

Framing the future: **How the Model National Response framework is supporting national efforts to end child sexual exploitation and abuse online**



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The support of the Global Partnership to End Violence against Children is also appreciated – as a member of the Steering Committee for this study and for its financial support of the UNICEF review of national responses in low- and middle-income countries, which this report also draws upon.

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Foreword

Welcome to this global review of how the WeProtect Global Alliance Model National Response framework¹ is supporting national efforts to end child sexual exploitation and abuse online. The Alliance and UNICEF are pleased to have worked together on this review, which captures an extensive body of experience and illustrates how the Model National Response framework has been an incredibly important guide for many national governments worldwide.

In 2015, governments and organizations attending our second Global Summit in Abu Dhabi, United Arab Emirates, agreed to establish and deliver, in their own countries, a coordinated national response to online child sexual exploitation and abuse, guided by the Model National Response framework. The Model National Response builds upon best practices in this field and international human rights treaties. The framework sets out the capabilities needed to ensure an effective and coordinated national response to prevent and respond to child sexual exploitation and abuse online.

In line with the Alliance's strategy to support multi-stakeholder national action, we conducted this review of the Model National Response to document diverse national responses to online child sexual exploitation and abuse, highlight gaps and challenges, and inform possible future iterations of the model. UNICEF has been a critical partner in many countries to translate the Model National Response framework into action, supporting states' accountability under the Convention on the Rights of the Child and other international treaties. This review draws on UNICEF's recent documentation of learning and promising practices in low- and middle-income countries and incorporates additional data from other, primarily high-income, countries.² We sincerely thank all governments, UNICEF offices and other partners who supported this review, including by providing detailed responses to our survey.

Tackling the scourge of child sexual exploitation and abuse online demands global cooperation and adherence to international human rights standards, but this does not mean that national responses will be uniform. Our analysis of data from 42 countries³ reveals diverse national responses and many good practices, and signposts potential areas for further attention. Effective national responses must be relevant to national contexts, driven by national evidence and embedded within national systems of child protection and justice.

1. WeProtect Global Alliance, 'Implementing the Model National Response', <www.weprotect.org/frameworks/implementing-the-model-national-response/>, accessed 8 March 2022.
2. United Nations Children's Fund, *Ending Online Child Sexual Exploitation and Abuse: Lessons learned and promising practices in low- and middle-income countries*, 2021, UNICEF, New York, <www.unicef.org/documents/ending-online-child-sexual-exploitation-and-abuse>, accessed 8 March 2022.
3. Albania, Australia, Belarus, Belgium, Bosnia and Herzegovina, Brazil, Bulgaria, Cambodia, Canada, China, Colombia, Dominican Republic, El Salvador, England and Wales, Finland, Ghana, Greece, Guatemala, Indonesia, Italy, Japan, Jordan, Kenya, Republic of Korea, Malta, Mongolia, Montenegro, Namibia, Nepal, Netherlands, New Zealand, Paraguay, Philippines, Rwanda, Serbia, South Africa, Sweden, Ukraine, United Arab Emirates, United States of America, Viet Nam, Zimbabwe.

Five key priorities emerge from this review. These demand action from the Alliance, its membership and other stakeholders concerned with protecting children in the digital environment. We call on governments and partners to:

- 1** Invest in comprehensive national responses to prevent and respond to online child sexual exploitation and abuse.
- 2** Accelerate global collaboration among governments and companies to strengthen prevention and response efforts to combat online child sexual exploitation and abuse.
- 3** Strengthen the use and collection of data and evidence to enhance effective, sustainable national efforts to protect children.
- 4** Share best practices and lessons learned to support national responses to protect children from online sexual exploitation and abuse.
- 5** Promote the global implementation of the Model National Response framework, and its continuous refinement based on lessons learned.

Just over six years since the commitment of governments and organizations at the Global Summit in Abu Dhabi, this report illustrates that many nations have advanced significantly in this work. However, we owe it to children worldwide to ensure they can safely benefit from all the opportunities the digital world can offer. We must make sure that national responses capacities not only keep pace with the threat but are several steps ahead if we are to turn the tide on child sexual exploitation and abuse.



Iain Drennan
Executive Director
WeProtect Global Alliance

A handwritten signature in purple ink that reads "Iain".



Cornelius Williams
Director of Child Protection
UNICEF

A handwritten signature in black ink.

Acronyms and abbreviations

AFP

Australian Federal Police (Australia)

CRC

United Nations Convention on the Rights Of the Child

CSAM

Child sexual abuse material

EU

European Union

GBV

Gender-based violence

ICSE database

International Child Sexual Exploitation database

INTERPOL

The International Criminal Police Organization

ISP

Internet Service Provider

IWF

Internet Watch Foundation (United Kingdom)

LGBTI

Lesbian, Gay, Bisexual, Transgender, Intersex

MNR

Model National Response

NCMEC

National Center for Missing and Exploited Children (United States)

NCA

National Crime Agency (United Kingdom)

NGO

Non-government organization

RCMP

Royal Canadian Mounted Police (Canada)

SOP

Standard operating procedures

UK

United Kingdom

UAE

United Arab Emirates

US

United States of America

VGT

Virtual Global Taskforce

VPN

Virtual private network

Glossary/ definitions

The following definitions are adapted from the WeProtect Global Alliance Global Threat Assessment 2021.⁴

Child sexual abuse	The involvement of a child (anyone under 18) in sexual activity that they do not fully comprehend, are unable to give informed consent to, or for which the child is not developmentally prepared and cannot give consent. ⁵ Based on World Health Organization guidelines, this is the definition of child sexual abuse adopted by the Alliance. See also: 'Child sexual exploitation' below.
Child sexual exploitation	A form of child sexual abuse that involves any actual or attempted abuse of a position of vulnerability, differential power, or trust. This includes, but is not limited to, profiting monetarily, socially, or politically from the sexual exploitation of another. ⁶ Individuals or groups of offenders can perpetrate this. The underlying notion of exchange present in exploitation distinguishes child sexual exploitation from child sexual abuse. ⁷ There is significant overlap between the two concepts because exploitation is often a feature of abuse and vice versa. ⁸ This report primarily uses the phrase 'child sexual exploitation and abuse' in recognition of the overlap and to be most inclusive across different jurisdictions with different definitions.
Child sexual exploitation and abuse online	Child sexual exploitation and abuse that is partly or entirely facilitated by technology, i.e. the internet or other wireless communications. This report uses online child sexual exploitation and abuse and technology-facilitated child sexual exploitation and abuse interchangeably with child sexual exploitation and abuse online.

4. WeProtect Global Alliance, *Global Threat Assessment 2021*, <www.weprotect.org/global-threat-assessment-21/>, accessed 8 March 2022.

5. World Health Organization, 'Guidelines for Medico-Legal Care for Victims of Sexual Violence: Child Sexual Abuse', 2003, <<https://apps.who.int/iris/handle/10665/42788>>, accessed 8 March 2022.

6. United Nations, *Glossary on Sexual Exploitation and Abuse*, 24 July 2017, <https://hr.un.org/sites/hr.un.org/files/SEA%20Glossary%20%20%5BSecond%20Edition%20-%202017%5D%20-%20English_0.pdf>, accessed 8 March 2022.

7. Interagency Working Group on Sexual Exploitation of Children, *Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse*, 2016, <www.ohchr.org/Documents/Issues/Children/SR/TerminologyGuidelines_en.pdf>, accessed 21 March 2022.

8. Ibid.

<p>Child sexual abuse material</p>	<p>Any visual or audio content of a sexual nature involving a person under 18 years old,⁹ whether real or not real.</p> <p>Note on alternative terminology: Some organizations distinguish between ‘child sexual abuse material’ and ‘child sexual exploitation material’ (e.g., the Interagency Working Group on the Sexual Exploitation of Children define ‘child sexual exploitation material’ as a broader category that encompasses both ‘material depicting child sexual abuse and other sexualised content depicting children’). This report largely uses the phrase ‘child sexual abuse material’.</p> <p>The phrase ‘child pornography’ is also used in some international, regional, and domestic legislation. The Committee on the Rights of the Child has recognised that this term is gradually being replaced for various reasons, including that it can undermine the gravity of the crimes.¹⁰ The Alliance’s position is to refrain from using the term ‘child pornography’. ‘Child sexual abuse material’ is considered to capture the heinous nature of sexual violence against children more accurately and protect the dignity of victims and survivors.</p> <p>Some ‘self-generated’ sexual material would also constitute child sexual abuse material depending on the circumstances of its production (see Child ‘self-generated’ sexual material below).</p>
<p>Child sexual exploitation</p>	<p>Content of a sexual nature, including nude or partially nude images and video, produced by children of themselves. There are scenarios in which harm is caused, primarily:</p> <ul style="list-style-type: none"> • When a child or adolescent is coerced into producing ‘self-generated’ sexual material • When voluntarily ‘self-generated’ sexual material is shared against an adolescent’s wishes.
<p>CyberTips</p>	<p>NCMEC’s CyberTipline is the United States’ centralised reporting system for the online exploitation of children.</p>
<p>Grooming children online for the purpose of sexual exploitation and abuse</p>	<p>An individual builds a relationship, trust, and emotional connection with a child or young person to manipulate, exploit and abuse them (facilitated, partly or entirely, by the internet or other wireless communications). There is not always an intent to meet in person.</p> <p>Note on alternative terminology: Some organizations use ‘online enticement’ when referring to this concept.</p>
<p>Livestreaming child sexual exploitation and abuse</p>	<p>Transmitting child sexual abuse and exploitation in real-time over the internet.</p>
<p>Tradecraft</p>	<p>An ever-evolving host of ‘cloaking’ techniques and evasion strategies offenders use to avoid individual detection, and their methods and strategies for identifying and engaging children.</p>

9. National Center for Missing & Exploited Children, ‘Child Sexual Abuse Material (CASM)’, <www.missingkids.org/theissues/csam>, accessed 8 March 2022.

10. Committee on the Rights of the Child, *Guidelines regarding the Implementation of the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography*, CRC/C/156, 10 September 2019, <www.ohchr.org/Documents/HRBodies/CRC/CRC.C.156_0PSC%20Guidelines.pdf>, accessed 8 March 2022.

11. As defined by National Center for Missing & Exploited Children, ‘Online Enticement’, <www.missingkids.org/netsmartz/topics/onlineenticement>, accessed 8 March 2022.

Executive Summary

The WeProtect Global Alliance supports its members to develop coordinated multi-stakeholder responses to tackle online child sexual exploitation and abuse. This work is guided by the Model National Response (MNR). The MNR builds on many years of work by experts and practitioners, as well as global frameworks such as the United Nations Convention on the Rights of the Child (CRC). At the 2015 WeProtect summit in Abu Dhabi, United Arab Emirates, governments and organizations agreed to establish and deliver, in their own countries, a coordinated national response to online child sexual exploitation and abuse, guided by the MNR.

This review sets out how and where the MNR has been implemented in the six years since its introduction across 42 Alliance countries. The report does not intend to evaluate or assess country progress, capabilities or quality of services, but rather to illustrate efforts towards global learning and exchange.

The specific aims of the report are to:

- 1. Document diverse national responses to online child sexual exploitation and abuse – using the MNR framework as a guide**
- 2. Identify examples of good practice – to disseminate to the broader Alliance membership**
- 3. Highlight gaps, challenges and possible solutions – to highlight common issues to decision makers and inform future iterations of the MNR**
- 4. Inform the development of a possible future maturity model or similar framework, facilitating tailored responses to address national requirements.**

This report captures the experiences in 42 countries,¹² representing all regions and income groupings. The findings are primarily aggregated for this report, although illustrative examples are presented by country.¹³ The examples are not exhaustive but were selected to show a variety of approaches across different contexts, as shared by survey respondents.

The primary data collection method for this report was electronically administered surveys. For 17 countries (primarily high-income countries), the data is drawn from responses to a survey issued to government representatives in February and March 2021. For 25 countries (low- and middle-income countries), the data is drawn from a survey administered to UNICEF country offices as part of a Global Partnership to End Violence-supported study to document national responses to online child sexual exploitation and abuse in low- and middle-income countries.¹⁴

12. Albania, Australia, Belarus, Belgium, Bosnia and Herzegovina, Brazil, Bulgaria, Cambodia, Canada, China, Colombia, Dominican Republic, El Salvador, England and Wales, Finland, Ghana, Greece, Guatemala, Indonesia, Italy, Japan, Jordan, Kenya, Republic of Korea, Malta, Mongolia, Montenegro, Namibia, Nepal, Netherlands, New Zealand, Paraguay, Philippines, Rwanda, Serbia, South Africa, Sweden, Ukraine, United Arab Emirates, United States of America, Viet Nam, Zimbabwe.

13. The report does highlight where there are notable differences between countries by income.

14. United Nations Children's Fund, *Ending Online Child Sexual Exploitation and Abuse: Lessons learned and promising practices in low- and middle-income countries*, December 2021, UNICEF, New York, <www.unicef.org/documents/ending-online-child-sexual-exploitation-and-abuse>, accessed 16 March 2022.

Key findings

The MNR has proven to be an important framework for guiding comprehensive national action. Irrespective of political contexts, institutional setup, approaches, resource capacities and priorities, almost all countries surveyed (90 per cent¹⁵) have used the MNR as a reference for good practice. The MNR has also been used as a basis for policy development, as a guide for specific capabilities and as a framework for measuring progress.

Guided by the MNR, Alliance countries have applied a depth and breadth of expertise and experience across in their national responses. Governments are driving coordinated and multisectoral action and have developed many of the capabilities set out in the MNR framework in line with local circumstances and needs. Across the 42 countries, the policy and governance

(see Findings, Domain 1) and criminal justice (Domain 2) domains appear most developed, while there are notable gaps in the victim, societal, industry and media domains (Domains 3–6, respectively).

Figure 1 gives a snapshot of the capabilities in place.¹⁶ While this snapshot is helpful to illustrate the status at-a-glance, it is important not to oversimplify the diverse country contexts and realities on the ground.

Survey respondents provided examples of good practices, challenges and lessons learned in each domain and capability. These are briefly summarized over the page and elaborated in the report.

Figure 1
Snapshot of capabilities in place



15. 35 of 39 countries that answered the question.

16. The summary graph does not include the legislation capability, as it was not possible to aggregate answers across all surveyed countries.



Domain 1:

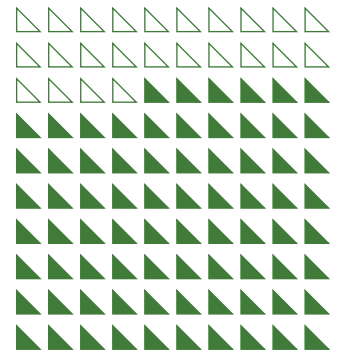
Policy and governance

Leadership: Over three-quarters of surveyed countries (76 per cent, 32 of 42) have a national multi-stakeholder governance mechanism and almost two-thirds (64 per cent, 27 of 42) have a relevant national policy or strategy. There is a need to evaluate the effectiveness of governance mechanisms and policies/strategies. International cooperation is essential to address complex jurisdictional challenges.

Research, analysis and monitoring: Over three-quarters of surveyed countries (83 per cent, 35 of 42) have some form of national research, analysis and monitoring on child sexual exploitation and abuse, including forms facilitated by technology. Without this, countries face challenges in setting baselines and indicators, and designing a monitoring framework for national action. There are ethical complexities and resource challenges associated with research in this field.

