibit ES.2a), the findings from this updated national incidence study of runaway and throwaway children—*but not directly of children involved in commercial sexual exploitation*—is expected to have a significant impact on our estimates of the number of children at risk of commercial sexual exploitation. Preliminary discussions with investigators associated with NISMART-2 suggest that the number of runaway and throwaway children may have declined by as much as 30%-40% between 1988 and 2000—a finding that would be consistent with recent reports of other types of violent sexual risks to which children are exposed (Jones & Finkelhor, 2001).

Also note that the pool of children we estimate to be at risk of commercial sexual exploitation are *in addition to* the more than 105,000 children that annually are *substantiated* or *indicated* to be victims of child sexual abuse,¹¹ including those youths who are physically assaulted while being sexually abused—crimes which this study has confirmed to be closely associated with subsequent sexual exploitation for many children.

¹¹ Recent evidence reported by Jones & Finkelhor (2001) suggest that the incidence of *substantiated* and *indicated* cases of child sexual abuse declined by 31% between 1992 and 1998, i.e., from a high of 150,000 cases in 1992 to a low of 104,000 cases in 1998.

Exhibit ES.2a

Categories of Children At Risk of Sexual Exploitation, U.S.: December, 2000

| | | | Running Total of Children At Risk of Commercial Sexual Exploitation¹² | | |
|---|---|---|---|---|---------|
| Column 1 | Column 2 | Column 3 | Column 4 | Column 5 | |
| Categories Of Sexually Exploited Youth | Operational Definitions | # of Children At Risk of CSEC in This Category (100%) | Medium Scenario (100% of Cases * 88%) | Low Scenario (100% of Cases * 75%) | |
| Group A: Sexually Exploited Children Not Living in Their Own Homes | | | | | |
| 1. | Runaway Youth From Home | Youth under the age of 18 years who absent themselves from home or place of residence without the permission of parents or legal guardians and who, as a result of running away, are prone to becoming victims of sexual exploitation | 121,911 | 107,282 | 91,433 |
| 2. | Runaway Youth From Juvenile and Other Institutions | Youth under the age of 18 years who absent themselves without permission from group foster homes, juvenile detention centers, hospitals or wards for the chronically ill, mental hospitals or wards, or other types of group quarters and juvenile institutions | 6,793 | 113,260 | 96,528 |
| 3. | Throwaway Youth | Youth under the age of 18 years who either are abandoned or are forced to leave their homes by parents or guardians, and are not permitted to return and who, because of their vulnerable economic status, are prone to becoming victims of sexual exploitation | 51,602 | 158,669 | 135,230 |
| 4. | Homeless Children (Not Elsewhere Counted) | Youth not counted under runaways or throwaways who are homeless and | 27,972 | 183,285 | 156,209 |

¹² “Running Totals” reflect a simple addition of the total number of potential cases of the CSEC under “low” and “moderate” scenarios, i.e., 88% (Column 4) and 75% (Column 5) of all children considered at risk of commercial sexual exploitation, respectively. Both scenarios correct for possible duplicate counting of some children in more than one category, e.g., the same child being counted as both a “runaway” and a “throwaway.” Column 3 reports the number of children in each of the study’s 14 categories judged to be at risk of the CSEC. The methodology used to derive these estimates is described at the end of this summary.

| | | | | Running Total of Children At Risk of Commercial Sexual Exploitation¹² | |
|---|---|--|--|---|---------|
| Column 1 | Column 2 | Column 3 | Column 4 | Column 5 | |
| Categories Of Sexually Exploited Youth | Operational Definitions | # of Children At Risk of CSEC in This Category (100%) | Medium Scenario (100% of Cases * 88%) | Low Scenario (100% of Cases * 75%) | |
| | who, because of their social and economic status are vulnerable to sexual exploitation | | | | |
| Group B: Sexually Exploited Children Living in Their Own Homes | | | | | |
| 5. | Children Ages 10-17 Living in the General Population | Children between the ages of 10 and 17 years living in the general population who become victims of sexual exploitation | 72,621 | 247,191 | 210,674 |
| 6. | Children Ages 10-17 Living in Public Housing | Children between the ages of 10 and 17 years living in public housing who become victims of sexual exploitation | 4,447 | 251,105 | 214,010 |
| Group C: Other Groups of Sexually Exploited Children | | | | | |
| 7. | Female Gang Members | This group includes approximately 27,000 girls between the ages of 10 and 17 years who are members of identifiable gangs—some portion of whom become victims of sexual exploitation as a result of their gang membership | 5,400 | 255,857 | 218,060 |
| 8. | Transgender Street Youth | A broad category of sexually exploited youth who identify themselves as members of the opposite sex to which they were born. This includes male>female, female>male, and youth born with the sex organs of both genders. | 3,000 | 258,497 | 220,310 |
| Group D: The International Dimensions of CSEC in the U.S.: U.S. Children and Youth Traveling Abroad and Foreign Children Traveling to the U.S. For Sexual Purposes | | | | | |
| 9. | Foreign Children Ages 10-17 Brought Into the U.S. Legally Who Become Victims of Sex- | Includes all children brought into the U.S. legally as extended family members, as <i>au pairs</i> to the private households and to the business and diplo- | 3,000 | 261,137 | 222,560 |

| | | Running Total of Children At Risk of Commercial Sexual Exploitation¹² | | | |
|---|--|--|--|---|---------|
| Column 1 | Column 2 | Column 3 | Column 4 | Column 5 | |
| Categories Of Sexually Exploited Youth | Operational Definitions | # of Children At Risk of CSEC in This Category (100%) | Medium Scenario (100% of Cases * 88%) | Low Scenario (100% of Cases * 75%) | |
| | ual Exploitation | matic communities and, who, in due course, become victims of sexual exploitation | | | |
| 10. | Foreign Children Ages 10-17 Brought Into the U.S. Illegally Who Become Victims of Sexual Exploitation | Includes all children smuggled or otherwise brought into the U.S. illegally (often in economic or sexual servitude to their smugglers/traffickers) | 8,500 | 268,617 | 228,935 |
| 11. | Unaccompanied Minors Entering the U.S. On Their Own Who Become Victims of Sexual Exploitation | Includes all children who, on their own, enter the U.S. and become victims of sexual exploitation | 2,500 | 270,817 | 230,810 |
| 12. | Non-Immigrant Canadian and Mexican Children Ages 10-17 Crossing Into the U.S. For Sexual Purposes | Includes all Canadian and Mexican youth who enter the U.S. on a more or less casual basis and who, while in the U.S., engage in sexually exploitative activities | 2,500 | 273,017 | 232,685 |
| 13. | U.S. Youth Ages 13-17 Living Within Driving Distance to a Mexican or Canadian City | Includes American youth living in cities and towns in close proximity to Mexico or Canada who cross into these countries in pursuit of sex | 14,329 | 285,626 | 243,431 |
| 14. | Non-Immigrant U.S. Youth Ages 13-17 Trafficked From the U.S. to Other Countries For Sexual Purposes | Includes youth between the ages of 13 and 17 years who travel outside the U.S. to provide sexual services to the nationals of other countries | 1,000 | 286,506 | 244,181 |

| | | | | Running Total of Children At Risk of Commercial Sexual Exploitation ¹² | |
|---|--|--|---------------------------------------|---|--|
| Column 1 | Column 2 | Column 3 | Column 4 | Column 5 | Column 5 |
| Categories Of Sexually Exploited Youth | Operational Definitions | # of Children At Risk of CSEC in This Category (100%) | Medium Scenario (100% of Cases * 88%) | Low Scenario (100% of Cases * 75%) | Low Scenario (High * 75%) |
| Group E: | | | | | |
| Children Exposed to On-Line Sexual Victimization (from Finkelhor et al., 2000) | | | | | |
| 15. | Child Victims of Distressing Sexual Solicitations and Approaches Via the Internet | Includes a percentage of children between the ages of 10 and 17 years who regularly surf the internet either at school or home | High Scenario 1,450,000 | | Low Scenario (High * 75%) 930,000 |
| 16. | Child Victims of Unwanted Exposure to Distressing Sexual Materials Via the Internet | Includes a percentage of children between the ages of 10 and 17 years who regularly surf the internet either at school or home | High Scenario 1,720,000 | | Low Scenario (High * 75%) 1,140,000 |
| 17. | Child Victims of Distressing Sexual Harassment Via the Internet | Includes a percentage of children between the ages of 10 and 17 years who regularly surf the internet either at school or home | High Scenario 650,000 | | Low Scenario (High * 75%) 310,000 |

5. Profiles of Child Sexual Exploiters

From our interviews with children and from focus group meetings with law enforcement and human service professionals we have been able to identify groups of offenders who are closely associated with the CSEC. While the “membership” of these groups consist primarily of men, not all child sexual exploiters are men. Indeed, a portion of the sex crimes against children are committed by juveniles and women—especially sexual assaults committed against very young children in their own homes.