76%

of surveyed countries have a national multi-stakeholder governance mechanism



8 out of 15

high-income countries have legislation requiring Internet Service Providers (ISPs) to report suspected child abuse material

Legislation: While all 15 high-income countries surveyed have legislated to criminalize online child sexual abuse and exploitation and 'knowing possession' of child sexual abuse materials, only 8 have legislation requiring Internet Service Providers (ISPs) to report suspected child abuse material. In most surveyed low- and middle-income countries (88 per cent, 22 of 25), existing laws are perceived as inadequate to address child sexual exploitation and abuse online. Many countries have recently revised or are currently revising relevant legislation. The CRC¹⁷ and its Optional Protocol on the sale of children, child prostitution and child pornography,¹⁸ the Council of Europe's Convention on Cybercrime,¹⁹ and Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse²⁰ serve as benchmarks for law reform and broader reform of victim services.

17. United Nations Office of the High Commissioner, Convention on the Rights of the Child, 20 November 1989, <www.ohchr.org/en/professionalinterest/pages/crc.aspx>, accessed 23 March 2022.
18. United Nations Office of the High Commissioner, Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, 25 May 2000, <www.ohchr.org/en/professionalinterest/pages/opsccrc.aspx>, accessed 23 March 2022.
19. Council of Europe, Convention on Cybercrime (ETS No. 185), <www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=185>, accessed 23 March 2022.
20. Council of Europe, Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (CETS No. 201), <www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=201>, accessed 23 March 2022.



Domain 2:

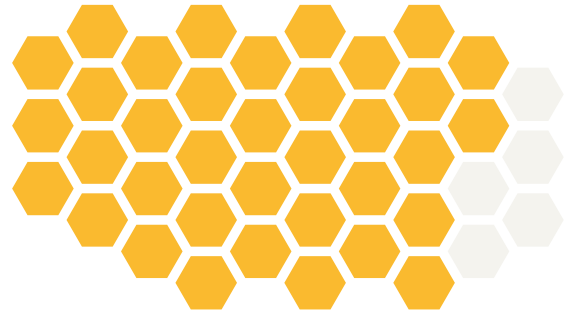
Criminal justice

Dedicated law enforcement: All 42 surveyed countries have some law enforcement capability with an explicit remit to respond to child sexual exploitation and abuse, including forms facilitated by technology. Units responsible for crimes against children tend to be understaffed and under-resourced in low- and middle-income countries. To stay ahead of new and emerging offending, many respondents emphasize the need for systematic training and capacity-building. Psychological care and mitigation tools for law enforcement officers' health and well-being are also essential.

Judiciary and prosecutors: The judiciary and prosecution service have some specialist knowledge and skills required to enable positive outcomes for victims/survivors of all forms of child sexual exploitation and abuse in almost all surveyed countries (88 per cent, 36 of 41). Some countries lack standardized child-friendly and victim-centred protocols to guide the judiciary and prosecutors. There is a need for further research with victims/survivors to understand their personal experience of the justice system and improve its services.

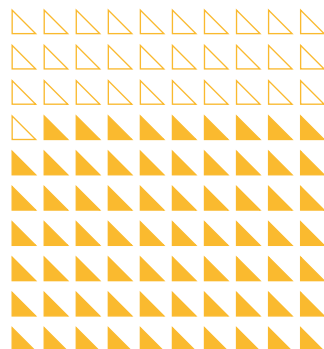
36
out of 41

surveyed countries have a judiciary and prosecution service with some specialist knowledge and skills required to enable positive outcomes for victims/survivors of all forms of child sexual exploitation and abuse



69%

of surveyed countries are connected to Interpol's International Child Sexual Exploitation (ICSE) database



Offender management: Almost three-quarters of surveyed countries (71 per cent, 30 of 42) have some processes in place to manage and/or rehabilitate child sex offenders. The 12 countries with no offender management interventions are low- and middle-income countries. There is a need to build and share empirically based good practices across all countries.

Access to image databases: Two-thirds of surveyed countries (69 per cent, 29 of 42) are connected to Interpol's International Child Sexual Exploitation (ICSE) database,²¹ and one-third (33 per cent, 14 of 42) have a national database. Of the 13 countries not yet connected to the ICSE database, 92 per cent (12) are low- and middle-income countries. There is a need to ensure interoperability and currency of systems in countries with multiple databases.

21. The ICSE image and video database is an intelligence and investigative tool, which allows specialized investigators from around the world to share data on cases of child sexual abuse and exploitation. The main purposes of the ICSE database are to facilitate the process of identification of child victims and to minimize duplication of efforts by law enforcement relating to victim identification; see Interpol, 'International Child Sexual Exploitation Database', <www.interpol.int/en/Crimes/Crimes-against-children/International-Child-Sexual-Exploitation-database>, accessed 17 March 2022.



Domain 3: **Victim**

End-to-end support: Over two-thirds of surveyed countries (69 per cent, 29 of 42) have integrated support for victims/survivors through investigation, legal proceedings and beyond. Countries have developed case management processes, multidisciplinary teams and 'one-stop' centres to support victims/survivors. However, in many countries, policies are not fully translated into practice.

Child protection workforce: Most countries surveyed (83 per cent, 34 of 41) have a skilled, specialist workforce that is trained, coordinated and available to support victims/survivors of child sexual exploitation and abuse. However, in many low- and middle-income countries, the professional cadre of social workers is still emerging. Irrespective of income status, there are still some gaps in workforce capacity in many countries. In particular, the workforce does not necessarily have sufficient expertise to identify and support child victims/survivors of sexual exploitation and abuse that has an online and/or international element.

34 out of **42**
surveyed countries have some
aspects of effective remedy
or reparations in place

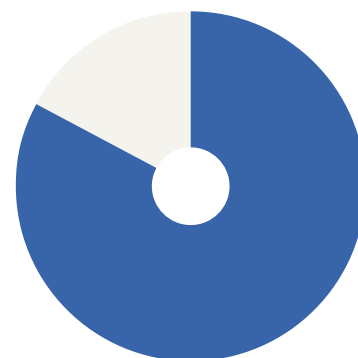
Child helpline: Almost all countries surveyed (95 per cent, 40 of 42) have a national child helpline.²² The government operates some child helplines, but NGOs run most. In some countries, even if operators identify a child in need of support or specialized assistance, services do not exist in their locality or at all. Some helpline operators lack specialized knowledge about risks and harms associated with digital technology.

22. A child helpline is a support service for children and young people.



83%

**of surveyed countries
have a skilled, specialist
workforce that is trained,
coordinated and available
to support victims/
survivors of child sexual
exploitation and abuse**



Compensation, remedies and complaints arrangements: Most countries surveyed (81 per cent, 34 of 42) have some aspects of effective remedy or reparations in place. There are significant differences between countries, partly due to different legal definitions of the terms. It is uncommon for children to turn to professionals or authorities in sexual abuse and exploitation cases in some countries. In many countries, children receive little information about their rights and how to claim them.



95% of surveyed
countries have
a national
child helpline



Domain 4: **Societal**

Reporting hotline: Distinct from a child helpline (previous), a hotline or reporting portal is set up to receive reports of child sexual abuse or exploitation online from members of the public or industry. Most countries surveyed (90 per cent, 38 of 42) have a dedicated hotline or portal. Challenges include encouraging public reporting, funding and human resource limitations, and triaging cases with sufficient information for law enforcement action.

Education programme: Over three-quarters of surveyed countries (76 per cent, 32 of 42) have a national education programme on child sexual exploitation and abuse, including forms facilitated by technology. The absence of a national education programme is viewed as a significant impediment in generating societal awareness of child sexual exploitation and abuse. Reaching vulnerable cohorts not in school requires special attention to the design and implementation of education programmes.



59%

of surveyed countries have some sort of support system for convicted child sex offenders, people with a sexual interest in children and young people displaying sexually harmful behaviour



Child participation: Children and young people are encouraged to give their ideas and influence policy and practice in over two-thirds of countries (71 per cent, 29 of 41²³). However, even where dedicated structures for child participation exist, the impact at the policy level can be challenging to observe. It is essential that such processes do not trigger or re-victimize participants.

Support systems for offenders or those at risk of offending to prevent harm to children: Over half of surveyed countries (59 per cent, 24 of 41²⁴) have some sort of support system for convicted child sex offenders, people with a sexual interest in children and young people displaying sexually harmful behaviour. The 17 countries with no support systems are from low- and middle-income categories. The 'negative optics' associated with developing and providing support services for these groups is a significant challenge.

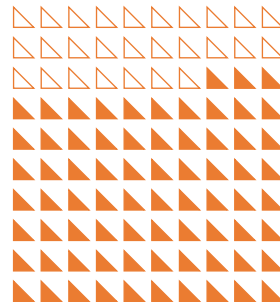
23. Not all countries answered this question.

24. Not all countries answered this question



Domain 5: **Industry**

Takedown procedures and reporting: Over two-thirds of surveyed countries (73 per cent, 30 of 41²⁵) have procedures to enable the removal or blocking of child sexual abuse material. These range from self-regulatory to legislative and judicial processes. Some survey respondents viewed the lack of formalized agreements or regulatory frameworks as a significant impediment. Other challenges include the reluctance of victims/survivors to disclose their abuse and/or limited awareness of available avenues for reporting. Some respondents report an urgent need for international alignment and cooperation on classifying child sexual abuse materials and standards for legal interoperability in data and intelligence sharing.



73%

of surveyed countries have procedures to enable the removal or blocking of child sexual abuse material

25



out of 41 of surveyed countries have governments that engage industry and proactively encourage innovative solution development and corporate social responsibility

Innovative solution development and corporate social responsibility: Government engages industry and proactively encourages innovative solution development and corporate social responsibility in over half of surveyed countries (61 per cent, 25 of 41²⁶). Survey respondents report that the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse, the Alliance and the Virtual Global Taskforce have been important enablers for this. Industry engagement remains a challenge in many countries, especially where this is a relatively new field.

25. Not all countries answered this question

26. Not all countries answered this question



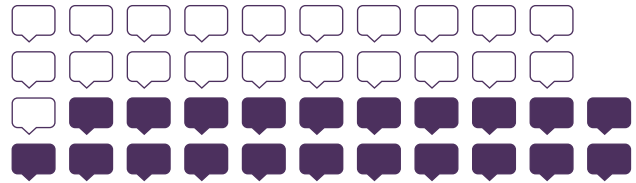
Domain 6:

Media and communications

Ethical and informed media reporting: The government supports ethical, informed and balanced media reporting of child sexual exploitation and abuse in over half of surveyed countries (54 per cent, 23 of 42). Without proper regulation, guidance and enforcement, media coverage can be sensationalized and not supportive of victims/survivors' dignity.

Universal terminology: Half of the surveyed countries (50 per cent, 21 of 42) have discussed or adopted universally agreed terminology. The Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse²⁷ have been used in many countries. Conceptual clarity is essential to align legislation and avoid confusion and ongoing harm to victims and survivors of child sexual exploitation and abuse.

21 out of **42** surveyed countries have discussed or adopted universally agreed terminology



27. Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse.

Call to action

Five key priorities emerge from this review. These demand action from the Alliance, its membership, and other stakeholders concerned with protecting children in the digital environment. Examples of steps towards each priority are given in the 'Call to action' section of this report.

We call on governments and partners to:

1

Invest in comprehensive national responses to prevent and respond to online child sexual exploitation and abuse.

Multisectoral, multi-layered interventions are essential to prevent and respond to online child sexual exploitation and abuse. The MNR framework can guide efficient and effective investments to tackle this issue. This requires increased investments at the individual, institutional and systemic levels.



2

Accelerate global collaboration among governments and companies to strengthen prevention and response efforts to combat online child sexual exploitation and abuse.

Online child sexual exploitation and abuse is borderless, meaning countries' national responses cannot be separated from the global landscape. To effectively combat the cross-border dimension of this issue, international and cross-industry cooperation are critical to support national efforts.

3

Strengthen the use and collection of data and evidence to enhance effective, sustainable national efforts to protect children.

Quality data and evidence generation are essential to improve policy, legislation, service delivery and initiatives to combat online child sexual exploitation and abuse. This requires not only strengthening countries' administrative data systems for law enforcement, prosecution and social services, but also dedicated research to help better inform and track improvement.



4

Share best practices and lessons learned to support national responses to protect children from online sexual exploitation and abuse.

Through sharing best practices and lessons learned, countries can continuously adapt and improve the implementation of the MNR framework within national and regional contexts. The development and implementation of interventions adapted to diverse contexts must be driven by national evidence to support sustained, effective country responses.

5

Promote the global implementation of the Model National Response framework, and its continuous refinement based on lessons learned.

As the world shifts with ever-evolving contexts and innovation, the MNR framework must be improved and adapted by incorporating lessons learned, leveraging technology and continuously refining its guidance for diverse contexts. Broader consultation can help shape future iterations of this framework and the feasibility and utility of a country maturity model.

This report illustrates how, just over six years since its introduction, the MNR has become a key tool in supporting coordinated, comprehensive and multi-stakeholder national responses in over 40 countries. These responses and the MNR framework must draw on collective learning and experience to keep pace with the increasing scale and complexity of child sexual exploitation and abuse online.

As set out in the Global Threat Assessment 2021,²⁸ the nature of harm has continued to grow and diversify. The global community must accelerate its efforts to tackle these crimes and better protect children. This review has charted a path forward for action by the Alliance, its membership and other stakeholders to take up this urgent call.

28. WeProtect Global Alliance, Global Threat Assessment 2021, <www.weprotect.org/global-threat-assessment-21/>, accessed 8 March 2022.

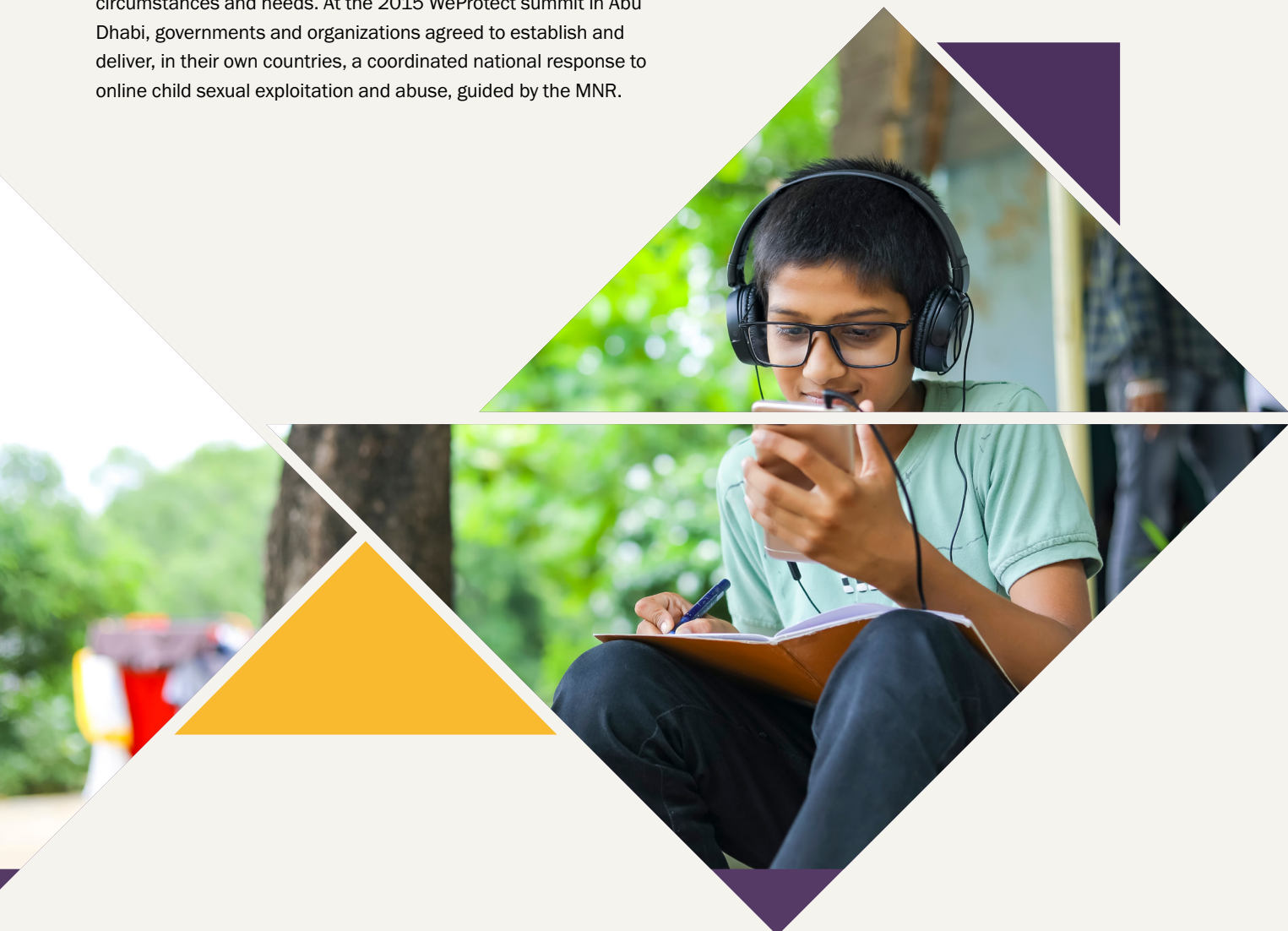
Introduction

Supporting members to develop coordinated multi-stakeholder responses to tackle online child sexual exploitation and abuse is at the heart of the strategy of the WeProtect Global Alliance ('the Alliance'). In working towards this goal, the Alliance promotes the Model National Response (MNR) and associated guidance.²⁹

The MNR builds on many years of work by experts and practitioners to design a coordinated and comprehensive multi-stakeholder strategy for countries to steer national action.

The MNR identifies the requirements for an effective and coordinated national response, which can be tailored to local circumstances and needs. At the 2015 WeProtect summit in Abu Dhabi, governments and organizations agreed to establish and deliver, in their own countries, a coordinated national response to online child sexual exploitation and abuse, guided by the MNR.

Completed six years after the introduction of the MNR, this review sets out how and where the MNR has been implemented across 42 Alliance countries and how national responses and the MNR framework itself may be strengthened. The report is not intended to evaluate or assess country progress, capabilities or quality of services, but rather to describe efforts underway for global learning and exchange.



29. See Appendix 1: Model National Response.

Box 1

A focus on the Model National Response

The MNR is focused on helping countries build their response to online child sexual exploitation and abuse. It acknowledges that this cannot be addressed in isolation. A wider set of capabilities to prevent and tackle child sexual exploitation and abuse are required to ensure a complete national response. The MNR sets out six domains with 21 capabilities, as follows:

- 1. Policy and governance:** leadership; research, analysis, and monitoring; legislation
- 2. Criminal justice:** dedicated law enforcement; judiciary and prosecutors; offender management process; access to image databases
- 3. Victim:** end-to-end support; child protection workforce; compensation, remedies and complaints arrangements; Child Helpline
- 4. Societal:** child sexual exploitation and abuse hotline; education programme; child participation; offender support systems
- 5. Industry:** takedown procedures; child sexual exploitation and abuse reporting; innovation solution development; Corporate Social Responsibility
- 6. Media and communications:** ethical and informed media reporting; universal terminology

Regardless of a country's starting point, the MNR was intended to enable stakeholders to identify any gaps in capabilities and commence planning to fill those gaps. Using the framework can assist countries in identifying actions that contribute to the delivery of the United Nations Sustainable Development Goal targets, primarily 16.2 – End all forms of violence against and torture of children. It could also assist with delivery against targets 8.7 and 5.2 and a country's obligations under international and regional human rights treaties, most notably the United Nations Convention on the Rights of the Child and its Optional Protocol on the sale of children child prostitution and child pornography.

Aims

This report aims to:

- 1. Document diverse national responses to online child sexual exploitation and abuse – using the MNR framework as a guide**
- 2. Identify examples of good practice – to disseminate to the broader Alliance membership**
- 3. Highlight gaps, challenges and possible solutions – to highlight common issues to decision makers and inform future iterations of the MNR and, if applicable, Global Strategic Response**
- 4. Inform the development of a possible future maturity model or similar framework, facilitating tailored responses to address national requirements**

Methodology

This report captures the experiences in 42 countries around the world.³⁰

Of the 42 countries, 15 represent high-income economies, 15 represent upper-middle-income economies, 11 represent lower-middle-income economies, and 1 represents a low-income economy.³¹ Regional representation constitutes East Asia and the Pacific (10 countries); Eastern and Southern Africa (5 countries); Eastern Europe and Central Asia (7 countries); Latin America and the Caribbean (6 countries); the Middle East and North Africa (2 countries); North America (2 countries); South Asia (1 country); West and Central Africa (1 country); and Western Europe (8 countries).³²

For all countries, the primary data collection method was a survey, administered electronically. The Alliance selected a range of countries to reflect the different stages of the national responses and a spread of geography, size and resources. These were, in the main, high-income countries that were not already being considered as part of a separate UNICEF study (see below). The survey instrument issued to these countries is (provided in Appendix 2) was endorsed by a review Steering Group representing the Alliance, UNICEF and the Global Partnership to End Violence ('End Violence'). The survey was issued to countries that agreed to participate in February and March 2021, and 17 responses were received between May and June 2021.³³

A similar survey was issued to low- and middle-income countries as part of a study supported by End Violence and conducted by UNICEF to document national responses to online child sexual exploitation and abuse.³⁴ The key difference between the two surveys was the respondents: while the Alliance survey was issued to governments, the End Violence/UNICEF survey was administered to UNICEF country offices (who often completed the survey in coordination with government counterparts). The Alliance survey also had more open-ended questions to allow government respondents to provide detailed information. Both survey tools were based on the MNR. To give a broader picture for this review, the responses from those countries in the End Violence/UNICEF study that are members of the Alliance were also analysed.³⁵

The findings are largely aggregated for this report, along with a comprehensive selection of illustrative examples.³⁶ The selected models show a variety of approaches across different contexts; they are not exhaustive of all the examples shared by survey respondents.

This report also draws on analytical secondary research, including review and analysis of documents provided by survey respondents and relevant open-source documents. The draft report was shared with survey respondents to confirm the accuracy of country examples.

30. Albania, Australia, Belarus, Belgium, Bosnia and Herzegovina, Brazil, Bulgaria, Cambodia, Canada, China, Colombia, Dominican Republic, El Salvador, England and Wales (England and Wales responded to this survey, but many of the interventions are UK-wide; 'UK' is therefore used in the body of this report as applicable), Finland, Ghana, Greece, Guatemala, Indonesia, Italy, Japan, Jordan, Kenya, Republic of Korea, Malta, Mongolia, Montenegro, Namibia, Nepal, Netherlands, New Zealand, Paraguay, Philippines, Rwanda, Serbia, South Africa, Sweden, Ukraine, United Arab Emirates, United States of America, Viet Nam, Zimbabwe.

31. According to the World Bank definition of income categories in 2021; see <<https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>>, accessed 9 March 2022.

32. According to UNICEF regional classifications; see UNICEF, 'Regional Classifications', March 2017, <<https://data.unicef.org/regionalclassifications/>>, accessed 9 March 2022.

33. Australia, Belgium, Canada, England and Wales, Finland, Greece, Italy, Japan, Republic of Korea, Malta, Nepal, Netherlands, New Zealand, Sweden, Ukraine, United Arab Emirates, United States of America.

34. United Nations Children's Fund, *Ending Online Child Sexual Exploitation and Abuse: Lessons learned and promising practices in low- and middle-income countries*, 2021, UNICEF, New York, <www.unicef.org/documents/ending-online-child-sexual-exploitation-and-abuse>, accessed 10 March 2022. The survey instrument is included at Appendix 2.

35. Albania, Belarus, Bosnia and Herzegovina, Brazil, Bulgaria, Cambodia, China, Colombia, Dominican Republic, El Salvador, Ghana, Guatemala, Indonesia, Jordan, Kenya, Mongolia, Montenegro, Namibia, Paraguay, Philippines, Rwanda, Serbia, South Africa, Viet Nam, Zimbabwe.

36. The report does highlight where there are notable differences between countries by income-grouping.

Survey issued by the Alliance

Survey issued by UNICEF as part of End Violence supported study



Limitations

This report is not intended to be a comprehensive review or an evaluation but rather a snapshot of efforts underway in 2021. The findings in this review are highly dependent on information provided by survey respondents. The study does not consider specific groups of children (for example, by gender, disability or other attributes), nor does it capture victim/survivor experiences. Analysis of statutory instruments, judicial decisions, rules of procedure and appraisal of research quality was beyond the scope of this review. Where possible, evaluations of initiatives and programmes are referenced.

English was the primary language for the study. This, combined with a lack of standard definitions and terminology across jurisdictions, may have affected responses. Notwithstanding these limitations, substantial effort was made to ensure accuracy and currency of information as of December 2021.

Findings

How have countries used the Model National Response?

In developing national responses, 90 per cent of countries surveyed³⁷ have used the MNR as a reference for good practice. Of these, countries have also used the MNR as a basis for policy development (67 per cent), a guide for specific capabilities (59 per cent) and as a framework for measuring progress (38 per cent) (see Figure 2). In some countries, national policies have been expressly aligned to the MNR, and in others, the MNR has been adopted as the national strategy. Over two-thirds of countries (67 per cent) used the MNR for two or more of these purposes.

In addition to the main categories above, some countries have used the MNR as a 'blueprint' for programmatic interventions and as a training model for a comprehensive strategic response. Overall, survey respondents viewed the MNR as a helpful and valuable tool for national policy and action. Some respondents requested that the MNR and other resources be made available in multiple languages and recommended greater promotion of the framework through a global campaign for adoption by governments, civil society and industry.

Figure 2
How the Model National Response has been used



37. 39 countries responded to this survey question.

Box 2

The Model National Response as a framework for Safe Online investments

Over 60 per cent of the countries (26 out of 42)³⁸ included in this review received funds (over US\$30 million) from the End Violence Fund, through its Safe Online Initiative,³⁹ to advance national, regional and global efforts to make the internet safe for children. Most of the funds were used to build national capacity, networks and systems in line with the MNR framework and informed by the latest evidence from the field to enable more effective and coordinated responses to technology-facilitated harms against children. Other funds were used to generate evidence, knowledge and effective models and design new and scale-up existing technology solutions to tackle online abuse.

Since 2016, Safe Online has invested a total of US\$48 million in 60 projects⁴⁰ with impact in over 70 countries, and in 2022 will announce new investments for over US\$20 million across three strategic areas: system strengthening, evidence generation and technology solutions. Crucially, alongside the investments, Safe Online provides policy and advocacy guidance and coalition-building to advance national, regional and global efforts to accelerate progress and catalyse policy change. This includes elevating the issue in public forums and influencing key global and regional policy debates that impact children's safety online.

38. Albania, Bosnia and Herzegovina, Brazil, Cambodia, Canada (global), China (regional), Colombia, Dominican Republic, El Salvador (global), England and Wales (global), Finland (global), Ghana, Indonesia, Jordan, Kenya, Mongolia, Montenegro (regional), Namibia, Nepal (regional), Netherlands (global), Philippines, Rwanda, South Africa, Ukraine (regional), United States of America (global), Viet Nam.

39. End Violence Against Children, 'Safe Online – The Issue', <www.end-violence.org/safe-online>, accessed 9 March 2022.

40. End Violence Against Children, 'Safe Online – The Response', <www.end-violence.org/safe-online#the-response>, accessed 9 March 2022.



Domain 1:

Policy and governance

Leadership

Current status

The MNR calls for a multi-stakeholder, cross-sector national body or bodies with a responsibility to protect children from child sexual abuse and exploitation online.

Over three-quarters of countries surveyed (76 per cent, 32 of 42) have one or more national inter-ministerial or multi-stakeholder governance mechanisms (see Figure 3 for an overview of the policy and governance capability of countries surveyed). Most bodies were established within the last five years, and many have their establishment and mandate set out in national policies. Almost two-thirds of countries surveyed (64 per cent, 27 of 42) have a relevant national policy or strategy.

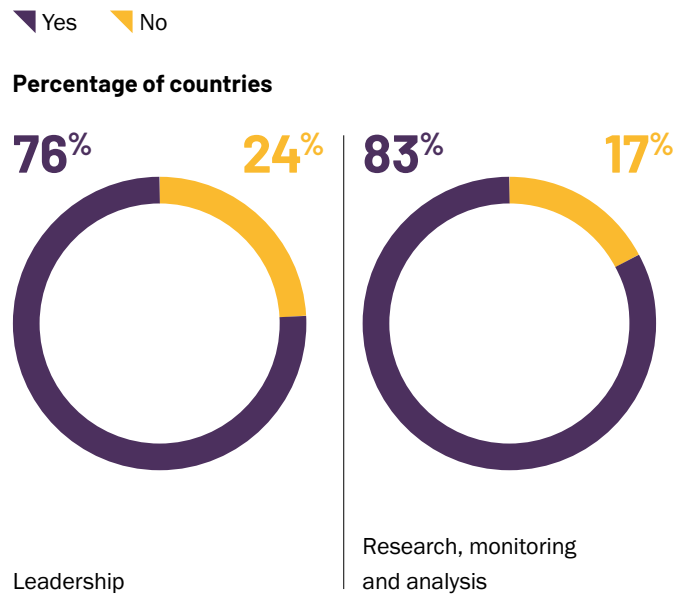
Forms and scope of governance mechanisms

Models adopted for governance mechanisms vary considerably, reflecting national political contexts, institutional set-up, approaches, resource capacities and priorities. In some countries, committees or working groups are limited to government officials, while in others, non-government organizations (NGOs) and industry representatives are also included. Some countries have governance mechanisms at senior (i.e., ministerial) and operational levels. The remit of governance mechanisms varies; some focus on child sexual exploitation and abuse online, while others tackle the issue as part of a broader remit. Some examples of governance mechanisms are given in Table 1.

Scope of national policies and strategies

As with governance structures, national policies and strategies are diverse in form and scope (see Table 2 for illustrative examples).

Figure 3
Domain 1 overview⁴¹



41. The summary graph does not include legislation as it was not possible to aggregate answers across all surveyed countries. See Legislation section below for detail.