In identifying sexual exploiters of children we have found it necessary to distinguish between sexual exploiters of *children living in their own homes* (which involves primarily *child sexual abuse*¹³ and *child sexual assaults*¹⁴ which are nearly always non-economic in nature) and sexual exploiters of *runaway and homeless children* (nearly all of which occurs within an economic context). A third category, those engaging in the on-line sexual victimization of children, differ from the first two groups.

¹³ *Child Sexual Abuse* refers to sexual activity involving persons younger than 18 years of age. Most often perpetrated by an adult, such activities include rape and molestation, pornography, and exposure of children to the sexual acts of others (ala National Clearinghouse on Child Abuse and Neglect Information, 1996).

¹⁴ *Child Sexual Assault* refers to any sexual act directed against a person younger than 18 years of age, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity. Child sexual assault includes: forcible rape, forcible sodomy, sexual assault with an object, and forcible fondling (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13).

These existence of these three categories of child sexual exploiters emphasize the existence of a *continuum of abuse* associated with child sexual abuse, child sexual assault, and child sexual exploitation. While the faces of the children victimized by each form of abuse may differ, in fact, the underlying socio-emotional-cultural dynamics responsible for all forms of child sexual abuse are the same, i.e., in every case the abuse is initiated by a more powerful offender(s), usually an adult, who exerts his or her will over the of children in order to secure some sexual, economic or other benefit of value to the offender.

Further, child sexual abuse and child sexual assaults rarely occur within an economic context, i.e., situations in which either the victim or the offender is financially benefiting from the abuse inflicted on the child. In all situations involving the commercial sexual exploitation of children, however, the relationship between the victim and the exploiter is essentially economic in nature, i.e., a “customer” (usually an adult) purchasing a sexual service from a child either for cash or something else of value to the child— food, shelter, clothing, video games, drugs and even affection. In such situations, and given the age and maturational disparities between children and that majority of their “customers” who are adults, the exchanges can never be equal and do, therefore, compromise the dignity, rights, physical and emotional well-being of the child.

5.a. Sexual Exploiters of Children Living in Their Own Homes

Some 105,000 *substantiated*¹⁵ or *indicated*¹⁶ cases of child sexual abuse occur in the U.S. each year. The majority of this abuse is perpetrated against children 12 years of age or younger and nearly all of it occurs in the privacy of the child’s own home (84%). Sadly, 96% of all confirmed child sexual abuse cases are perpetrated by persons known either to the child or to the child’s family (49%)--i.e., by neighbors, teachers, coaches, physicians--or by members of the child’s own family (47%)--i.e., fathers, step-fathers, uncles, grandfathers, older siblings. Contrary to widely held belief, only a small number of substantiated child sexual assaults are committed by strangers (4%).

Persons of all ages sexually abuse children living in their own homes. Persons over the age of 18 are responsible for more confirmed cases of child sexual abuse than are persons younger than 18 years. Beginning at perpetrator age 18, sexual abuse directed against very young children living in their own homes are more likely to be committed by members of the child’s own family.

Perpetrators of child sexual abuse include men, women and juveniles. *Males only* initiated 62% of all confirmed cases of sexual abuse against children living in their own homes; *males and females acting together* were responsible for 29% of all confirmed cases of child sexual abuse and *women only* were responsible for 9% of all confirmed cases of child sexual abuse.

Comparatively few cases of child sexual abuse or child sexual assault are economic in nature and, hence, none of these cases are included in the numbers of CSEC cases reported in Exhibit ES.2.

¹⁵ The allegation of maltreatment or risk of maltreatment was supported or founded (DoJ, 2000b:45).

¹⁶ The allegation of maltreat or risk of maltreatment could not be substantiated but there was reason to suspect the child was maltreated or at risk of maltreatment (DoJ, 2000b:45).

5.b. *Sexual Exploiters of Children Not Living in Their Own Homes*

In addition to substantiated and indicated cases of sexual assaults against children living in their own homes,¹⁷ our investigation also confirmed that hundreds of thousands of American children *living outside of their homes*--on the streets, in “squats,” cheap motels, shelters, vans and even dumpsters--fall victim to sexual exploitation each year. Many of these victims are quite young and many were victims of sexual exploitation before running away from home (Exhibit 3.12 of the full report). All of these cases involve the commercial sexual exploitation of children, i.e., situations in which the child exchanges sex for money or other things of value to the child.

Based on our interviews with children and our focus group meetings with law enforcement and human service professionals, we have been able to identify the major categories of sexual exploiters of children not living in their own homes. The precise numbers of such exploiters nationally could not be determined by this investigation but, for certain, their demographic and psychosexual histories are quite varied.

Even so, we can confirm that sexual exploiters of children include: 1) pedophiles; 2) “transient males” including members of the military, truck drivers, seasonal workers, conventioners and sex tourists, among others; 3) “opportunistic” exploiters, i.e., persons who will sexually abuse whoever is available for sex including children; 4) pimps; 5) traffickers; and 6) other juveniles.

6. Pimps and Child Sexual Exploitation

Pimps are an omnipresent reality among street girls and girls that are trafficked as part of regional and national sex rings. Boys, on the other hand, rarely have pimps.

In general, pimp “culture,” among sexually exploited children and youth, is organized along the following lines: a) most pimps manage only 1-3 girls at a time; b) at least 50% of the pimps we encountered operate strictly at the local level--they are not part of larger criminal networks; c) approximately 25% of the pimps we encountered were tied into city-wide crime rings; d) about 15% of the pimps we encountered were tied into regional or nationwide networks; and e) approximately 10% of pimps in the U.S. are tied into international sex crime networks. This latter group of pimps participate actively in the international trafficking of children--including American children and children who are nationals of other countries. Typically, these pimps also are connected in some way—directly or indirectly, peripherally or centrally—to international drug networks and frequently use children as “mules” in moving drugs into and across the U.S.

7. Organized Crime and Child Sexual Exploitation

A variety of levels of organized crime, both within and outside the U.S., are involved in the CSEC; each of these levels profit substantially from the sexual exploitation of children. The extent of organized crime’s involvement in any given activity is dependent upon: 1) the ages of the children involved; 2) the nationality of these children; and 3) the profit potential associated with the each type of exploitative activity. Overall, we have learned that organized crime’s involvement in the CSEC constitutes yet another

¹⁷ Comparatively few of these children are involved in sexually exploitive activities of a commercial nature. In any case, none of these children are counted among the cases of CSEC reported in Exhibit ES-2.

service provided by these groups as part of a potential “portfolio” of services that can include adult prostitution, drugs, and money laundering.

In general, organized crime units tend not to be involved with children younger than 9 years of age—not out of a sense of morality but because such young children are “too difficult” or “too hot” to handle. The exception to this pattern is the use of very young children as subjects of pornography—particularly if the children are foreign born. Our informants have denied using children under the age of 10 years as prostitutes, albeit some cases involving very young children have been identified by the public media (Exhibits 3.22 and 3.23 of the full report).

Children and youth older than 12 years are prime targets for sexual exploitation by organized crime units. Most of the children recruited by organized crime groups come from among runaway and homeless youth. And most recruited by same-sex peers, albeit adults play a very active role in managing the peer recruiters including through the provision of financial and drug incentives to the recruiters for each child brought into the group. The majority of children associated with organized criminal units have liberal access to drugs and other substances that increase their dependency on the crime unit. Not infrequently, the babies of girls who become pregnant are removed and raised either by members of the organizer’s extended family or by others within the criminal network. Once taken away from their mothers, these babies are used to exert even greater control over prostituted youth.

8. Domestic and International Trafficking in Children For Sexual Purposes

Our investigation encountered many children who were being trafficked into and across the U.S. for sexual purposes. These children included both U.S. citizens who were being trafficked as part of regional and national sex crime rings and foreign children who, along with young women, were trafficked into the U.S. from other countries for involuntary servitude, including for prostitution.

8.a *Regions and Countries of Origin of Sexually Exploited Trafficked Foreign Children in the U.S.*

Exhibit 3.19 identifies the regions and countries of origin of foreign trafficked children we met in the course of our investigation. The exhibit also identifies the focus group cities in which children from these countries were encountered, albeit, and like trafficked adults, these children are moved quickly from one city to the next in order to avoid detection.