Table 1: Remit of governance mechanisms and country examples

Remit of governance mechanism	Country examples
Online child sexual exploitation and abuse	<ul style="list-style-type: none"> Canada: Interdepartmental Working Group on Online Child Sexual Exploitation and Director-General Steering Committee on Online Child Sexual Exploitation Dominican Republic: National Response Board against Online Child Sexual Exploitation and Abuse Mongolia: Inter-Ministerial Working Group to Tackle Online Child Sexual Exploitation Namibia: National Task Force on Child Online Protection to coordinate actions under the MNR Netherlands: Public-private roundtable established as part of the <i>Hernieuwde aanpak online kindermisbruik</i> ('Renewed approach to online child abuse') programme
Child sexual exploitation and abuse (including forms facilitated by technology)	<ul style="list-style-type: none"> Australia: The National Office for Child Safety in the Department of the Prime Minister and Cabinet oversees implementation of the National Strategy to Prevent and Respond to Child Sexual Abuse 2021-2030 Colombia: National Inter-Institutional Committee to Execute the Public Policy Line of Eradication of Commercial Sexual Exploitation of Boys, Girls and Adolescents Japan: Liaison Council for Ministries, the Working Group Relating to Measures against Child Sexual Exploitation and the Conference for Promotion of Measures to Eradicate Child Sexual Exploitation UK: Director-level board established to monitor progress of the Tackling Child Sexual Abuse Strategy. The board will be supported by three working groups aligned to the three objectives of the Strategy.
Violence against children or child protection (including online child sexual exploitation and abuse)	<ul style="list-style-type: none"> Bulgaria: National Council for Child Protection Canada: Intergovernmental Coordination Committee for the National Strategy to Prevent and Address Gender-Based Violence Finland: Steering Group with oversight for the Non-Violent Childhoods Action Plan 2020-2025 Korea: Committee on the Prevention of Violence against Women
Children online protection (including online child sexual exploitation and abuse)	<ul style="list-style-type: none"> Rwanda: National Steering Committee and National Technical Working Group on Child Online Protection Ukraine: Expert Group on Child Protection Online
Digital safety and security (including online child sexual exploitation and abuse)	<ul style="list-style-type: none"> Australia: Agency Heads Committee on Online Safety; eSafety Advisory Committee Ghana: National Cyber Security Inter-Ministerial Advisory Council and National Cyber Security Technical Working Group UAE: Digital Wellbeing Council

Table 2: Scope of national multi-sectoral policies and strategies and country examples

Scope of national multi-sectoral policies and strategies	Country examples
<p>Online child sexual exploitation and abuse</p>	<ul style="list-style-type: none"> • Cambodia: Action Plan to Prevent and Respond to Online Child Sexual Exploitation (2021-2025)⁴² • Canada: National Strategy for the Protection of Children from Sexual Exploitation on the Internet⁴³ • Ghana: National Framework on Child Online Protection • Indonesia: Child Protection Online Road Map • Kenya: National Plan of Action on Online Child Sexual Exploitation and Abuse • Netherlands: <i>Hernieuwde aanpak online kindermisbruik</i> ('Renewed approach to online child abuse') • Philippines: National Response Plan to Address Online Sexual Abuse and Exploitation of Children • UAE: National Strategy to Protect Children Online
<p>Child sexual exploitation and abuse/ sexual violence (including forms facilitated by technology)</p>	<ul style="list-style-type: none"> • Australia: National Strategy to Prevent and Respond to Child Sexual Abuse 2021-2030⁴⁴ • Belgium: Flemish government, Action plan to combat sexual violence, including against children (2020-2024)⁴⁵ • Brazil: National Plan for Combatting Sexual Violence against Children • Colombia: Public Policy Line for the Prevention and Eradication of Commercial Sexual Exploitation of Girls, Boys, and Adolescents (2018-2028) • Japan: Basic Plan on Measures against Child Sexual Exploitation • UK: Tackling Child Abuse Strategy⁴⁶ • US: National Strategy for Child Exploitation Prevention and Interdiction⁴⁷

42. United Nations Children's Fund, 'Official Launch of the National Action Plan to Prevent and Respond to Online Child Sexual Exploitation in Cambodia 2021-2025', Press release, 14 July 2021, <www.unicef.org/cambodia/press-releases/official-launch-national-action-plan-prevent-and-respond-online-child-sexual>, accessed 9 March 2022.

43. Public Safety Canada, 'Child Sexual Exploitation on the Internet', <www.publicsafety.gc.ca/cnt/cntrng-crm/child-sxl-xplttn-ntnt/index-en.aspx>, accessed 9 March 2022.

44. Commonwealth of Australia, Department of the Prime Minister and Cabinet, *A Summary of the National Strategy to Prevent and Respond to Child Sexual Abuse (2021-2030) and its Action Plans*, 2021, <<https://childsafety.pmc.gov.au/sites/default/files/2021-10/national-strategy-summary.pdf>>, accessed 9 March 2022.

45. Vlaams Parlement, *Vlaams actieplan ter bestrijding van seksueel geweld 2020-2024*, 26 October 2020, <<https://docs.vlaamsparlement.be/pfile?id=1613238>>, accessed 9 March 2022.

46. UK Government, *Tackling Child Sexual Abuse Strategy 2021*, 22 January 2021, <www.gov.uk/government/publications/tackling-child-sexual-abuse-strategy>, accessed 9 March 2022.

47. The United States Department of Justice, *National Strategy for Child Exploitation Prevention and Interdiction*, <<https://www.justice.gov/psc/national-strategy-child-exploitation-prevention-and-interdiction>>, accessed 9 March 2022.

Scope of national multi-sectoral policies and strategies	Country examples
<p>Violence against children, child maltreatment, child protection or child rights, gender-based violence (including online child sexual exploitation and abuse)</p>	<ul style="list-style-type: none"> • Belgium: Flemish government, Plan on youth policy and the rights of the child (2020-2024), Wallonia-Brussels Federation, Action Plan on the Rights of the Child (2020-2024)⁴⁸ • Bulgaria: National Programme for the Prevention of Violence and Abuse of Children (2017- 2020) • Canada: National Strategy to Prevent and Address Gender-Based Violence • Dominican Republic: National Roadmap for the Prevention and Elimination of Violence against Children and Adolescents (2015-2020) • Finland: National Action Plan for the prevention of violence against children aged 0-17 years (2020-2025) and National Child Strategy⁴⁹ • Malta: National Children’s Policy • Montenegro: Strategy on Prevention and Protection of Children from Violence (2017-2021) • New Zealand: Child and Youth Wellbeing Strategy⁵⁰ • Serbia: Violence against Children Strategy (2020-2023)
<p>Child online protection or children’s rights online (including online child sexual exploitation and abuse)</p>	<ul style="list-style-type: none"> • Rwanda: Child Online Protection Policy
<p>Cybersecurity (including online child sexual exploitation and abuse)</p>	<ul style="list-style-type: none"> • Albania: National Strategy for Cybersecurity (2020-2025) • Australia: International Cyber and Critical Technology Engagement Strategy, which includes actions to address child sexual exploitation

48. Vlaanderen Departement Cultuur, Jeugd & Media, Flemish Youth and Children’s Rights Policy Plan 2020–2024, 2020, <www.vlaanderen.be/cjm/nl/jeugd/vlaams-jeugd-en-kinderrechtenbeleid/beleidsplan-jkp>, accessed 9 March 2022; Wallonie Service Public, *Plan d’actions relatif aux Droits de l’enfant (PADE) 2020-2024*, 16 December 2020, <<http://cohesionsociale.wallonie.be/actions/PADE>>, accessed 9 March 2022.

49. Korpilahti, Ulla, et al. *Non-Violent Childhoods: Action Plan for the Prevention of violence Against Children 2020–2025*, Ministry of Social Affairs and Health, Government of Finland, 26 November 2020, <<http://urn.fi/URN:ISBN:978-952-00-8351-9>>, accessed 10 March 2022; Ministry of Social Affairs and Health, Government of Finland, ‘Child Strategy’, <<https://stm.fi/en/child-strategy>>, accessed 10 March 2022.

50. New Zealand Government, *Child and Youth Wellbeing Strategy*, 29 August 2019, <<https://childyouthwellbeing.govt.nz/resources/child-and-youth-wellbeing-strategy-html#section-1>>, accessed 10 March 2022.

Drivers for policy development

According to survey respondents, the factors that prompted governments to develop policies or strategies included:

- Domestic cases of online child abuse and exploitation
- Reported increasing incidence by law enforcement
- Media and public interest
- Legislative mandate
- Outcomes of national inquiries into institutional child abuse
- Domestic and international political commitments
- Regional and international legal commitments⁵¹
- International pressure through United Nations special mandate holders
- Membership of the Alliance
- Membership of the Virtual Global Taskforce (VGT).

Gaps, challenges, and lessons learned

Governance mechanisms

Countries face challenges in coordination and cooperation, even if they have been engaged with the issue for some time.

Challenges include:

- A lack of clarity regarding the responsibilities of governance structures and respective line ministries
- Multiple structures with overlapping mandates
- Timeliness in coordination and decision-making across states and territories in countries with federated systems
- Changes in political leadership resulting in setbacks in leadership and policy
- Limited industry engagement
- A limited understanding of the issue within the government
- Limited (or lack of) state budget. For countries receiving external funding, changing donor priorities can impact the sustainability of national coordination and related efforts.

Not all respondents viewed the absence of a formal coordination structure as an impediment. In countries without a governance body, ad-hoc informal coordination exists and is believed to reduce 'unnecessary bureaucracy'. In contrast, in other countries the lack of a national governance body was viewed as indicative of the 'lack of priority' given to the issue. In some countries, senior representation in the coordination structure has 'added more weight' to the issue of child sexual abuse and exploitation online. However, respondents did not elaborate on whether this was reflected in greater budget allocation.

National policy or strategy

Securing cross-sectoral 'buy-in' is essential in developing national policy and strategy. However, this process can be challenging and lengthy. In some countries, the same individuals are involved at both policy and implementation levels, potentially impacting progress in both areas. Other challenges include:

- Developing policies that are 'fit for purpose' given the rapidly evolving technological landscape, increasing and new forms of child sexual exploitation, and broader socioeconomic and political context
- The lack of regular data to inform policy development, especially in countries still developing administrative data systems for child protection
- Adapting lessons learned elsewhere to very different national contexts (especially relevant for low and middle-income countries).

In general, there is an ongoing need to monitor and evaluate the effectiveness⁵² and better understand the measurable objectives and operational budgets of governance mechanisms and policies. While policies and strategies may be costed, not all are accompanied by government budget allocation.⁵³

A further challenge is that, particularly in some low- and middle-income countries, the development of governance mechanisms and policies/strategies targeting child sexual exploitation online is perceived as deepening an already existing 'artificial divide' between online and offline child sexual exploitation and abuse.⁵⁴

51. Instruments cited included the United Nations Convention on the Rights of the Child; the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography; the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse; and Directive 2011/93/EU of the European Parliament and of the Council of 13 December 2011 on combating the sexual abuse and sexual exploitation of children and child pornography.

52. Monitoring and evaluation frameworks exist in several national policies and strategies. However, there were limited references to evaluations in survey responses, likely due to the recent introduction of many policies and strategies. Canada reported that Public Safety Canada completed an evaluation of the National Strategy in 2013–2014. A portion of the National Strategy will be evaluated again in 2021–2022.

53. Only a few countries provided information on government budget allocation for national strategies. For example, in October 2021, the Australian Government released the National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030, announcing a total of AU\$307.5 million to deliver its initial measures from 2021–2024. The Canadian Government allocated CA\$19 million to implementation of the National Strategy over five years and CA\$5.8 million ongoing for the RCMP's National Child Exploitation Crime Centre in the 2018 Budget. The 2019 Budget allocated an additional CA\$22.24 million over three years to Public Safety Canada to address online child sexual exploitation. The 2021 Budget proposes to provide CA\$20.7 million over five years, starting in 2021–2022, for the Royal Canadian Mounted Police to enhance its ability to pursue online child sexual exploitation investigations. In the UK, implementation of the National Strategy is supported by an additional £30 million of funding announced in the 2020 spending round.

54. This is elaborated further in: United Nations Children's Fund, *Ending Online Child Sexual Exploitation and Abuse: Lessons Learned and Promising Practices in Low- and Middle-Income Countries*, 2021, UNICEF, New York, <www.unicef.org/documents/ending-online-child-sexual-exploitation-and-abuse>, accessed 10 March 2022.

Research, analysis and monitoring

Current status

The MNR calls for nationally coordinated research and analysis to produce an authoritative view of the threat of child sexual exploitation and abuse, vulnerability risk and response.

Over three-quarters of countries surveyed (83 per cent, 35 of 42) have some form of national research, analysis and monitoring.

Scope, methods and frequency

While appraisal of the quality of the research and analysis was beyond the scope of this review, survey responses revealed a wide range of research scope and methods. Table 3 provides illustrative examples.

Table 3: Types of research and country examples

Types of research	Country examples
Analysis and publication of administrative data from law enforcement and the courts	<ul style="list-style-type: none"> Canada: The annual Uniform Crime Reporting Survey from Statistics Canada collects information on all criminal incidents reported by police, including sexual offences against children, incidents of ‘child pornography’,⁵⁵ and cyber-related crime data. The annual Integrated Criminal Court Survey maintains a national database of statistical information on appearances, charges, and cases in youth and adult criminal courts. Japan: Annual analysis and report regarding victimisation related to ‘child pornography’. Information about child sexual exploitation is compiled and published annually. Korea: The Ministry of Gender Equality and Family undertakes and publishes an annual analysis of rulings on child sexual abuse and exploitation cases. Malta: National crime statistics and analysis based on reports received by the Malta Police Force are published annually. New Zealand: Police data informed the Ministry of Justice’s 2019 report, <i>Attrition and Progression – Reported Sexual Violence Victimisations in the Criminal Justice System</i>.⁵⁶ UK: The Office for National Statistics publishes police recorded crime data quarterly, including child sexual abuse offences.
Law enforcement-led operational research and intelligence analysis	<ul style="list-style-type: none"> Australia: The Australian Federal Police (AFP) Australian Centre to Counter Child Exploitation has a Research Working Group, which coordinates research efforts to promote prevention and response and monitors, reviews and recommends legislation related to online child exploitation and abuse. Canada: Within the Royal Canadian Mounted Police Sensitive and Specialized Investigative Services (SSIS), the Program Research and Development Unit (PRDU) of the Strategic and Operational Services conducts operationally relevant research including ‘Environmental Scans’ on technology-facilitated child sexual exploitation for domestic use periodically. The PRDU is also leading international research on employee health and wellness to understand better the unique stressors and impacts of working in the online child sexual exploitation unit. The SSIS’s National Child Exploitation Crime Centre Intelligence Unit also conducts intelligence-led initiatives on online child sexual exploitation and transnational child sexual offending.⁵⁷ Malta: The Police carry out internal analysis regarding EUROPOL’s Serious Organised Crime Threat Assessment and the Internet Organised Crime Threat Assessment. UAE: The Ministry of Interior conducts national threat assessments periodically. UK: The National Crime Agency (‘NCA’) publishes an annual National Strategic Assessment of Serious and Organised Crime, informed by the National Data Exploitation Capability housed within the NCA.

55. The term ‘child pornography’ (see Glossary) is used in international treaties and some domestic legislation. While not the preferred term of the Alliance, the term is used in quotation marks here and throughout this report to indicate that this is the term used in the legislation or document being referred to.

56. Ministry of Justice, *Attrition and Progression: Reported Sexual Violence Victimisations in the Criminal Justice System*, Government of New Zealand, 1 November 2019, <www.justice.govt.nz/assets/Documents/Publications/sf79dq-Sexual-violence-victimisations-attribution-and-progression-report-v1.0.pdf>, accessed 10 March 2022.

57. The RCMP’s National Youth Services also compiles a quarterly Youth Trends Report, with information largely derived from the National Youth Advisory Committee and media and social scans.

Types of research	Country examples
<p>Dedicated research programmes</p>	<ul style="list-style-type: none"> • Australia: The Australian Institute of Criminology has a Streaming and Child Abuse Material Research Programme.⁵⁸ The Australian eSafety Commissioner has a research programme⁵⁹ to inform eSafety programmes and education resources, including recent research into the impacts of COVID-19 on online child sexual exploitation investigations globally.⁶⁰ • Finland: Police University College is participating in the ReDirection research project⁶¹ funded by End Violence and led by Finnish NGO Protect Children, which will inform a self-help programme for people seeking and using illegal material online.
<p>Nationally representative surveys with children and young people on child maltreatment or violence against children</p>	<ul style="list-style-type: none"> • Australia: The Australian Child Maltreatment Study measures child maltreatment prevalence and public health outcomes. Preliminary results are expected in late 2022 and final results in 2023. • Nationally representative surveys on violence against children: Bulgaria, Cambodia, Colombia, Jordan, Montenegro, Namibia
<p>Nationally representative health surveys</p>	<ul style="list-style-type: none"> • Canada: The Canadian Health Survey on Children and Youth from Statistics Canada explores issues that impact the physical and mental health of children and youth, including the use of electronic devices. • Finland: The bi-yearly nationally representative School Health Promotion Study,⁶² administered to children aged 11–17 years, includes questions about online harassment and abuse.

58. The Australian Institute of Criminology's publications include: Leclerc, Benoit, et al., 'Child Sexual Abuse Material on the Darknet: A Script Analysis of How Offenders Operate', *Trends & Issues in Crime and Criminal Justice*, vol. 627, 2021, <www.aic.gov.au/publications/tandi/tandi627>, accessed 10 March 2022; Eggins, Elizabeth, et al., 'Criminal Justice Responses to Child Sexual Abuse Material Offending: A Systematic Review and Evidence and Gap Map', *Trends & Issues in Crime and Criminal Justice*, vol. 623, 2021, <www.aic.gov.au/publications/tandi/tandi623>, accessed 10 March 2022; Brown, Rick, Sarah Napier and Russell Smith, 'Australians Who View Live Streaming of Child Sexual Abuse: An Analysis of Financial Transactions', *Trends & Issues in Crime and Criminal Justice*, vol. 589, 2020, <www.aic.gov.au/publications/tandi/tandi589>, accessed 10 March 2022; Salter, Michael, et al., 'Production and Distribution of Child Sexual Abuse Material by Parental Figures', *Trends & Issues in Crime and Criminal Justice*, vol. 616, 2021, <www.aic.gov.au/publications/tandi/tandi616>, accessed 10 March 2022; Henshaw, Marie, et al., 'Enhancing Evidence-Based Treatment of Child Sexual Abuse Material Offenders: The Development of the CEM-COPE Program', *Trends & Issues in Crime and Criminal Justice*, vol. 607, 2020, <www.aic.gov.au/publications/tandi/tandi607>, accessed 10 March 2022; Brown, Rick and Jane Shelling, 'Exploring the Implications of Child Sex Dolls', *Trends & Issues in Crime and Criminal Justice*, vol. 570, 2019, <www.aic.gov.au/publications/tandi/tandi570>, accessed 10 March 2022.

59. Australian Government eSafety Commissioner, 'Research', <www.esafety.gov.au/about-us/research>, accessed 10 March 2022.

60. Salter, Michael and W.K.T. Wong, *The Impact of Covid-19 on the Risk of Online Child Sexual Exploitation and the Implications for Child Protection and Policing*, University of New South Wales, May 2021, <www.arts.unsw.edu.au/sites/default/files/documents/eSafety-OCSE-pandemic-report-salter-and-wong.pdf>, accessed 10 March 2022.

61. Insoll, Tegan, Anna Ovaska and Nina Vaaranen-Valkonen, CSAM Users in the Dark Web, Protect Children, September 2021, <<https://suojellaanlapsia.fi/2021/09/23/redirection-survey-report/>>, accessed 10 March 2022.

62. Finnish Institute for Health and Welfare, 'School Health Promotion Study', <<https://thl.fi/en/web/thlfi-en/research-and-development/research-and-projects/school-health-promotion-study>>, accessed 10 March 2022.

Types of research	Country examples
<p>Nationally representative surveys on children’s use of the internet</p>	<ul style="list-style-type: none"> • Global Kids Online survey in Albania⁶³ (2019), Brazil⁶⁴ (2019), China (2019 and 2020), Dominican Republic⁶⁵ (2020), Ghana⁶⁶ (2017), Montenegro, Namibia, New Zealand⁶⁷ (2020), Philippines, South Africa (and other countries not covered by this review). Australia recently joined the Global Kids Online network. • EU Kids Online survey in Belgium, Bulgaria, Finland, Greece, Italy, Malta, Netherlands, Serbia, Sweden, UK (and other countries not covered by this review).⁶⁸ • Australia: eSafety’s National Youth Survey surveys children aged 8–17 years about their online experiences. • Canada: The Canadian Internet Use Survey from Statistics Canada is an occasional survey that measures internet access and online behaviours of persons aged 15 years and over.
<p>Nationally representative surveys on children’s perspective of online child sexual exploitation and abuse</p>	<ul style="list-style-type: none"> • Large-scale research project funded by End Violence, ‘Disrupting Harm’, in Cambodia, Indonesia, Kenya, Namibia, Philippines, South Africa, Viet Nam (and other countries not covered by this review).⁶⁹ • New Zealand: Teens and Digital Harm Report⁷⁰ presents findings of a nationally representative study on teenagers’ experiences, attitudes and behaviours on digital communications, including harm and/or distress.

63. Dunja, A., et al. *One Click Away: Children’s Experience of Internet Use in Albania*, UNICEF Albania & IPSOS Strategic Marketing, Tirana, 2019, <www.unicef.org/albania/documents/one-click-away>, accessed 10 March 2022.

64. Brazilian Network Information Center, *Survey on Internet Use by Children in Brazil*, 2019, <https://cetic.br/media/docs/publicacoes/2/20201123093344/tic_kids_online_2019_livro_eletronico.pdf>, accessed 10 March 2022.

65. United Nations Children’s Fund, *Informe Kids Online República Dominicana*, UNICEF Dominican Republic, August 2021, <www.unicef.org/dominicanrepublic/informes/informe-kids-online-republica-dominicana>, accessed 10 March 2022.

66. United Nations Children’s Fund, *Risks and Opportunities Related to Children’s Online Practices*, UNICEF Ghana Country Report, December 2017, <www.unicef.org/ghana/media/1791/file/Risks_and_Opportunities_-_Child_Online_Protection.pdf>, accessed 10 March 2022.

67. Pacheco, Edgar and Neil Melhuish, ‘New Zealand Children’s Experiences of Online Risks and Their Perceptions of Harm. Evidence from Ngā Taiohi Matihiko O Aotearoa – New Zealand Kids Online’, *SSRN Electronic Journal*, February 2020, <www.researchgate.net/publication/339857419_New_Zealand_Children’s_Experiences_of_Online_Risks_and_Their_Perceptions_of_Harm_Evidence_From_Nga_Taiohi_Matihiko_O_Aotearoa_-_New_Zealand_Kids_Online>, accessed 10 March 2022.

68. The London School of Economics and Political Science, ‘EU Kids Online: Participating Countries’, <www.lse.ac.uk/media-and-communications/research/research-projects/eu-kids-online/participating-countries>, accessed 10 March 2022.

69. End Violence Against Children, ‘Disrupting Harm’, <www.end-violence.org/disrupting-harm>, accessed 11 March 2022.

70. Pacheco, Edgar and Neil Melhuish, *New Zealand Teens and Digital Harm*, NetSafe, 2018, <www.netsafe.org.nz/wp-content/uploads/2018/05/NZ-teens-and-digital-harm_statistical-insights_2018.pdf>, accessed 11 March 2022.

Types of research	Country examples
<p>Nationally representative crime and victimisation surveys</p>	<ul style="list-style-type: none"> • Canada: Statistics Canada Survey of Safety in Public and Private Spaces (2018) surveyed Canadians aged 15 years and older about inappropriate behaviour experienced online, impacts and help-seeking. Statistics Canada General Social Survey on Victimization occurs every five years and asks Canadians 15 years and older about victimisation experiences and complements police-reported crime statistics. • New Zealand: Crime and Victims Survey⁷¹ (2019/20) • Sweden: School Survey on Crime conducted by the Swedish National Council for Crime Prevention (Brå) describes trends in self-reported exposure to crime and participation in crime among students aged 15–16. Brå also conducts the Swedish Crime Survey, which covers victimisation, fear of crime, confidence in the criminal justice system, and crime victims' contact with the criminal justice system. The youngest age group covered is 15-29 years.
<p>Other surveys and polls</p>	<ul style="list-style-type: none"> • Canada: MediaSmarts is a non-profit organization that focuses on digital and media literacy programmes and resources and studies children and young people's use of digital technologies.⁷² The Canadian Centre for Child Protection (C3P) conducts an International Survivors' Survey to better understand the unique challenges survivors face.⁷³ • Japan: The Public Opinions Survey on Measures to Prevent Child Sexual Exploitation measured public awareness and how to raise public awareness. Survey findings were shared with relevant ministries and agencies. • Ukraine: Kyiv Institute of Sociology conducted a survey on online risks to inform the Ministry of Digital Transformation policy development. U-Report poll gauged experiences of cyberbullying amongst U-Reporters.
<p>Exploratory and qualitative research</p>	<ul style="list-style-type: none"> • Belgium: 2020 exploratory study on child exploitation by Child Focus • Canada: VGT Health and Wellness Among Online Child Sexual Exploitation Employees (2020) and VGT Online Child Sexual Exploitation Environmental Scan (2019) • Finland: Save the Children's 2021 study on children's experience of online grooming⁷⁴ • Namibia: <i>Voices of Children: an exploratory research study on knowledge, attitudes and practice of information and communication technology use and online safety risks by children in Namibia</i> (2016) and <i>The Nature and Dynamics of Online Grooming in Namibia</i> (2020) • New Zealand, Australia and the UK: Collaborative research between New Zealand's NetSafe, Australia's Office of the eSafety Commissioner and the UK Safer Internet Centre with the University of Plymouth, <i>Young people and sexting – comparative report</i>⁷⁵ (2017) • Philippines: National Study on Online Sexual Abuse and Exploitation of Children in the Philippines⁷⁶ (2021) • Zimbabwe: <i>Online Sexual Violence Against Women and Children in Zimbabwe - A Rapid Qualitative Assessment</i> (2021)
<p>Situational and gap analysis to assess country progress</p>	<ul style="list-style-type: none"> • Albania: The Lost Cases: Findings and recommendations from an in-depth assessment of gaps in the investigation of online child sexual abuse cases in Albania⁷⁷ (2020) • Mongolia: Nationwide situational analysis on online child sexual exploitation and abuse

71. New Zealand Government Ministry of Justice, 'NZCVS Resources and Results', <www.justice.govt.nz/justice-sector-policy/research-data/nzcvcs/resources-and-results/>, accessed 11 March 2022.

72. Canada's Centre for Digital and Media Literacy, 'Research & Policy', <<https://mediasmarts.ca/research-policy>>, accessed 11 March 2022.

73. Canadian Centre for Child Protection, 'International Survivors' Survey', <<https://protectchildren.ca/en/resources-research/survivors-survey-results/>>, accessed 11 March 2022.

74. Save the Children, *Grooming in the Eyes of a Child – A Report on the Experiences of Children on Online Grooming*, Save the Children Finland, 2021, <https://pelastakaaalaset.s3.eu-west-1.amazonaws.com/main/2021/08/03151159/grooming_in_the_eyes_of_a_child_2021.pdf>, accessed 11 March 2022.

75. Netsafe, *Young People and Sexting – Comparative Report*, 14 December 2017, <www.netsafe.org.nz/young-people-sexting-report/>, accessed 11 March 2022.

76. United Nations Children's Fund, *National Study on Online Sexual Abuse and Exploitation of Children in the Philippines*, UNICEF Philippines, 2020, <www.unicef.org/philippines/reports/national-study-online-sexual-abuse-and-exploitation-children-philippines>, accessed 11 March 2022.

77. United Nations Children's Fund, *The Lost Cases: Findings and recommendations from an in-depth assessment of gaps in the investigation of online child sexual abuse cases in Albania*, UNICEF Albania, August 2020, <www.unicef.org/albania/reports/lost-cases>, accessed 11 March 2022.

Gaps, challenges, and lessons learned

Use of data and evidence

In many countries, policymakers and decision makers have used research to develop and improve national responses, including by:

- **Informing national legislation, policies, strategies and annual planning**
- **Supporting intelligence and law enforcement efforts, including addressing bottlenecks in investigative processes**
- **Designing interventions including education programmes and self-help programmes for people seeking and using child abuse materials online.**

Even in countries with regular and varied research outputs, it is unclear whether and how the broad range of research informs multisectoral national responses. In countries with little or no evidence, it is challenging to set baselines and indicators and design a monitoring framework for national action. There also appear to be capacity constraints in the ability of policymakers and technical staff to regularly use evidence from research and monitoring in their work.

Data and funding

Countries of all income levels can face challenges in developing and improving national responses. These challenges include a lack of funding for research, ethical complexities⁷⁸ and limited research expertise. The hidden nature of child sexual abuse, the rapid development of technology and criminal tradecraft, the volume of child sexual abuse materials, the darknet, and the lack of access for law enforcement to content hosted by industry also affects research and monitoring.

Learning from administrative data can be limited by inconsistent categorization of crimes by law enforcement and prosecution agencies. In some countries, administrative records do not capture whether technology was used as part of the offending. In other countries, administrative data systems for police, courts and social services are in the early stages of development.



78. For example, the UK Office for National Statistics is exploring the feasibility of a survey measuring child abuse; see Office for National Statistics, 'Exploring the Feasibility of a Survey Measuring Child Abuse in the UK', 21 January 2021, <www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/exploringthefeasibilityofasurveymeasuringchildabuseintheuk/january2021>, accessed 11 March 2022.

Legislation

Current status

The MNR calls for **comprehensive and effective domestic legislation to protect children from all forms of sexual exploitation and abuse – both online and offline – in line with international and regional standards**, including the Convention on the Rights of the Child and its Optional Protocol on the sale of children, child prostitution and child pornography, the Budapest Convention, and the Lanzarote Convention.

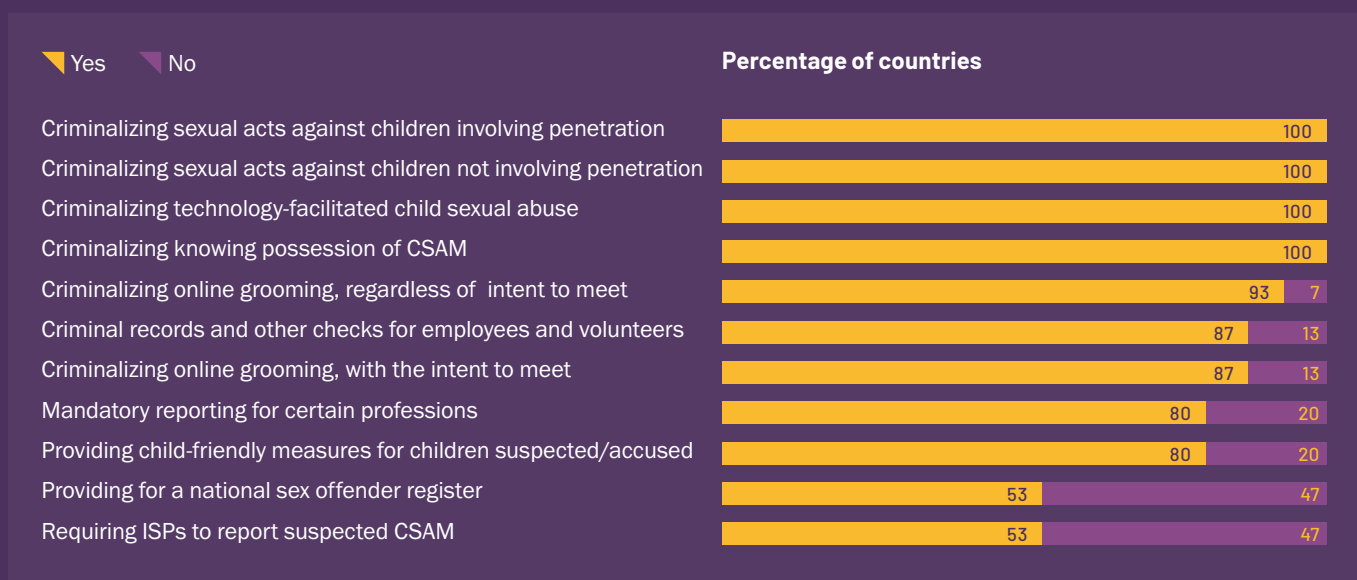
While a comprehensive analysis was beyond the scope of this review,⁷⁹ the survey for high-income countries asked government respondents to indicate if laws existed in 11 specific areas. National legislation captured most areas relevant to sexual exploitation and abuse, with the most significant gaps relating to mandatory reporting for internet service providers (ISPs) and national child sex offender registers. See Figure 4 for an overview of responses.