**Exhibit 3.19
Regions and Countries of Origin of Sexually Exploited Trafficked Foreign Children in the U.S., 2000**

| World Region | Country of Origin | Focus Group Cities In Which Children Were Found |
|---------------------|--------------------------|--|
| ASIA-OCEANIA | | |
| | Australia | Honolulu, New Orleans |
| | Burma | Chicago, New York |
| | Cambodia | Honolulu, New Orleans, San Francisco, Seattle |
| | Hong Kong | Honolulu, New York, Seattle |
| | India | Berkeley, Chicago, New York, San Jose |
| | Japan | Honolulu |
| | Korea | Detroit, Honolulu, New York, San Francisco |
| | Laos | Honolulu, Los Angeles |

| World Region | Country of Origin | Focus Group Cities In Which Children Were Found |
|----------------------------------|----------------------------|--|
| | People's Republic of China | Detroit, Honolulu, Los Angeles, New York, Chicago, Seattle |
| | Philippines | Honolulu, Los Angeles, Miami, New York, Philadelphia, San Diego, Seattle |
| | Sri Lanka | Chicago, Los Angeles |
| | Taiwan | Honolulu, New York, San Francisco |
| | Vietnam | Chicago, Honolulu, New York, New Orleans |
| AFRICA | | |
| | Benin | Seattle |
| | Burkina Faso | Seattle |
| | Cameroon | New York, Seattle |
| | Eritrea | New York, Seattle |
| | Ethiopia | New York, Seattle |
| | Ghana | New York, Seattle |
| | Nigeria | Seattle |
| | Somalia | Chicago |
| | Sudan | Chicago |
| CENTRAL and SOUTH AMERICA | | |
| | Belize | San Diego |
| | Colombia | Chicago, El Paso, San Diego |
| | Costa Rica | El Paso, San Diego |
| | El Salvador | El Paso, Chicago |
| | Guatemala | Chicago, El Paso, New York |
| | Honduras | Chicago, El Paso, Miami |
| | Nicaragua | Chicago, El Paso, San Diego, Los Angeles |
| CARIBBEAN | | |
| | Dominican Republic | Fort Lauderdale, Homestead (FL), Miami, New York |
| | Haiti | Fort Lauderdale, Homestead (FL), Miami, New York |
| | Jamaica | Miami, New York |
| NORTH AMERICA | | |
| | Canada | Chicago, Honolulu, Las Vegas, Los Angeles, Miami, New Orleans, New York, Seattle |
| | Mexico | Chicago, Detroit, Honolulu, Los Angeles, Miami, New York, Philadelphia, San Antonio, San Diego, San Francisco, Seattle |
| EASTERN EUROPE | | |
| | Bosnia | Chicago, New York |
| | Byelorussia | Chicago, Seattle |
| | Czech Republic | Honolulu, New York |
| | Hungary | Los Angeles (via Mexico), New York |
| | Poland | Chicago, Honolulu, New York |
| | Russian Federation | Chicago, Honolulu, Los Angeles (via Mexico), New York, Seattle |
| | Ukraine | Baltimore, Los Angeles (via Mexico), New York, Seattle |

8.b International Gateways Used to Traffick Sexually Exploited Foreign Children To the U.S

Exhibit 3.20 identifies the international gateways used to traffic children from their country of origin to the U.S. In general, the gateways identified in the exhibit are the “last” port used by traffickers to gain entry for children into the U.S. Prior to passing through the last gateway, typi-

cally, children have traveled great distances, across several countries, and have been transported using a wide range of conveyances. Suffice it to say that these departure and arrival gateways are not exhaustive of such sites. They are the ones identified so far by this first-generation research.

Exhibit 3.20
International Gateways Used to Traffic Sexually Exploited
Foreign Children To the U.S.¹⁸

| Region/Country of Origin | Major Departing Gateways to the U.S. | Arrival Gateways in the U.S. |
|----------------------------------|--|--|
| ASIA-OCEANIA | | |
| Australia | Sydney Brisbane | Honolulu, Los Angeles, San Francisco |
| Cambodia | Bangkok, Hong Kong | Seattle |
| Hong Kong | Hong Kong via Vancouver or Montreal | Chicago, New York, Portland, San Francisco, Seattle, Washington DC |
| Korea | Seoul | Detroit (via Toronto), Los Angeles, San Francisco |
| People's Republic of China | Hong Kong, Toronto, Vancouver | Chicago, New York (via boat, plane, vans) |
| Philippines | Hong Kong | Los Angeles, New York, Seattle |
| Taiwan | | Los Angeles, New York, San Francisco |
| AFRICA | | |
| Ghana | Amsterdam, Brussels, Frankfurt, Paris | New York, Seattle |
| Nigeria | Amsterdam, Brussels, Frankfurt, Paris | New York, Seattle |
| CENTRAL and SOUTH AMERICA | | |
| Belize | Mexico City | Miami |
| Colombia | Mexico City | Miami |
| Costa Rica | Mexico City | Fort Lauderdale, Miami |
| Guatemala | Mexico City | Miami |
| Honduras | Mexico City | Miami |
| Jamaica | Kingston | Miami, New York |
| CARIBBEAN | | |
| Dominican Republic | By boat or ship via Puerto Rico Santa Domingo | Miami, New York |
| Haiti | By boat via Puerto Rico Port au Prince | Miami, New York |
| NORTH AMERICA | | |
| Canada | Toronto, Montreal, Vancouver, Windsor | Chicago, Honolulu, Las Vegas, Los Angeles, Miami, New Orleans, New York, Seattle |
| Mexico | Ciudad Juarez, Mexico City, Tijuana | El Paso, Los Angeles, Miami, New York, Orlando, San Diego |
| EASTERN EUROPE | | |
| Russian Federation | Brussels, Frankfurt, Paris | Chicago, New York, San Francisco |
| Ukraine | Brussels, Frankfurt, Paris | Chicago, New York, San Francisco |

¹⁸ Departure and arrival gateways to and into the U.S. could not be determined for all groups of children. The data reported in this exhibit reflects what we could confirm from interviews with trafficked children and/or local law enforcement and human service officials.

8.c Adult Traffickers of Children For Sexual Purposes

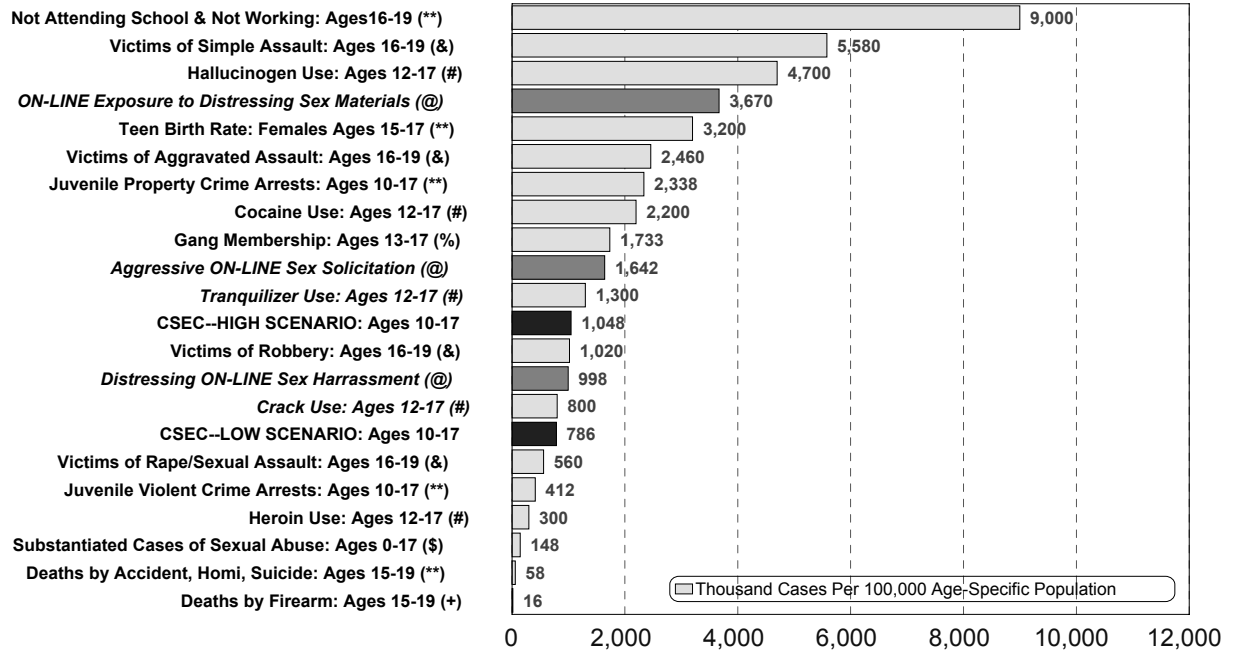
Many adults participate in and benefit financially from national and international trafficking children for sexual purposes. Exhibit 3.22 of the full report identifies and provides case examples from the public media of the major types of individuals and groups that are involved in organizing sexual trafficking of both foreign and American children, i.e., amateur traffickers, small groups of organized criminals, and sophisticated national and international trafficking networks. Exhibit 3.23 of the full report identifies the major trafficking functionaries that are needed to support large scale trafficking of children (and adults), i.e., arrangers/investors, recruiters, transporters, corrupt public officials, informers, guides and crew members, enforcers, supporting personnel and specialists, debt collectors, and money movers.

9. Child Sexual Exploitation In Comparison With Other Social Risks to Which American Children and Youth Are Exposed

Exhibit 5.7 places the risk of child sexual exploitation, including on-line sexual victimization, in the context of other major social risks to which American youth are exposed, e.g., truancy, pregnancy, drug use, violence, homicide, among others. The raw number of incidents associated with each type of risk are standardized” in the form of “thousand cases per 100,000 age-specific population.” The summary data contained in this exhibit present a convincing, and disturbing, picture of the large numbers of American children and youth who, each year, become victims of sexual exploitation.

Exhibit 5.7

Comparative Social Risk Levels: U.S. Youth, 1997-2000



Sources: \$=Jones & Finkelhor, 2000; **=Kids Count, 2000; #=USDHHS, 1998; +=USDHSS, 2000; &=USDOJ, 2000a; U.S. DoJ, 2000c; @=Finkelhor, 2000 (low scenario for youth ages 10-17 with access to the internet).

10. The National Capacity for Addressing Child Sexual Exploitation

Another goal of this project was to identify and assess the adequacy of the existing network of law enforcement and human service systems for responding to the needs of sexually exploited children and their families. We have learned the following from our national stakeholder surveys and from our national interviews and meetings with key informants (including sexually exploited children and law enforcement and human service professionals).

- Sizable numbers of both governmental (hereafter “GOs”) and nongovernmental organizations (hereafter “NGOs”) are coming face-to-face with CSE and the CSEC (Exhibits 6.20 and 6.22 of the full report). The CSE prevalence data presented in Exhibits 4.2, 4.3 and ES.2 are especially alarming.
- Even so, “official” reports of sexually exploited children in the U.S. seriously underestimate both their numbers and types (Exhibits 4.1 to 4.3 of the full report).
- Substantial gaps also exist in the both the conceptual reach and range of services provided to sexually exploited children and their families by GOs and NGOs .
- Few GOs and NGOs have begun to confront the policy and service implications of either CSE or the CSEC in even the simplest terms. Hardly any have defined what is meant by either CSE or the CSEC and, fewer still, have integrated their definitions into formal policies and procedures.
- Those GOs and NGOs that are dealing with CSE and the CSEC seem to look at factors influencing the number of cases in their service areas in ways reflecting their agency lenses: GOs focus on behavioral detection whereas NGOs focus on behavioral causes. Both foci are critical to any meaningful approach to reducing the CSEC.
- GOs and NGOs tend to identify cases of the CSEC in ways that have commonly been used to identify cases of CSE.
- GOs and NGOs have somewhat different training and policy approaches for dealing with the CSEC.

Further, the investigators assess the following to be among the most serious policy and procedural problems confronting GOs as they seek to respond to the complex of needs presented by sexually exploited children:

- for most GOs, a lack of understanding concerning the nature, causes, dynamics and extent of child sexual exploitation at the local, state and national levels;
- for most GOs, the absence of clear policies and procedures for dealing with child victims of sexual exploitation;
- for nearly all GOs, inadequate numbers of staff for dealing with the complex social, psychological, legal and family issues associated with child sexual exploitation;
- for nearly all GOs, the absence of staff trained in the subtleties of child sexual exploitation versus other forms of child sexual abuse—including child sexual assault;

- for virtually all GOs, lack of integrated planning at the community level for identifying and responding to the growing incidence of child sexual exploitation;
- for virtually all GOs, lack of coordination between the complex of local, county and state law enforcement, human service, and educational organizations on matters pertaining to child sexual exploitation;
- for virtually all GOs, inadequate constructs, concepts and data systems for monitoring changes in the incidence and nature of child sexual exploitation over time;
- for virtually all GOs, inadequate data systems for tracking and monitoring the activities of adults and juveniles convicted of sex crimes against children;
- for all but a few GOs, the absence of specialized care and treatment services for the child victims of sexual exploitation and their families.

CSE-focused NGOs also are struggling with a number of conceptual, organizational and inter-organizational issues related to their work with and on behalf of sexually exploited youth and their families.

- The activities of the separate NGOs are largely uncoordinated and not integrated. The lack of coordination contributes to a lack of communication between them and, in some communities, to duplication of effort.
- Sharp ideological disagreements exist among the various NGOs concerning both the magnitude child sexual exploitation in the U.S. and the appropriate courses of action that should be taken to address the situation.
- Sharp ideological divisions also exist between NGOs advocating positions on behalf of adult women and men engaged in prostitution versus those seeking to extricate children from sexual exploitation. Some organizations would like to merge the issues confronting the two age populations into a common agenda for action (e.g., dealing with male privilege, reorganizing the human service and justice systems dealing with youth) whereas others wish to keep the agenda for sexually exploited youth separate from issues affecting adults.
- Nearly all CSE-focused NGOs are small and severely under-funded. Most compete with one another for the very limited programmatic resources that are available.
- Though certain exceptions were found, in the main, sexually exploited boys, sexual minorities, difficult-to-handle street youth, and street youth with serious mental illnesses are under-represented in the service populations of most CSE-focused NGOs.

As difficult as the challenges are that confront CSE-focused organizations, many GOs and NGOs are performing exemplary services on behalf of sexually exploited children. In Exhibit 6.23 of the full report, we have identified those organizations that we judge to have some of the “best practices” vis-à-vis sexually exploited children.

RECOMMENDATIONS

The recommendations that follow were distilled from the many shared with us by sexually exploited children, and law enforcement and human service professionals with whom we met. They reflect prevention as the first priority, harm reduction as the second. Attention to gender issues as factors that contribute to CSE and the need for systematic public and professional education on CSE are the third and fourth priorities. Earlier identification and more intensive supervision of sexually offending adults and juveniles also are priorities as is the need for more in-depth research into other societal factors that contribute to CSE.

Recommendation #1. Protect the Children

Efforts at protecting children from sexual exploitation must emphasize prevention as the first priority. We recommend that: a) a lead Federal agency, or consortium of such agencies, be given primary responsibility for protecting children from SEC; b) sexually offending adults and juveniles must be given the unequivocal message that “it is not okay” to sexually molest children; c) children must be empowered to report incidents of illicit sexual contact to law enforcement and human service authorities; d) local and state human service and law enforcement agencies must have access to the resources needed to investigate fully all reported cases of child sexual abuse and child sexual assault; e) local and state human service and law enforcement agencies must have access to the resources needed to adequately supervise all cases of *substantiated* or *indicated* child sexual abuse over the long term; f) local and state human service and law enforcement agencies must have the resources needed to assist runaway, throwaway and homeless youth from becoming victims of CSE; g) local and state human service and law enforcement agencies must have access to resources needed to serve transient runaway and homeless youth who enter their communities; and, h) states and other jurisdictions must have access to the resources needed to cooperate fully with one another in monitoring the presence, location and activities of convicted child sexual offenders.

Parents, schools, child advocacy organizations, and youth groups need to work together in the developing and disseminating messages related to the protection of children from sexual exploitation. Public media, but especially television networks and the movie and music industries, share a heavy responsibility for disseminating age-appropriate and accurate messages concerning the nature, extent and seriousness of CSE in contemporary American society.

Recommendation #2. Target Adult Sexual Exploiters of Children For Punishment, Not the Children

Sexually exploited children often are re-victimized by the very agencies that have been designed to assist them. We recommend that the focus of law enforcement and human service agencies: a) de-emphasize the apprehension of sexually involved street youth and emphasize the arrest, prosecution and punishment of adult perpetrators of sex crimes against children—pimps, traffickers and customers; b) that Federal law enforcement agencies become more involved in the identification and prosecution of adults involved in national sex crime rings that include child sex among their “portfolio” of services; and c) that appropriate mechanisms be found for private human service agencies to work more cooperatively with law enforcement authorities in the identification and apprehension of adults who commit sexual crimes against children.