The UNICEF/End Violence survey for low and middle-income countries issued to UNICEF country offices asked whether legislation was in place to address online child sexual exploitation and abuse and whether it was perceived to be comprehensive or partial. In most countries surveyed (88 per cent, 22 of 25), existing laws were viewed as inadequate.⁸⁰ Some countries have unclear definitions and some do not yet criminalize the production, possession and distribution of child sexual abuse materials. Only a few countries criminalize online grooming of children for sexual activity, and most have no regulatory framework on ISP responsibilities. See Takedown procedures and reporting, in Domain 5 below.

Recent and ongoing law reform

There are many recent and ongoing reforms to legislation. For some countries, reform addresses new and emerging patterns of offending and challenges in investigating and prosecuting child sex offences. Other countries are introducing cybercrime legislation for the first time, criminalizing forms of online child sexual exploitation and abuse with advocacy and technical support from international organizations such as UNICEF. In a few countries, significant new legislative regimes have been proposed to address the responsibilities of online service providers. Table 4 provides illustrative examples.

Figure 4
Existence of relevant legislation in the 15 surveyed high-income countries



79. Some analyses of national legislative frameworks related to child sexual exploitation and abuse, including online, have been captured in recent publications such as: International Centre for Missing & Exploited Children, *Child Sexual Abuse Material: Model Legislation & Global Review*, 9th Edition, <www.icmec.org/child-pornography-model-legislation-report/>; OECD, *Protecting Children Online*, 2 June 2020, <www.oecd.org/education/protecting-children-online-9e0e49a9-en.htm>; Council of Europe, *Member State Responses to Prevent and Combat Online Child Sexual Exploitation and Abuse*, Baseline Mapping, Second Edition <www.coe.int/en/web/children/-/2nd-edition-of-member-state-responses-to-prevent-and-combat-online-child-sexual-exploitation-and-abuse-is-out-with-new-data-and-recommendations>; Economist Intelligence Unit, *Out of the Shadows: Shining light on the response to child sexual abuse and exploitation*, <<https://outoftheshadows.eiu.com/>>; World Health Organization, *Global Status Report on Preventing Violence against Children 2020*, <www.who.int/teams/social-determinants-of-health/violence-prevention/global-status-report-on-violence-against-children-2020>; all accessed 11 March 2022. However, none of these cover the full scope of the subject.

80. Zimbabwe's Data Protection Act, which amends the Criminal Law to comprehensively criminalize online child sexual exploitation and abuse, came into force after this survey.

Table 4. Country examples of recent developments to strengthen legislation

Country	Type	Brief description
Australia	Reforms to criminal law	<ul style="list-style-type: none"> Reforms to the Commonwealth Criminal Code Act 1995 in 2019 and 2020 included a suite of measures to better target child sexual abuse via a carriage and postal service in Australia and abroad.⁸¹
	Reforms to surveillance law	<ul style="list-style-type: none"> 2021 reforms to the Surveillance Devices Act 2004 (Cth) to provide the Australian Federal Police and Australian Criminal Intelligence Commission with powers to combat threats posed by criminal use of the dark web and anonymizing technologies.⁸²
	New law to modernize online safety regulation	<ul style="list-style-type: none"> The Online Safety Act 2021 took effect from January 2022.⁸³ The Act strengthens the eSafety Commissioner's existing powers. It enables eSafety to issue take-down notices for illegal or restricted online content (such as CSAM) irrespective of whether the content is hosted in Australia or abroad.
Belgium	Reforms to criminal law	<ul style="list-style-type: none"> Amendment of existing sexual offences (and introduction of new offences) in the Criminal Code. Ongoing reform of sexual offences to bring the law in line with European legislation.
Canada	Consultation on possibility of a new law to address serious forms of harmful content online	<ul style="list-style-type: none"> Public consultations were held in 2021 on proposals for a possible new legislative and regulatory framework to address harmful content through social media platforms and online communications.⁸⁴
Finland	Proposed amendments to criminal law	<ul style="list-style-type: none"> Draft amendments to sexual offences against adults and children (including offences relating to child sexual abuse materials) to be included in a new chapter in the Finnish Criminal Act.⁸⁵
Ghana	New cybercrime law	<ul style="list-style-type: none"> The Cybersecurity Act 2020 includes a section on the Protection of Children Online and criminalizes certain forms of online child sexual exploitation and abuse.⁸⁶
Guatemala	Proposed reform of criminal law	<ul style="list-style-type: none"> The <i>Secretaría Contra la Violencia Sexual, Explotación Y Trata de Personas</i> (Secretariat against sexual violence, exploitation and trafficking on persons) is working on an initiative to introduce new offences that criminalize various forms of online child exploitation.

81. Australian Government, Combatting Child Sexual Exploitation Legislation Amendment Act 2019, 20 September 2019, <www.legislation.gov.au/Details/C2019A00072>, accessed 11 March 2022; Australian Government, Crimes Legislation Amendment (Sexual Crimes Against Children and Community Protection Measures) Act 2020, 22 June 2020, <www.legislation.gov.au/Details/C2020A00070>, accessed 11 March 2022.

82. Australian Government, Surveillance Legislation Amendment (Identify and Disrupt) Act 2021, 3 September 2021, <www.legislation.gov.au/Details/C2021A00098>, accessed 11 March 2022.

83. Australian Government, Online Safety Act 2021, 23 July 2021, <www.legislation.gov.au/Details/C2021A00076>, accessed 11 March 2022.

84. Government of Canada, 'The Government's Proposed Approach to Address Harmful Content Online', <www.canada.ca/en/canadian-heritage/campaigns/harmful-online-content.html>, accessed 11 March 2022.

85. 'Finland Moves Closer to Tougher Rape Laws with Ministry Proposal', yle news, 7 July 2020, <https://yle.fi/uutiset/osasto/news/finland_moves_closer_to_tougher_rape_laws_with_ministry_proposal/11436529>, accessed 11 March 2022.

86. Republic of Ghana, Cybersecurity Act 2020, <<https://csdsafrica.org/wp-content/uploads/2021/08/Cybersecurity-Act-2020-Act-1038.pdf>>, accessed 21 March 2022.

Country	Type	Brief description
Korea, Rep.	Reform of law concerning sexual offences against children and youth	<ul style="list-style-type: none"> Reform of the Act on the Protection of Children and Youth Against Sexual Offences resulting in heavier penalties on production, possession, distribution and promotion of child sexual abuse images, audio or video. From September 2021, police are permitted to conduct undercover investigations into 'digital sex crimes' against minors.
New Zealand	Reform of classifications legislation	<ul style="list-style-type: none"> The Films, Videos, and Publications Classification (Urgent Interim Classification of Publications and Prevention of Online Harm) Bill updates the existing law to prevent and mitigate harms caused by objectionable publications.
Sweden	Inquiry on further strengthening criminal law against sexual violations	<ul style="list-style-type: none"> The Government-appointed inquiry considered whether the law concerning criminal liability for sexual offences where the perpetrator and victim are not in the same physical place but communicate through technology needs clarification. The inquiry's report in June 2021 proposed, among other things, that additions should be made to the provisions on rape, rape of a child, sexual assault and sexual assault of a child to cover acts perpetrated (e.g., through distance communication that does not take place in real time). The Government Offices are currently considering the report and the replies from the referral bodies.
	Inquiry into house searches and seizures	<ul style="list-style-type: none"> The Government-appointed inquiry considered how law enforcement should be allowed to secure electronically stored content. The Government has referred a proposal to the Council on Legislation for consideration regarding electronically stored evidence. A new coercive measure is proposed to allow the police to search for electronically stored evidence.
Ukraine	Reforms of legislation concerning the implementation of the Lanzarote Convention	<ul style="list-style-type: none"> Ukraine has criminalized online grooming and technology-facilitated child sexual abuse under The Law of Ukraine of 18/02/2021 No. 1256-IX On Amendments to Certain Legislative Acts of Ukraine Concerning the Implementation of the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention).
United Kingdom	Proposed reform of legislation on civil orders	<ul style="list-style-type: none"> Strengthening civil orders used to manage registered sex offenders and those who pose a risk of sexual harm by placing restrictions on their activities.
	Draft new bill to modernize online safety regulation	<ul style="list-style-type: none"> The draft Online Safety Bill puts forward a new regulatory framework to tackle harmful content online, inclusive of child sexual abuse content.⁸⁷
Zimbabwe	New data protection law	<ul style="list-style-type: none"> The Data Protection Act 2021 amends the Criminal Law to comprehensively criminalize online child sexual exploitation and abuse.

87. UK Government, 'Draft Online Safety Bill', <www.gov.uk/government/publications/draft-online-safety-bill>, accessed 21 March 2022.

Gaps, challenges, and lessons learned

Legislation alone is insufficient without change in norms, practice and perceptions.⁸⁸ Even in countries with legislation in place, there is a need for adequate resourcing of enforcement and implementation. This includes guidance and training for professionals and services for victim support. There is also a need for research and monitoring to inform legislative change. In countries with fledgling administrative data systems, it is not possible to measure the impact of legislation through data from social services, law enforcement or the courts.

Jurisdictional challenges

There are complex jurisdictional challenges relating to online child sexual exploitation and abuse. International cooperation is critical: court orders are enforceable within the jurisdiction of a nation-state (with limited exceptions) and their enforcement in a different state requires the consent of that state. Although mutual legal assistance agreements are a universally accepted method, they are increasingly not 'fit-for-purpose' as digital evidence is now a common component of criminal investigations and must be collected quickly. There are efforts to address these challenges, including the recent adoption by the Council of Europe of a second Additional Protocol to the Budapest Convention to enhance international cooperation with transborder access to data, expected to be open to parties of the Convention for signature in May 2022.⁸⁹ Some countries are also negotiating cross-border access to data through bilateral agreements.



88. United Nations Children's Fund, *Action to End Child Sexual Abuse and Exploitation: A Review of the Evidence*, UNICEF, New York, 2020, p. 75.

89. Council of Europe, 'Cybercrime: Council of Europe Strengthens its Legal Arsenal', 17 November 2021, <www.coe.int/en/web/portal/-/cybercrime-council-of-europe-strengthens-its-legal-arsenal>, accessed 11 March 2022.



Domain 2:

Criminal justice

Dedicated law enforcement

Current status

The MNR calls for law enforcement capability with an explicit remit to lead, support and coordinate investigations into child sexual exploitation and abuse – both online and offline.

All countries (42 of 42) report having some law enforcement capability (see Figure 5 for an overview of the criminal justice capability of countries surveyed). Most countries surveyed had units that dealt with sexual offences against children and units with digital forensic capability. In some countries, the former are sometimes dedicated teams dealing with child sexual abuse. More commonly, the units have a broader remit such as ‘crimes against children’, ‘women and children’, ‘family and youth’, ‘gender-based violence’, ‘domestic violence and victims’ support’, ‘human trafficking’ or ‘child protection’. The digital forensic capability was most commonly part of broader cybercrime units, but some countries have specialized units focused on online child sexual exploitation and abuse. See Table 5 for illustrative examples of dedicated units focused on online child sexual exploitation and abuse.

Figure 5
Domain 2 overview

▼ Yes ▲ No

Percentage of countries

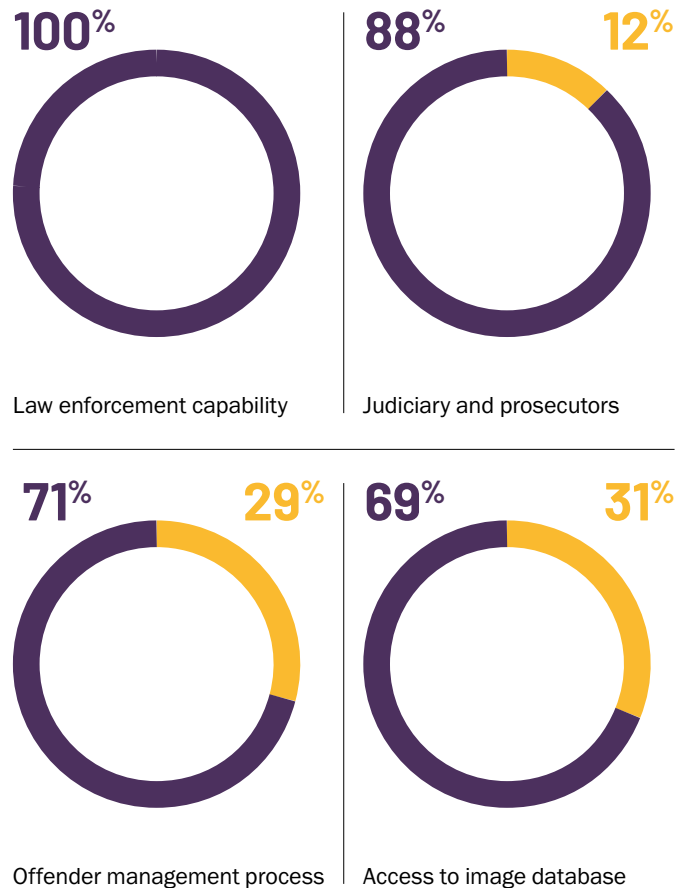


Table 5. Country examples of specialized units dealing with online child sexual exploitation and abuse

Country	Specialized units
Australia	Australian Centre to Counter Child Exploitation and the Australian Federal Police Online Child Safety Team
Canada	Royal Canadian Mounted Police National Child Exploitation Crime Centre and Internet Child Exploitation Units at provincial and territorial levels
Finland	National Child Sexual Exploitation team under the Cyber Intelligence Unit of the National Bureau of Investigation
Ghana	Child Protection Digital Forensic Laboratory under the Cybercrime Unit of the Criminal Investigations Department
Greece	Online Child Protection Department under the Cybercrime Unit
Italy	National Center for Combating Online Child Sexual Exploitation
New Zealand	Taskforce Ruru – Multi-agency national response to victim identification
Philippines	Philippine Internet Center for Computer Crimes against Children
United Kingdom	Specialist resources within the National Crime Agency and dedicated teams within all forces and regions
United States	Child Exploitation Sections within Federal Bureau of Investigation and Homeland Security and Internet Crimes against Children taskforces at state and local level

There are ongoing investments to provide or improve equipment required for the physical 'scene-of-the-crime' investigation and digital forensics. Box 3 illustrates the range of technology tools cited in survey responses to investigate child sexual exploitation and abuse, manage offenders in the community and manage incoming reports and referrals.

Box 3

Technology to support law enforcement in dealing with cases of online child sexual exploitation and abuse

- INTERPOL's International Child Sexual Exploitation (ICSE) database and national child sexual abuse image and video databases (see below: Access to image databases)
- AviaTor (Augmented Visual Intelligence and Targeted Online Research) project (INHOPE)
- Canadian Centre for Child Protection's Project Arachnid database
- Child Rescue Coalition's Child Protection System peer-to-peer software
- Connection to receive NCMEC CyberTipline reports (see below: Hotline)
- GRACE (Global Response Against Child Exploitation) EU Horizon 2020 project to provide law enforcement with next-generation AI-powered investigative platform
- Griffeye victim identification software
- Internet Crimes against Children Child Online Protection System peer-to-peer investigative tools
- Magnet Forensics cloud solutions for digital investigations
- Operational Child Exploitation Analysis Network database
- Paliscope software for online investigations
- Project VIC hash database
- Other reporting and triage tools designed to assist with assessing incoming reports and referring cases
- Other specialist tools for conducting online covert operations and collecting intelligence

Box 4 lists the channels and forums for international and regional law enforcement cooperation cited in survey responses.