Recommendation #3. Enforce More Fully Existing National and State Laws Relating to Child Sexual Exploitation

This investigation has confirmed a pattern of “benign neglect” on the part of many law enforcement and human service agencies vis-à-vis sexually exploited children and youth. We recommend that the Federal government assume a leadership position in encouraging both its own agencies and those of state and local governments to implement fully all national and state laws pertaining to the protection of children from sexual exploitation. Such interventions should encourage: a) all Federal agencies to develop strategic plans for implementing Federal laws related to the sexual exploitation of children that affect their mission; b) the creation of financial incentives to states and local governments for implementing all laws related to the sexual exploitation of children within their jurisdictions; and, c) the development of a system of disincentives for use with governmental agencies that fail to comply with relevant laws pertaining to the sexual exploitation of children.

Recommendation #4. Increase the Penalties Associated With Sexual Crimes Against Children

While no one can forecast exactly the net impact of greater or enhanced criminal penalties in reducing CSE, there is an important logic for doing so. We recommend: a) taking action to tip the balance toward making the current net of CSE-relevant statutes more consistent in severity with other acts of commensurate seriousness; and, b) convening a multidisciplinary group of legal and advocacy experts to draft a model penal code to inform and shape CSE-related legislation (perhaps doing so under the auspices of the American Bar Association, which has sanctioned such initiatives in the past).

Recommendation #5. Support Local Communities in Their Efforts to Strengthen Local and State Laws Pertaining to Child Sexual Exploitation

At the same time that work is done by governmental and nongovernmental groups to change the penalty structure and hierarchy of statutes pertaining to CSE, work also needs to be done in strengthening those statutes that already exist. We recommend: a) applying current statutes in a more consistent manner, doing so by taking steps to adopt sentencing guidelines, such as those used at the Federal level and in many states; and, b) developing sentencing guidelines for CSE by mounting a multi-state review of actual sentences meted out.

Recommendation #6. Establish a National Child Sexual Exploitation Intelligence Center (NCSEIC)

This investigation has demonstrated the need for a full-time intelligence gathering and strategic planning apparatus for monitoring national trends related to CSE. To that end, we recommend that a *National Child Sexual Exploitation Intelligence Center* (NCSEIC) be established.

The goals of the NCSEIC would include: 1) to support national policy makers and law enforcement decision makers with strategic domestic CSE intelligence; 2) to support national counter CSE efforts; and 3) to conduct and report on a timely basis regional, national and state CSE threat assessments.

Collaborating agencies with the NCSEIC would include at least the following Federal departments and units in addition to the National Center for Missing and Exploited Children: the Child Exploitation and Obscenity Section of the U.S. Department of Justice, the Federal Bureau of Investigation, the U.S. Customs Service, the Defense Intelligence Agency, the Family and Youth Services Bureau of the U.S. Department of Health and Human Services, the U.S. Immigration and Naturalization Service (INS),

The U.S. National Central Bureau (INTERPOL), the U.S. Marshall's Service, the Office For Victims of Crime of the U.S. Department of Justice, the U.S. Postal Inspection Service, the Office of Children's Issues of the U.S. Department of State, the Forensic Services Division of the U.S. Treasury Department, the U.S. Department of Labor, the U.S. Department of Transportation, the U.S. Department of Education, the U.S. Department of Commerce, the U.S. Department of Agriculture, and the Criminal Investigative Divisions (CID) of the U.S. Department of Defense.

In addition to other responsibilities, the recommended functions of the NCSEIC would include: a) the development of a library of pornographic images that have been accepted by Federal and state courts as evidence of sexual crimes against children (for accessing by Federal prosecutors and others working in cooperation with Federal justice agencies); b) the conduct and dissemination of timely threat assessments of changing state, regional and national trends in CSE; c) the conduct and dissemination of timely threat assessments concerning the involvement of organized crime and other criminals in the commercial sexual exploitation of children; and, d) the promotion of continuing professional education of analysts, forensics specialists and others needed to carry out on-going threat assessments and strategic planning on matters pertaining to CSE.

Recommendation #7. Expand Federally Funded Multi-jurisdictional Task Forces on Child Sexual Exploitation Into All Major Federal and State Jurisdictions

Federally-initiated multi-jurisdictional task forces on CSE have demonstrated great promise in the communities in which they are located. We recommend that Federally-funded *Multijurisdictional Task Forces on Child Sexual Exploitation* be established and systematically evaluated in all major Federal and state jurisdictions.

Recommendation #8. Expand Federally-Funded Internet Crimes Against Child (ICAC) Units Into All Major Federal and State Jurisdictions

Federally-initiated *Internet Crimes Against Children* units have demonstrated great promise in the 30 communities in which they have been implemented. We recommend that Federally-funded *Internet Crimes Against Children* units be established and systematically evaluated in all major Federal and state jurisdictions.

Recommendation #9. Enlarge the National Pool of Child Sexual Exploitation Experts and Specialists

A serious shortage exists nationally in the number and types of specialists in CSE. These shortages are most apparent in the forensics area but also are manifest in judicial and prosecutorial agencies. An urgent need also exists for more social workers, psychologists, psychiatrists, educators, physicians, lawyers, police officers, coroners and others with special expertise in CSE. We recommend that the Federal government: a) expand significantly its current programs of continuing education focused on increasing the national pool of legal, correctional and human service professionals with specialized expertise in the nature, extent, dynamics and impact of sexual exploitation on children and their families; b) promote increased attention to CSE content and practices in the curricula and training programs of all professional disciplines that share responsibility for assisting sexually exploited children and their families; and, c) promote increasingly higher levels of interdisciplinary and inter-agency education and cooperation in the field of CSE.

Recommendation #10. Promote Effective Public/Private Partnerships For Combating Child Sexual Exploitation

A successful national campaign to combat CSE will require active participation of all the public and private stakeholders working with and on behalf of sexually exploited children and their families. We recommend that the Federal government give programmatic and fiscal leadership to: a) the development of local, state and national councils (coalitions and task forces) of public and private stakeholders committed to the elimination of CSE; b) the development by these councils (coalitions and task forces) of multi-year strategic plans that include specific goals and timetables for measuring and reducing the prevalence of CSE within their communities; and, c) the development of nationally linked coordinating mechanisms whereby local and state strategic plans for the elimination of CSE can be integrated into a comprehensive national plan of action.

Recommendation #11 The Need For More Specialized Studies of Perpetrators of Child Sexual Exploitation and Their Victims

The present investigation represents a unique “first generation” inquiry into the nature, extent, dynamics and seriousness of CSE in the U.S. Many surprising, and unsettling, facts have been uncovered concerning CSE in contemporary American society and we have reported these findings in considerable detail. Even so, additional research is needed.

We recommend that additional research be undertaken in the following areas: a) understanding more fully those aspects of American collective life that appear to contribute directly to the CSEC, i.e., changing societal values and mores, weakening family structures, the persistence of male dominance over females, and the apparent unclarity on the part of many adults concerning the right of children not to be physically, emotionally or sexually violated; b) the development of more detailed profiles of adult sexual exploiters of children; c) the development of more detailed profiles of juvenile sexual offenders; d) the development of more detailed profiles and modes of operation of “pimps” and others who systematically promote the commercial sexual exploitation of juveniles; e) the development of more detailed profiles and modes of operation of national and international “traffickers” of children for sexual purposes; f) the nature and extent of the CSEC among youth who self identify as sexual minorities; g) the nature and extent of the CSEC among girls in gangs; h) the nature and extent the CSEC among American youth who cross international borders in pursuit of cheaper drugs, alcohol and sex with child nationals of those countries; i) the nature and extent of commercial sex activities among middle income and other comparatively “well-off” youth living in their own homes; j) the nature and extent of the CSEC among youth living in poverty; k) the international dimensions of the CSEC with a U.S. nexus; l) the near- and long-term impact of sexual exploitation on children and youth as they mature into adults; and m) cost (and profit) estimates associated with the CSEC.

Methodological Notes For Exhibits ES.2 Categories of Sexually Exploited American Youth

- All national, state and city population statistics were obtained from the U.S. Census Bureau (2001a, 2001b, 2001c).
- The percentages of runaway and throwaway children away from home for 1 week or longer reported in rows 1-4 of Column B are based on incidence rates reported in NISMART-1 (Finkelhor, 1990). These estimates will be revised when data from NISMART-2 are reported in early 2002 (Hanson, 2000).
- In a nationally representative sample of runaway and homeless youth, Greene et al. (1999) found that only about 8.5% of runaway and homeless youth were residing in shelters; the vast majority of runaway and homeless children (91.5%) were living on the street. Greene et al. estimated the incidence of “survival sex” among runaway and homeless children to range from 8.5% to 27.5%%, albeit Greene recognized their estimates to be low. Our field research, indicated that, among runaway and homeless youth, approximately 30% of shelter youth and 70% of street youth engaged in prostitution in order to meet their daily needs for food, shelter, drugs and the like.
- Because of the shame associated with participating in prostitution, comparatively few youth initially acknowledge their involvement in such activities. Staff serving these youth, though, quickly acquire knowledge of the means used by youth to support themselves on the streets--including participation in prostitution.

The estimates identified in Column D are based on the following sets of evidence: a) the estimated population size of each category of children at risk of sexual exploitation; b) perceived “magnitude estimates” of prostitution patterns among runaway and homeless youth provided by professional personnel working with these children; and c) field interviews with 200 runaway and homeless children in each of the 17 U.S. cities visited as part of this investigation. While we would have preferred, of course, to have acquired “hard” data about CSEC prevalence and incidence directly from the children themselves, we were forced to rely upon the expert judgment—i.e., magnitude estimates—of professionals about these patterns, for instance, the comparative risk of CSEC in the “general population” versus “public housing.” We understand that these judgments are not representative, in the statistical-sampling sense of the term. For example, the judgments were obtained from human service and criminal justice experts providing care to sexually exploited children in the *17 urban* locales that were visited as part of our field research (which, we might add, cover about a third of the U.S. population). Nonetheless, the professionally derived magnitude estimates provide a baseline for both immediate discussion and debate as well as for future refutation or confirmation through the empirical evidence that we anticipate will be generated.

Estimated CSEC Cases =

f [(estimated number of children away from home for 1 week or longer [using NISMART-1 estimates] * current housing situation (using Greene et al. estimates of 8.5% of runaway and homeless youth living in shelters and 91.5% living on the street) * (associated child prostitution prevalence rates controlling for place of current residence--using Estes derived magnitude estimates obtained through field research)]

Where:

CSE and CSEC trends among *runaways from home* gone for home for 1 week or longer =

$$[((183,050 * 8.5\%) * 30\%) + ((183,050 * 91.5\%) * 70\%)] = 121,911$$

CSE and CSEC trends among *runaways from institutions* gone for home for 1 week or longer =

$$[((10,200 * 8.5\%) * 30\%) + ((10,200 * 91.5\%) * 70\%)] = 6,793$$

CSE and CSEC trends among *throwaways* gone for home for 1 week or longer =

$$[((77,480 * 8.5\%) * 30\%) + ((77,480 * 91.5\%) * 70\%)] = 51,602$$

CSE and CSEC trends among *homeless youth (not elsewhere counted)* gone for home for 1 week or longer =

$$[((42,000 * 8.5\%) * 30\%) + ((42,000 * 91.5\%) * 70\%)] = 27,972$$

- “Runaway” youth are persons under 18 years of age who absent themselves from home or place of residence without the permission of parents or legal guardians (National Runaway Switchboard, 1998:3). The estimates of runaway children reported in this table are for 1999 (Exhibits Appendix M.1c and M.2) and are based on runaway prevalence rates reported for youth aged 10-17 years in NISMART-1 (Finkelhor et al., 1990).
- Included in this category are youth residing in group quarters and leave those quarters without permission, e.g., group foster homes, correctional institutions, detention centers, hospitals and wards for the chronically ill, mental hospitals or wards, juvenile institutions, and other institutions (U.S. Bureau of the Census, 2001d).

NISMART-1 attempted to measure the number of runaway youth from selected juvenile institutions but, owing to a variety of conceptual and methodological problems, recognized that they missed the majority of such youth (Finkelhor et al., 1990:121). Given the increasing numbers of children that live in group quarters today, we increased the partial estimate of 12,800 incidents reported by the NISMART-1 to 60,000 cases—a number that we and others working with runaway and homeless children judge to more accurately reflect the higher incidence of runaways among youth living in group quarters.

- “Throwaway” youth are persons under 18 years of age who either are abandoned or are forced to leave their homes by parents or guardians and are not permitted to return (OJJDP, 2000:3). The estimates of throwaway children reported in this table are for 1999 (Exhibits Appendix M.1c and M.2) and are based on throwaway prevalence rates for youth aged 10-17 years reported in NISMART-1 (Finkelhor et al., 1990).
- In addition to runaway and throwaway youth, a substantial number of American youth become homeless as a result of family poverty, family dysfunction, or serious mental illnesses (National Coalition for the Homeless, 1999a,b,c,d). Some portion of these youth eventually are separated from their families and are forced to live on the streets (Shinn & Weitzman, 1996). The U.S. Conference of Mayors (2000) estimates that approximately 7% of the homeless population of U.S. cities consists of “unaccompanied youth” under the age of 18 years (N=140,000). Thus, and using N=140,000 as the base, and allowing for some duplicate counting of runaway and throwaway youth, the investigators--along with the staff of outreach agencies that provide emergency services to homeless youth--

estimate that approximately 50% of the “unaccompanied youth” population of U.S. cities *are homeless for reasons other than running away or being thrownaway*, i.e., about 70,000 children and youth. Of this number, the staff of emergency services estimated that approximately 75% of the homeless children known to them were between the ages of 10 and 17 years (N=56,000). Care staff and field interviews indicated that the risk of sexual exploitation for non-runaway and non-thrownaway children to be the same as that of runaway and thrownaway street youth.

- Field research uncovered a large number of children engaging in prostitution and other "sex exchanges" while living at home. The motivations for engaging in such exchanges varied for different groups of youth. Overall, in comparison to other youth, youth living in low-income households used sex to contribute to the household economy or to support the drug habits of their parent(s) or other adults in the household. By contrast, more economically advantaged youth used sex exchanges to support their drug habits and/or to purchase more expensive clothing, jewelry, or other consumer items.
- On average, child-serving professionals and community leaders identified the risk of the commercial sexual exploitation for children living in public housing as being four times higher than of children living in the general population. Thus, age-specific population estimates for children living in public housing were used for the CSEC risk estimates identified in this exhibit (also see Exhibit Appendix M.4).
- Of the approximately 840,500 "youth" who were confirmed to be members of gangs in 1999 (N = 26,000 gangs), approximately 40% were juveniles 17 years of age or younger (N = 336,000) of which about 8.0% were females (OJJDP, 2000). Thus, we estimate that there were approximately 27,000 female juveniles 17 years of age or younger who were members of gangs in 1999 (OJJDP, 1999; 2000). Our estimate of the percentage of female gang members at risk of sexual exploitation is adjusted downward by 75% to reflect the fact that the majority of girls are *not* required to perform sexual services in exchange for acquiring or retaining gang membership (Moore and Hagedorn, 2001).
- Transgender street youth are one of the least studied populations of sexually exploited youth. Only a few studies exist that provide beginning estimates of their number (San Francisco Human Rights Commission, 1994; Xavier, 2000) but, unfortunately, even these studies do not provide estimates of the number of such youth living on the streets at the present time. However, and on the basis of both consultations with knowledgeable experts and transgender youth living on the streets, we have put a "place holder" number of 3,000 in the table, albeit their numbers across the country are believed to be much higher.
- The majority of these children are brought into the U.S. as members of the sponsor's extended family. In the case of diplomats and international business executives, these youth are brought into the country to perform domestic or child-related services. As confirmed by a variety of cases reported in the public media, many of these children are sexually exploited either by their sponsor, by members of the sponsor's household, or by others in the sponsor's community (Charles, 2000; Editors, 2000a; Editors, 2000b).
- The U.S. State Department's Bureau of Intelligence and Research estimates that approximately 45,000-50,000 "women and children" are smuggled into the U.S. annually (Richard, 1999). Based on our field interviews with sexually exploited children regarding age and international trafficking patterns, we estimate that at least 1/3 of these smuggled persons are 17 years of age or younger, i.e., 17,000 children. Again, and based on our interviews with sexually exploited children, we estimate

that at least half of these children eventually become victims of commercial sexual exploitation as part of their trafficking experience.