Box 4

Examples of channels and forums for international and regional law enforcement cooperation to deal with cases of child sexual exploitation and abuse

- Bilateral Memoranda of Understanding and other agreements between law enforcement agencies to set out best practices, roles and responsibilities for information sharing to help advance investigations into online child sexual exploitation and travelling child sex offenders
- Border Five informal forum on customs and border management policy issues (monitoring and profiling of travelling child sex offenders and trends on related goods such as child sex dolls)
- European Multidisciplinary Platform Against Criminal Threats child sexual exploitation law enforcement strategic network
- Europol's Analysis Project Twins
- Europol's Child Sexual Exploitation Taskforce
- Europol's European Cybercrime Centre Victim Identification Taskforce
- FBI Violent Crimes against Children International Taskforce
- Five Country Ministerial and Quintet of Attorneys General
- Foreign embassies and foreign law enforcement liaison officers
- International Committee of Sex Offender Registries
- International Security Alliance
- INTERPOL notices and intelligence
- INTERPOL Specialists Group on Crimes Against Children
- Nordic cooperation on justice issues
- Police Expert Network of Missing Persons, started under Amber Alert Europe
- Virtual Global Taskforce

Survey respondents generally did not quantify the number of officers dedicated to dealing with child sexual exploitation and abuse.⁹⁰ In some countries, standards and procedures have been introduced to ensure children's best interests and improve efficiency through dedicated task forces and live dashboards to monitor case progress.

Many countries provide systematic training for law enforcement officers. In some countries, officers must complete a minimum amount of training to work on child protection or child sexual exploitation cases. Many countries also provide specialized courses in online child sexual exploitation, including digital

technology and software and child forensic interviews. This training is provided through police colleges and in-house training. Some countries have benefited from joint international training, such as the European Cybercrime Training and Education Group.⁹¹ Others have conducted study visits or hosted foreign law enforcement delegates to exchange good practices. In a few countries, work to enhance specialized training and develop long-term training plans for national police is ongoing.

Work to support employee health and wellness is underway in some countries (see Box 5). There is a need to consider law enforcement health and wellness in the MNR framework.

Box 5

Psychological care for front-line workers

The Virtual Global Taskforce (VGT) commissioned the Psychological Care International Research Project, led by the Royal Canadian Mounted Police (RCMP). The study involved an online survey disseminated across law enforcement VGT member agencies in numerous languages. Over 600 respondents completed the survey, resulting in the development of recommendations for promising practices. This multi-phase project is ongoing.

Partially based on the findings from the VGT study, the RCMP's Sensitive and Specialized Investigative Services (SSIS) branch has implemented various mitigation strategies and subsequent evaluation processes to generate empirical data.

The SSIS also has a psychological care programme that includes pre-employment screening processes to assess an applicant's suitability for the assignment; awareness promotion during the application process, which consists of an orientation session and pre-exposure of child sexual exploitation material that allows candidates to make a more informed decision as to whether or not they wish to continue; and mandatory psychological assessments after six months of engagement, one year following the 6-month assessment, every 12 months after that, and when exiting the unit.

The RCMP has several resources and support services available to employees for health and wellness, including employee assistance services, a peer-to-peer system, support for operational stress injuries programme, chaplains, an informal conflict management programme and fitness and health promotion programmes.

90. For example, the UK stated the NCA has over 400 posts dedicated to tackling child sexual abuse with other resources available to 'flex' to support as required. During 2020/2021, the Home Office has invested £20.76 million to build the workforce and technical capability of the NCA. Canada described budget commitments that enabled the RCMP to enhance operational capacity on online child sexual exploitation. Canada's 2021 budget includes \$20.7 million over five years, starting in 2021/2022, for the RCMP to enhance its ability to pursue online child sexual exploitation investigations, identify victims and remove them from abusive situations, and bring offenders to justice. The Republic of Korea described investments to build victim-centred investigations including KRW2.3 billion per year investment into education.

91. European Cybercrime Training and Education Group, <www.cteg.eu/>, accessed 11 March 2022.

Gaps, challenges, and lessons learned

Capacity constraints

While all countries have some law enforcement capacity around child sexual exploitation and abuse, there are significant constraints. Across all countries surveyed, units responsible for crimes against children tend to be understaffed and under-resourced. This is compounded by high staff turnover, sometimes due to rotation in public service, and a tendency to roll out ad hoc training rather than systematic pre- and in-service training. Some countries reported a lack of clarity on where the lead mandate for investigating online child sexual exploitation and abuse rests and a lack of standard operating procedures between relevant police units. There is poor coordination between law enforcement and services supporting child victims/survivors in some countries.

Other challenges include:

- **Lack of knowledge and skills among law enforcement officers, including in victim identification and forensic analysis, and collecting and handling digital evidence. In countries where expertise exists, it does not necessarily extend beyond capital cities.**
- **Prohibitive costs of cybercrime training and negative impacts of the pandemic on capacity-building and training efforts. Online meetings and conferences have been utilized but cannot fully replicate in-person training, especially where the content concerns highly sensitive data and software.**

Good practices to improve cooperation between law enforcement and social services include multisectoral training models involving police, prosecutors, judges and social work professionals.

Legislation and technology

There are gaps in the legal framework in terms of both substantive and procedural law on digital evidence and victim and witness protection. This is especially the case in low- and middle-income countries. In addition, many low and middle-income countries do not have the necessary digital tools to deal with online child sexual exploitation and abuse. Irrespective of income status, survey respondents described the following challenges:

- **Keeping pace with the constant increase in the number of reports and technological advancements and evolution, including encryption, anonymizing mechanisms, web-based storage, internationally located evidence and/or offenders**
- **The impact of privacy legislation on information sharing and the use of digital tools for detection of child sexual abuse material**
- **A continued need to upgrade equipment and running costs for ongoing licensing of specialist software.**

To stay ahead of new and emerging offending, law enforcement officers need continued training and capacity-building, including in using tools to investigate large amounts of data. The development of artificial intelligence and machine learning technologies was perceived as providing new potential in fighting online child sexual exploitation and abuse, by creating new investigative capabilities, analysing large amounts of data and identifying patterns, while ensuring data protection and other legal and ethical safeguards.



Judiciary and prosecutors

Current status

The MNR calls for judiciary and prosecutors to have the specialist knowledge and skills required to enable positive outcomes for victims and survivors of child sexual exploitation and abuse.

Almost all countries (88 per cent, 36 of 41) reported that the judiciary and/or prosecution service have some specialist knowledge and skills.

Prosecution training and skills

Some countries have prosecutors who prosecute various offences, including child sexual exploitation and abuse. In others, prosecution services have created specialized units for specific crimes. See Table 6 for illustrative examples.

Some survey respondents described a multidisciplinary approach to ensure successful prosecutions, whereby prosecutors build relationships and expertise with other participants in the criminal justice process. For example, prosecutors work closely with police to gather evidence to build strong cases. Prosecutors engage with investigators to gain information about emerging technology and trends in online offending to make submissions to the judiciary during sentencing proceedings.

Many countries described guidance, training and continuing professional development for prosecutors. See Table 7 for illustrative examples.

Table 6. Specialization of prosecutors and country examples

Area of specialization	Country examples
Crimes against children	<p>Colombia: Specialized prosecutors in the General Prosecutor’s Office</p> <p>Ukraine: Specialized department in the Office of the Prosecutor General</p>
Child sexual exploitation offences	<p>Canada: Assigned prosecutors in Public Prosecution Services</p> <p>United States: Federal specialists as part of Department of Justice Project Safe Childhood</p>
Digital offences	<p>Dominican Republic: Special Prosecutor’s Office against High Technology Crime</p> <p>Republic of Korea: Special investigation unit on digital sex crimes established in 18 district and metropolitan offices nationwide</p> <p>United Arab Emirates: Federal Public Prosecution for Information Technology Crimes</p>

92. One country did not answer this question.

Table 7. Country examples of guidance, training, and continuing professional development for prosecutors

Country	Guidance, training and continuing professional development for prosecutors
Australia	The Commonwealth Director of Public Prosecutions is developing materials and training to improve the prosecution of online child sexual abuse offences through an ongoing process.
Canada	Continuing professional development for all prosecutors regarding trauma and its impact on witnesses and complainants is delivered through Prosecutions Conferences, webinars, Law Society presentations and other forums. Public Safety Canada hosted an inaugural annual training symposium for criminal justice professionals in 2021, which consisted of four weekly webinars addressing different issues related to online child sexual exploitation.
Dominican Republic	The National School of the Public Ministry incorporated learning on two integrated protocols for investigation and victim assistance in its regular curricula. The integrated protocols were developed by the Office of the Attorney General and the National Council for Children and Adolescents and approved by a Resolution of the Superior Council of the Public Ministry.
El Salvador	The Attorney Training School trains prosecutors on Cybercrimes against Children and adolescents as part of its regular curriculum.
Japan	Public prosecutors participate in lectures concerning interviewing child victims. Training programmes are conducted according to service years.
Korea	The Supreme Prosecutors' Office developed and distributed Standards for the Treatment of Sexual Exploitation Video Crime Case and Manual for Illegal Video Blocking and Deletion Support to prevent secondary victimization.
Namibia	Multisectoral training for judiciary, prosecutors and social workers on handling cases of child witnesses and victims of violent crimes, including crimes of technology-facilitated child sexual exploitation and abuse, was rolled out nationwide.
New Zealand	The Police Prosecution Service training package enables prosecutors to know the Child Sex Offender Register and formulate submissions to argue for inclusion on the Register where appropriate. The Solicitor-General has issued guidelines for the prosecution of sexual violence cases. ⁹³ Crown Law provided training on the guidelines to Crown Solicitors and Police Prosecutors before they took effect.
Ukraine	There is a newly established Training Centre for Prosecutors. A comprehensive training programme to protect children's rights with modules on child sexual exploitation and abuse is under development.
United Kingdom	Crown Prosecution Service (CPS) developed training to equip prosecutors to understand how offenders use new technologies to commit child sexual abuse. CPS also regularly updates legal guidance for prosecutors to support effective decision-making and prosecutions, which includes updates to evolving case law and legislation.
United States	Federal prosecutors specializing in child sexual exploitation fall under the Department of Justice 'Project Safe Childhood'. These prosecutors receive specialized training in child sexual exploitation and abuse and other online crimes against children.

93. New Zealand Crown Law, Solicitor General's Guidelines for Prosecuting Sexual Violence, 1 July 2019, <www.crownlaw.govt.nz/assets/Uploads/Solicitor-Generals-Guidelines-for-Prosecuting-Sexual-Violence.PDF>, accessed 14 March 2022.

Judiciary training and skills

Given the principle of judicial independence, training initiatives for the judiciary tend to be managed by the judiciary. Respondents described ad hoc training on relevant topics. See Table 8 for illustrative examples.

Table 8. Country examples of guidance, training and continuing professional development for the judiciary

Country	Guidance, training and continuing professional development for the judiciary
Belgium	Legislation introduced in 2020 requires magistrates to undertake compulsory training in sexual and domestic violence. The Judicial Training Institute is developing the training to be rolled out to over 2,000 magistrates nationwide.
Japan	Members of the judiciary have been able to deepen their understanding of the impacts of sexual offences and take appropriate measures for victim support through occasional lectures and exchange of opinions.
Namibia	Multisectoral training for judiciary, prosecutors and social workers on handling cases of child witnesses and victims of violent crimes, including online child sexual exploitation and abuse, was rolled out nationwide.
Philippines	Philippine Judicial Academy has formulated a multidisciplinary curriculum for Family Court judges and personnel specializing in online child sexual exploitation.
Sweden	Courts of Sweden Judicial Training Academy offers courses and training activities for judges on criminal law topics, including sexual offences and dealing with children in legal proceedings.
United Kingdom	Judiciary should be familiar with the approaching young people and vulnerable witnesses through the dedicated chapter in the Equal Treatment Bench Book. ⁹⁴

Support for victims and witnesses

Some countries have special provisions – in legislation and practice – for victims/survivors and vulnerable witnesses to ensure their effective and safe participation in judicial processes. This includes child-friendly interview and witness rooms and special measures in court, such as:

- Screens
- Live link or closed-circuit television
- Removal of wigs and gowns for the judiciary and legal representatives
- Evidence given in private
- Interview of the victim’s account visually recorded to be played to the court at trial, so the victim does not need to recount it again

- Aids to communication such as visual aid boards or sign charts
- An intermediary or support person while testifying
- Appointment of counsel for cross-examination when the accused is self-represented.

Countries have published resources to inform victims/survivors and their advocates about the justice process and victims’ rights.⁹⁵ There are also examples of specialist training courses for advocates who question witnesses in sexual crime cases.⁹⁶ Some countries have introduced or strengthened Victims Codes and Victims’ Rights Acts to better support victims of crime.⁹⁷

See Domain 3: Victim for further discussion of multidisciplinary models and protocols to support victims/survivors and compensation, remedies and complaints arrangements.

94. Judicial College, *Equal Treatment Bench Book*, February 2021, <www.judiciary.uk/wp-content/uploads/2021/02/Equal-Treatment-Bench-Book-February-2021-1.pdf>, accessed 14 March 2022.

95. For example, New Zealand’s Ministry of Justice launched an online guide to provide information about the justice process to survivors of sexual violence and their advocates: Ministry of Justice, ‘New Online Guide for Victims of Sexual Violence’, <www.justice.govt.nz/about/news-and-media/news/new-online-guide-for-victims-of-sexual-violence/>, accessed 14 March 2022. The guide was developed following the Law Commission’s report (*The Justice Response to Victims of Sexual Violence – Criminal Trials and Alternative Processes*, <www.lawcom.govt.nz/sites/default/files/projectAvailableFormats/NZLC-R136-The-Justice-Response-to-Victims-of-Sexual-Violence.pdf>, accessed 14 March 2022), which found that the system can fail to respond to the needs of people affected by sexual violence, leading to secondary victimization and low rates of reporting. The Ministry of Justice also released a report (*Improving the Justice Response to Victims of Sexual Violence: Victims’ experience*, <www.justice.govt.nz/assets/Documents/Publications/Improving-the-justice-response-to-victims-of-sexual-violence-victims-experiences.pdf>, accessed 14 March 2022), which informed the online guide.

96. The Inns of Court College of Advocacy, ‘Advocacy & the Vulnerable (Crime)’, <www.icca.ac.uk/advocacy-the-vulnerable-crime/>, accessed 14 March 2022.

97. For example, the UK Code of Practice for Victims of Crime and New Zealand’s Victims’ Rights Act 2002.

Gaps, challenges and lessons learned

Capacity constraints

Some countries lack standardized child-friendly and victim-centred protocols to guide the judiciary and prosecutors. Several countries reported a perception that some judiciary and prosecutors lack sufficient knowledge and skills to enable positive outcomes for child victims and survivors. At its worst, this can contribute to secondary victimization and under-reporting by victims/survivors. These challenges apply irrespective of a country's income. The knowledge and skills of the judiciary and prosecution service also affect the number of prosecutions and convictions. One survey respondent observed a regressive trend with judicial decisions on cases of sexual violence.

Many survey respondents emphasized the need for training given the rapid technological changes and other developments in legislation and practice, such as increased reliance on digital evidence. Training must ensure sensitivity to the specific needs of particular groups of children, including children with disabilities and children without parental care. Some respondents indicated that the judiciary and prosecution services were often unable to participate in training due to heavy workloads. Even where training is compulsory, respondents observed some resistance among magistrates. Reasons for this resistance were not elaborated. Retaining qualified staff and high rates of turnover also affected this capability.

Linked to the Dedicated law enforcement capability (above), in some countries work is ongoing to align systems of categorization across multiple jurisdictions. Some countries are simultaneously investing in the legal assistance sector while expanding prosecutorial capacity to avoid compromising the efficiency and timeliness of legal proceedings. To further improve services, more research is required with victims and survivors to understand their personal experiences of the justice system.