- The U.S. Immigration and Naturalization Service (INS) detains approximately 5,000 unaccompanied children each year (Becker, 1998). These detainees reflect only a portion of the unaccompanied children that enter the U.S. illegally. Based on interviews with child advocates serving unaccompanied youth in selected cities, we estimate that approximately 33% of approximately 10,000 unaccompanied minors over the age of 10 years fall victims of sexual exploitation (i.e., the 5,000 INS detainees plus, conservatively, an estimated 5,000 youth not detained by the INS).
- Many Canadian and Mexican children cross the border into the U.S. on a casual basis. Most return home the same day or within a few days of entering the U.S. A portion of these children are known to work in bars, clubs and other sexually oriented night spots located in the respective border communities. Younger children often are preyed upon by pedophiles while becoming involved in pornography or other sex exchanges (Azaola, 2001; Tremblay, 2001).
- Youth living along or close to U.S. international borders frequently cross these borders in search of less expensive drugs, alcohol and, increasingly, sex. Though rarely apprehended by local police, media in both the U.S. and host countries are replete with stories of abuses committed by and against these youth. For discussions of the contextual nature of this problem see Johnson (2001) and Tijuana Police Department (2000a, 2000b). The assumptions used in arriving at our statistical estimates are summarized in Appendix M-5.
- Our field research uncovered a surprising number of youth between the ages of 15 and 17 who reported being trafficked regularly from the U.S. to countries in East Asia (e.g., Japan, Korea, Taiwan) and Europe (e.g., Netherlands, Germany, United Kingdom). The majority of these youth already had had extensive exposure to the CSEC in the U.S. For some, but mostly girls, being trafficked internationally was perceived as a reward of sorts, for a "job well done" in the U.S. International trafficking of U.S. youth for sexual purposes, in virtually every case, is an organized event and is closely linked to both national and international crime organizations.
- "Population at risk" estimates are based on prevalence of regular internet usage by youth ages 10-17 (Finkelhor et al., 2000:45).

Exhibit 1.1
Definitions of Terms Associated With the
Sexual Exploitation (SEC) and Commercial Sexual Exploitation of Children (CSEC)

| Concept | Subtypes | Definition |
|---------------------------------|---|--|
| <i>Child</i> | | Persons under the age of 18 years unless, under the law applicable to the child, majority is attained earlier (United Nations Convention on the Rights of the Child, 1989: Article 1) |
| <i>Child Abuse</i> | | The recurrent infliction of physical or emotional injury on a dependent minor, through intentional beatings, uncontrolled corporal punishment, persistent ridicule and degradation, or sexual abuse, usually committed by parents or guardians (National Association of Social Workers, 1994). |
| <i>Child Sexual Abuse (CSA)</i> | | Sexual activity involving persons younger than 18 years of age. Most often perpetrated by an adult, such activities include rape and molestation, pornography, and exposure of children to the sexual acts of others (ala National Clearinghouse on Child Abuse and Neglect Information, 1996). |
| | <i>Type 1</i> Rape and Molestation (CSA-1) | The carnal knowledge of a person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity. (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). |
| | <i>Type 2</i> Pornography (CSA-2) | The employment, use, persuasion, inducement, enticement, or coercion of any child to engage in, or assist any other person to engage in, any sexually explicit conduct or simulation of such conduct for the purpose of producing a visual depiction of such conduct (National Clearinghouse on Child Abuse and Neglect Information, 1996) |
| | <i>Type 3</i> Exposure of Children to the Sexual Acts of Others (CSA-3) | The intentional exposure of children to sexual acts performed by others (including those engaged in by parents, caregivers and others entrusted with the care of children) |

| Concept | Subtypes | Definition |
|------------------------------------|--|---|
| Assault | | A violent physical or verbal attack; an unlawful threat of bodily violence or harm to somebody else, or an attempt to do such violence or harm. |
| Sexual Assault (SAs) | | Any sexual act directed against a person forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity (ala National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). |
| | <i>Type 1</i> Forcible Rape (SAs-1) | The carnal knowledge of a person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity. (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). If force was used or threatened, the crime is classified as "forcible rape" regardless of the age of the victim. If no force was used or threatened and the victim is under the statutory age of consent, the crime is classified as "statutory rape" (National Incident-Based Reporting System [NIBRS] as cited in Snyder, 2000:13). |
| | <i>Type 2</i> Forcible Sodomy (SAs-2) | Oral or anal sexual intercourse with another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). |
| | <i>Type 3</i> Sexual Assault With An Object (SAs-3) | To use an object or instrument to unlawfully penetrate, however slightly, the genital or anal opening of the body of another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). An "object" or "instrument" is anything used by the offender other than the offender's genitalia (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). |
| | <i>Type 4</i> Forcible Fondling (SAs-4) | The touching of the private body parts of another person for the purpose of sexual gratification. Forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity. Forcible fondling includes "indecent liberties" and "child molesting" (National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). |
| Child Sexual Assault (CSAs) | | Any sexual act directed against a person younger than 18 years of age, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity (ala National Incident-Based Reporting System [NIBRS] as cited in Snyder 2000:13). See definitions listed under "Sexual Assault" SAs-1: Forcible Rape SAs-2: Forcible Sodomy |

| Concept | Subtypes | Definition |
|--|---|--|
| | | SAs-3: I Sexual Assault With An Object SAs-4: Forcible Fondling |
| Customer | | A person who buys goods or services. The purchase may be made using cash, in-kind exchanges, or on the basis of a promise to pay for the desired goods or services at some future time. |
| Pornography | | Films, videos, magazines, writings, photographs, computer images, or other materials that are sexually explicit and intended to cause sexual arousal in the viewer. |
| Child Pornography (CP) | | Films, videos, magazines, writings, photographs, computer image, or other materials produced by either adults or children, or both, that contain sexually explicit images of children and youth under the age of 18 years. Child pornography often has considerable commercial value; typically, though, child pornography is “traded” or exchanged between pedophiles rather than sold. |
| | <i>Type 1</i> Images Depicting Children Only (CP-1) | Films, videos, magazines, writings, photographs, computer image, or other materials <i>produced by adults that contain only sexually explicit images of children and youth under the age of 18 years.</i> |
| | <i>Type 2</i> Images Depicting Children With Adult(s) (CP-2) | Films, videos, magazines, writings, photographs, computer image, or other materials <i>produced by adults that contain sexually explicit images of children, youth and adults.</i> |
| | <i>Type 3</i> Images Depicting Juveniles With Juveniles (CP-3) | Films, videos, magazines, writings, photographs, computer image, or other <i>materials produced and distributed by youth under the age of 18 years</i> that contain sexually explicit images of children and youth together. |
| Prostitution | | The act of engaging in sexual intercourse or performing other sex acts in exchange for money or other considerations (e.g., food, clothing shelter, affection, etc.). |
| Child/Juvenile Prostitution (CPR) | | The act of engaging in sexual intercourse or performing other sex acts with a child in exchange for money, clothing, food, shelter, drugs, or other considerations (World Health Organization, 1996). |
| Exploitation | | Unfair, if not illegal, treatment or use of somebody or something, usually for personal gain. |
| Sexual Exploitation (SE) | | A practice by which a person achieves sexual gratification, financial gain or advancement through the abuse or exploitation of a person’s sexuality by abrogating that person’s human right to dignity, equality, autonomy, and physical and mental well-being; i.e. trafficking, prostitution, prostitution tourism, mail-order-bride trade, pornography, stripping, battering, incest, rape and sexual harassment (Hughes, 1999). |
| Child Sexual Exploitation (CSE) | | A practice by which a person, usually an adult, achieves sexual gratification, financial gain or advancement through the abuse or exploitation of a child’s sexuality by abrogating that child’s human right to dignity, equality, autonomy, and physical and mental well-being; i.e. trafficking, prostitution, prostitution tourism, mail-order-bride trade, pornography, stripping, battering, incest, rape and sexual harassment (ala Hughes, 1999). |

| Concept | Subtypes | Definition |
|---|--|---|
| | | CSE reflects a continuum of abuse ranging from child sexual abuse to child sexual exploitation to the commercial sexual exploitation of children. |
| | <i>Type 1</i> Child Sexual Abuse (CSA) | See definition listed under “Child Sexual Abuse” CSA-1: Rape and Molestation CSA-2: Pornography CSA-3: Exposure of Children to the Sexual Acts of Others |
| | <i>Type 2</i> Child Sexual Assault (CSAs) | See definition listed under “Child Sexual Assault” CSAs-1: Forcible Rape CSAs-2: Forcible Sodomy CSAs-3: Sexual Assault With An Object CSAs-4: Forcible Fondling |
| | <i>Type 3</i> The Commercial Sexual Exploitation of Children (CSEC) | See definitions listed under the “Commercial Sexual Exploitation of Children” CSEC-1: Child Pornography CSEC-2: Child/Juvenile Prostitution CSEC-3: Trafficking in Children For Sexual Purposes |
| <i>Commercial Sexual Exploitation of Children (CSEC)</i> | | The sexual exploitation of children of children (SEC) entirely, or at least primarily, for financial or other economic reasons. The economic exchanges involved may be either <i>monetary</i> or <i>non-monetary</i> (i.e., for food, shelter, drugs) but, in every case, involves maximum benefits to the exploiter and an abrogation of the basic rights, dignity, autonomy, physical and mental well-being of the children involved. |
| | <i>Type 1</i> Child Pornography (CSEC-1) | See definitions listed under “Child Pornography” CP-1: Images Depicting Children Only CP-2: Images Depicting Children With Adults CP-3: Images Depicting Juveniles With Juveniles |
| | <i>Type 2</i> Child/Juvenile Prostitution (CSEC-2) | See definitions listed under “Child Prostitution” and “Survival Sex” |
| | <i>Type 3</i> Trafficking in Children For Sexual Purposes (CSEC-3) | See definitions listed under “Trafficking” T-1: Domestic Trafficking T-2: International Trafficking |
| <i>Tourist</i> | | A person or persons who visit places away from home for pleasure. |
| <i>Sex Tourist</i> | | Persons who travel from their homes, usually across international borders, with the intent of engaging in sexual activities with others, including children. |
| <i>Sex Tourism</i> | | Commercially organized travel and related services (e.g., hotel, transportation), usually across international borders, for persons seeking to engage in sex with citizens of other countries, including children who are citizens of those countries. |
| <i>“Survival Sex”</i> | | Many youth involved in the exchange of sex for money or other considerations (e.g., food, shelter, drugs, etc.) do not perceive themselves as engaging in <i>prostitution</i> but rather as doing “whatever is necessary” to ensure their survival. For purposes of this study, however, “survival sex” and “child prostitution” are understood to be the same phenomenon and the terms are used interchangeably. |
| <i>Trafficking (T)</i> | | The transport, harboring, or sale of persons within national or across international borders through coercion, force, kidnapping, deception |

| Concept | Subtypes | Definition |
|------------------------|--|--|
| | | or fraud, for purposes of placing persons in situations of forced labor or services, such as forced prostitution, domestic servitude, debt bondage or other slavery-like practices. Agreement exists that the concept applies whether a child was taken forcibly or voluntarily (18 USC 1589 et seq.). |
| | <i>Type 1</i> Domestic Trafficking (T-1) | <p>The recruitment, transportation or receipt of children through deception or coercion for the purpose of prostitution, other sexual exploitation or forced labor <i>only within their own country</i>. Children may be trafficked domestically either voluntarily or involuntarily.</p> <p>a. <i>Voluntary domestic trafficking</i> involves the movement of children voluntarily across state lines for the purpose of bringing financial gain to either the children or the traffickers, or both. The majority of children trafficked in this way are required either to pay fees to or to perform services, including sexual services, for their traffickers.</p> <p>b. <i>Involuntary domestic trafficking</i> involves the movement of children involuntarily across intra-national (e.g., state) lines for the purpose of bringing financial gain to the traffickers. The majority of children trafficked are held in servitude and are forced to pay trafficking fees through a combination of indentured services, including commercial sexual services.</p> |
| | <i>Type 2</i> International Trafficking (T-2) | <p>The recruitment, transportation or receipt of children through deception or coercion for the purpose of prostitution, other sexual exploitation or forced labor <i>across international boundaries</i>. Children may be trafficked internationally either voluntarily or involuntarily.</p> <p>a. <i>Voluntary international trafficking</i> involves the movement of children voluntarily across international borders for the purpose of bringing financial gain to either the children or the traffickers, or both. The majority of children trafficked in this way are required either to pay fees or to perform services, including sexual services, to their traffickers.</p> <p>b. <i>Involuntary international trafficking</i> involves the movement of children involuntarily across international borders for the purpose of bringing financial gain to the traffickers. The majority of children trafficked internationally are held in servitude and are forced to pay trafficking fees through a combination of indentured services, including commercial sexual services.</p> |
| Smuggling | | <p>The procurement of illegal entry of a person into a State of which the latter person is not a national with the objective of making a profit (United Nations, 1999:3).</p> <p>Smuggling is distinguished from trafficking in that alien smuggling involves the provision of a service, albeit illegal, to people who knowingly buy the service in order to get into a foreign country.</p> |
| Organized Crime | | A non-ideological enterprise involving a number of persons in close social interaction, organized on a [structured] basis with [different] levels/ranks, for the purpose of securing profit and power by engaging in illegal and legal activities (Abadinsky, 1994:8 as cited in Schloenhardt, 1999:9 and Graycar, 1999:7-8). |

| Concept | Subtypes | Definition |
|-----------------------------------|-----------------|---|
| <i>Transnational Crime</i> | | <p>The crossing of a border by people, things or criminal will, together with the international recognition of the crime at both national and international levels (Secretary-General of INTERPOL as cited by Graycar, 1999:2)</p> <p>To be considered “international,” a crime must be a criminal offense in at least two nation states, thereby bringing into effect international conventions, extradition treaties or concordant national laws (Bossard, 1990:5 as cited in McFarlane, 1999:2 and Graycar, 1999:2-3).</p> |

Exhibit 1.2

Selected Terms Relating to the Sexual Exploitation of Children (SEC)

| Concept | Definition |
|-----------------------------------|---|
| <i>Call Boy/ Call Girl</i> | A prostitute (male/female) who responds to telephone calls for sex. In all cases, call boys and call girls travel to the prospective client’s residence, hotel or other designated meeting spot. |
| <i>Exhibitionist</i> | A person who repeatedly exposes their genitals to unsuspecting strangers in order to achieve sexual excitement. |
| <i>Hebephile</i> | An adult with sexual desires and arousal fantasies that often culminate in sexual acts with <i>pubescent children of the same or opposite sex</i> . |
| <i>Hustler</i> | A prostitute, especially a streetwalker or one who solicits in bars (<i>slang</i>). |
| <i>“John”</i> | A man who is a prostitute’s customer (<i>slang</i>). |
| <i>Pander</i> | To procure sexual favors for somebody. (Synonym: solicit, procure) |
| <i>Pederast</i> | Men with sexual desires and arousal fantasies that often culminate in sexual acts with <i>pre-pubescent boys</i> . |
| <i>Pedophile</i> | An adult with sexual desires and arousal fantasies that often culminate in sexual acts with <i>pre-pubescent children</i> of the same or opposite sex. |
| <i>Pimp</i> | One who promotes and/or profits from the sale and/or abuse of another person’s body or sexuality for sexual purposes, or the production and/or sale images made of that person, e.g. trafficker, pornographer, brothel madam, third party manager, talent director, mail-order bride agent, prostitution tour agent (Hughes, 1999) |
| <i>Predator</i> | One who exploits conditions of inequality to buy and/or abuse for personal sexual satisfaction those with less power, e.g. john, punter, buyer, client, customer, trick, pedophile, rapist, sex offender, child molester, pornographer (Hughes, 1999) |
| <i>Sex Industry</i> | The collection of legal and illegal businesses and single and multi-party operations that profit from the sexual exploitation of women, children, and sometimes, men in trafficking, organized prostitution, and/or pornography; e.g. brothels, massage parlors, bars, strip clubs, mail-order-bride agencies, prostitution tour agencies, "adult entertainment," "adult" bookstores, pornographic web sites, etc. (Hughes, 1999) |
| <i>Sexual Masochist</i> | A person who experiences sexual excitement in the act of being made to suffer. |

| Concept | Definition |
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| <i>Sexual Sadist</i> | A person who experiences sexual excitement by inflicting suffering upon another person. |
| <i>Track</i> | A network of cities and other communities regularly traveled to by pimps, traffickers and sexually exploited youth and adults. |
| <i>Transgender/ Transsexual</i> | A person who is in the process of changing, or who already has changed, his/her natal gender identity to that of the opposite sex. The process involves both hormonal and surgical treatment. |
| <i>Transvestite</i> | A person who experiences sexual excitement by wearing clothing of the opposite sex. |
| <i>Trick</i> | Somebody who hires a prostitute (<i>slang</i>); an individual engagement between a prostitute and a client (<i>slang</i>). |
| <i>Voyeur</i> | A person who seeks sexual arousal by observing the sexual activity of others. |
| <i>“White” Slavery</i> | Historically, the concept referred to the abduction and sale of a Caucasian girl or woman into prostitution against her will. Today, the concept does not include a racial designation and, instead, refers to the use of force, deception or other means to compel people into commercial sexual activity. |