Offender management process

Current status

The MNR describes the multi-agency system required to manage and rehabilitate child sex offenders, including a national sex offender register and statutory tools.

Of the 42 countries surveyed, 71 per cent (30) have processes in place to manage and/or rehabilitate child sex offenders (see Figure 6). Table 9 provides some illustrative examples of recent developments and work underway.

Figure 6
Types of offender management processes in surveyed countries

- Direct supervision of offenders when in custody or prison
- Management of offenders post-release
- Statutory tools for community management
- National sex offender register
- Ongoing collection, analysis and sharing of intelligence



Table 9. Types of offender management process and country examples

Type	Country examples
Rehabilitation and education programmes	<p>Belgium: There are cooperation agreements in the country’s three regions about counselling and treatment of sex offenders. The cooperation agreements provide for specialized psychosocial teams in prisons and social defence sections under the authority of the Minister of Justice. There are support centres in each location for the guidance and treatment of individual cases.</p> <p>Canada: Some provincial and territorial sex offender management systems are in place.</p> <p>Japan: There is a dedicated programme for young offenders to support a prosocial lifestyle without sexual delinquency.</p> <p>Sweden: The National Board of Institutional Care administers a six-month intensive treatment programme called ‘STOPPA’ (Start-up, Theory, Practice, Pause and End) for young people (up to age 21) convicted or suspected of sexual offences with a moderate to high risk for reoffending.</p> <p>United Arab Emirates: Rehabilitation programmes exist for offenders. Work is underway to enhance specialized rehabilitation programmes for child sex offenders.</p>
Community supervision	<p>Canada: Some provincial and territorial sex offender management systems are in place. For example, British Columbia Corrections has a long-standing model using community supervision orders based on a risk-needs-responsibility model.</p> <p>Japan: The Ministry of Justice is examining effective supervision to prevent sexual delinquency following the delivery of a sex offender treatment programme at probation offices.</p> <p>Ukraine: Supervision by police of child sex offenders in the community after release is required under The Law of Ukraine of 19/12/2019 No. 409-IX On Amendments to Certain Legislative Acts of Ukraine Concerning the Implementation of the Unified Register of Persons Convicted of Crimes against Sexual Freedom and Sexual Integrity of a Minor and Strengthening Responsibility for Crimes Committed Against Sexual Freedom and Sexual Integrity of a Minor.</p>
Travel restrictions and notifications	<p>Canada: Canada Border Services Agency identifies and interdicts transnational child sex offenders. When the RCMP’s National Sex Offender Registry High-Risk Sex Offender Program designates a registered sex offender as high-risk, the Sex Offender Information Registration Act (2004) allows disclosure of certain information to foreign police services. All disclosures involve a Foreign Risk Advisory Committee review to determine if information exchanged with a foreign country may pose a substantial risk of mistreatment of an individual.</p> <p>Republic of Korea: Information on convicted offenders is mailed to households with children and available online. Disclosure of any information found on the website to social networks or the public is punishable by law.</p> <p>United States: Legislation passed in 2016⁹⁸ mandates a notification system to other countries where registered offenders travel. Laws passed over 10 years ago make it a crime to move to another state and fail to register.</p>
National child sex register	<p>Canada: The RCMP’s Behavioural Sciences Investigative Services houses the National Sex Offender Registry (NSOR) and High-Risk Sex Offender Program, which came into force with the Sex Offender Information Registration Act in 2004. The RCMP’s NSOR Program hosted the first International Committee of Sex Offender Registries in 2019 with representatives from Australia, Canada, New Zealand, Sweden and the United States.</p> <p>New Zealand: The Child Sex Offender Register has been operating for over four years and manages those in the community based on their risk of recidivism. The Register works with the Department of Corrections to ensure ‘wrap around’ support. The Register includes an intelligence function that produces both tactical and strategic intelligence shared domestically and internationally. A longitudinal study is underway to assess the effectiveness of the Child Sex Offender Register in reducing reoffending.</p> <p>Ukraine: The Unified Register of Persons Convicted of Crimes against Sexual Freedom and Sexual Integrity of a Minor was introduced under <i>The Law of Ukraine of 19/12/2019 No. 409-IX</i>.</p>

98. U.S. Marshals Service, ‘International Megan’s Law – FAQ Sheet’, <www.usmarshals.gov/megans-law-faqs.html>, accessed 14 March 2022.

Gaps, challenges and lessons learned

The 12 countries with no offender management systems were in low- and middle-income categories. Where processes are in place, they are not necessarily available nationwide.

Survey respondents also raised the following implementation challenges:

- Treatment orders and inclusion on national sex offender registers may be based on judicial discretion.
- Even when available, many individuals are not willing to engage in treatment options, particularly while incarcerated.
- Prison sentences may not be long enough for offenders to undergo complete rehabilitative treatment programmes.
- Even if group treatment is the preferred modality for treatment programmes, limited numbers of individuals may preclude the ability to provide treatment in a group setting.
- Court-imposed conditions (e.g., restricting a person's access to and contact with children) can be challenging to manage without 24/7 supervision and in small communities with no permanent probation officer.
- Information-sharing among various agencies can be complicated by multiple legal and regulatory frameworks, each with privacy protections.
- Border employees and border control legislation and practices require continual updating given the rapid pace of technology change.

While methods and strategies for assessing and managing risk and treating child sex offenders have gradually been developed and used globally, some commentators observe an absence of professional consensus around a theoretical or empirical framework to support effective assessment and management of online child sex offenders.⁹⁹ There is a need to build and share empirically based good practice in this capability, considering the identified characteristics, potential risk factors and management needs. See also Offender support systems under Domain 4, below.

Access to image databases

Current status

The MNR calls for law enforcement to use INTERPOL's International Child Sexual Exploitation (ICSE) database.

The ICSE database exists to facilitate the identification of child victims and to minimize duplication of victim identification efforts by law enforcement. Where appropriate, a national database can be in place and used by law enforcement. Of the 42 countries surveyed, two-thirds (29; 69 per cent) are connected to the ICSE database and one-third (14; 33 per cent) have a national database.

Some countries have only recently connected to ICSE and some are still establishing connections. In many countries, ICSE is used in conjunction with the tools highlighted in the Dedicated law enforcement capability above. Some countries with national databases periodically upload the ICSE hash database into the national database. Table 10 provides some illustrative examples of national databases.

99. Brennan, M., H.L. Merdian and D. Perkins, 'Online Sex Offending and Risk Management', in H. Kemshall and K. McCartan (eds), *Contemporary Sex Offender Risk Management*, Palgrave Macmillan, Cham, 2017, Volume II, pp. 113–146.

Table 10. Country examples of national child abuse image databases

Country	National child abuse image databases
Canada	The RCMP's National Child Exploitation Crime Centre Technology Unit has developed a Centralized Media Database. Project VIC Canada also involves the automated sharing of CSAM hashes for categorization. The hash database could be used in software classifying CSAM media and computer forensic software used to seize and preserve evidence.
New Zealand	The Customs Service, Department of Internal Affairs and Police maintain a shared National Image Database.
United Kingdom	The Child Abuse Image Database is connected to all UK police forces, the National Crime Agency and the Internet Watch Foundation.
United States	NCMEC houses the Child Victim Identification Program, the country's most extensive image database. The Federal Bureau of Investigation, Homeland Security and some State Internet Crimes against Children Task Forces maintain their own databases.

Linked to the Hotline capability (Domain 4, below), images and videos marked as illegal are made available to INTERPOL through INHOPE's ICCAM portal. INTERPOL downloads this material in the ICSE database.¹⁰⁰

Training and support are available for officers with access to the ICSE and national databases. For the ICSE database, officers generally receive training from INTERPOL. For national databases, relevant training is provided by software vendors, in-house experts, industry and academia. Training content can include victim identification as well as well-being and exposure training. In some European countries, training also includes data protection in accordance with the General Data Protection Regulation and the EU Law Enforcement Directive on data protection.

Gaps, challenges and lessons learned

Database management

Of the 13 countries not yet connected to the ICSE database, 92 per cent (12) are low- and middle-income countries. Previous research has revealed that most of the content in the database derives from countries in the Global North.¹⁰¹ Even in countries connected to the ICSE database, the voluntary nature of database administration means that the amount and quality of information are contingent on the will and resources of individual users.¹⁰²

Some respondents noted too few users in their countries, while others described the challenges of allowing several municipal law enforcement agencies access to the database. The latter can lead to the national agency spending considerable time attempting to 'deconflict' with other agencies to avoid duplicate responses to international requests. A memorandum of understanding to manage access and establish deliverables could mitigate this risk.

There are challenges in ensuring interoperability and currency of systems in countries with multiple databases. Previous research has identified the lack of interoperability between the ICSE database and national databases as a significant limitation to its effectiveness as a mechanism for coordinating victim identification investigations.¹⁰³

Training

There are also challenges in training users of the ICSE database. With no virtual training options offered, one country raised concerns that countries geographically distant from the training centre in France may be disadvantaged. Some countries have a dedicated in-country trainer, but no succession plan ensures continuity.

100. INHOPE, 'What is ICCAM & Why is it Important?', <www.inhope.org/EN/articles/iccam-what-is-it-and-why-is-it-important>, accessed 14 March 2022.

101. INTERPOL and ECPAT International, *Technical Report: Towards a Global Indicator on Unidentified Victims in Child Sexual Exploitation Material*, 2018, p. 46, <<https://ecpat.org/resource/technical-report-towards-a-global-indicator-on-unidentified-victims-in-child-sexual-exploitation-material/>>, accessed 14 March 2022.

102. Ibid, p. 6.

103. Ibid, p. 48.



Domain 3: Victim

End-to-end support

Current status

The MNR calls for victims and survivors of child sexual exploitation and abuse to be provided with planned and integrated end-to-end support to help them to cope with the immediate impact of their abuse and to recover.

The plan should support the victim through the investigation and legal proceedings and beyond. Of the 42 countries, 69 per cent (29) report having this capability in place (see Figure 7 for an overview of the victim support capabilities of the countries surveyed).

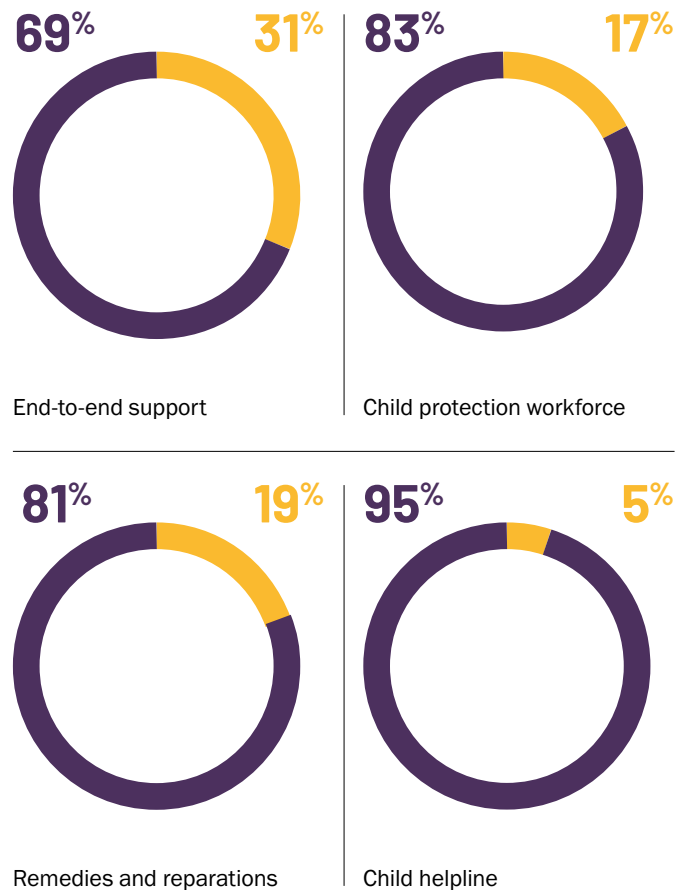
Some countries have legislative provisions that set out victims' rights and the services and support to which victims and survivors are entitled. Several countries have case management processes to assess children's needs and coordinate multisectoral services and multidisciplinary models (see Table 11 for illustrative examples).

Some countries have embarked on research initiatives to better understand the needs of victims/survivors (including the specific needs of victims/survivors of online exploitation and abuse) to improve the provision of victim services.¹⁰⁴

Figure 7
Domain 3 overview

Yes No

Percentage of countries



104. For example, Canada's Department of Justice *Gap Analysis of Services for Victims and Survivors of Online Child Sexual Exploitation and Abuse in Canada*, 2019, <www.justice.gc.ca/eng/rp-pr/jr/ga-ad/ga-ad.pdf>, accessed 15 March 2022; New Zealand's Oranga Tamariki *Evidence Brief – Support for children and young people who are victims/survivors of sexual violence or display concerning or harmful sexual behaviour*, November 2020, <<https://orangatamariki.govt.nz/assets/Uploads/About-us/Research/Latest-research/Family-violence-and-sexual-violence-evidence-briefs/Support-for-children-and-young-people.pdf>>, accessed 15 March 2022; and companion brief *Understanding Māori Perspectives*, September 2020, <www.orangatamariki.govt.nz/assets/Uploads/About-us/Research/Latest-research/Family-violence-and-sexual-violence-evidence-briefs/Understanding-Maori-Perspectives.pdf>, accessed 15 March 2022; and research underway in the Philippines on 'Intervention Strategies on Rehabilitation and Reintegration of Children Victims of Online Sexual Abuse and Exploitation' (not yet published).

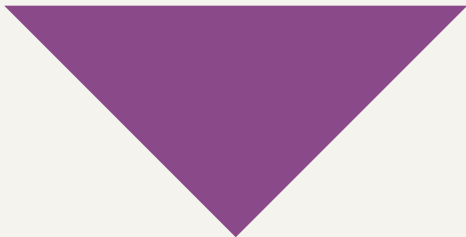
Table 11. Country examples of multidisciplinary and integrated models of support for victims/survivors

Country	Multidisciplinary and integrated models of support
Belgium	Multidisciplinary teams (doctors, lawyers, psychologists and social workers) specialize in the prevention, assessment and management of child abuse cases. These are governed by intervention protocols between the medico-psycho-social sector and the judicial sector for the French/German-speaking community and the <i>Kindermishandeling Justitie-Welzijn</i> protocol for the Flemish community. ¹⁰⁵ Since 2017, three Sexual Violence Support Centres have been open 24/7, offering medical, forensic and psychological support and follow-up. ¹⁰⁶ Three other centres were planned to open in 2021.
Canada	The Government supports a network of Child Advocacy Centres (CACs)/Child and Youth Advocacy Centres (CYACs). CACs provide a coordinated, multidisciplinary (law enforcement, child protection investigators, medical professionals, mental health professionals, victim services advocates/workers, prosecutors and CAC staff) response to support children and families in cases of suspected child abuse. There are also multidisciplinary teams and satellite services of CACs to address the specific needs of victims in rural, remote and Indigenous communities.
Ghana	The Inter Sectorial Standard Operating Procedures (SOP) for Child and Family Welfare provides the framework for victim services. The SOP includes referral pathways and standards for multisectoral case management and guides online child sexual exploitation and abuse cases. A Directory of Social Services is provided for the 260 districts in the country to encourage referrals and integrated case management.
Japan	One-stop support centres for victims of sexual crimes and sexual violence are established in all prefectures. The centres are regional core organizations to provide immediate support medical assistance, including emergency contraception, collection of evidence and psychological support for victims in one location.
Jordan	Jordan has adopted an integrated and comprehensive services model, which consists of collaboration with different competent ministries such as the Ministry of Health and the Ministry of Social Development to ensure immediate, comprehensive service provision for victims in one place at the same time.
Republic of Korea	Since 2018, the Digital Sex Crime Victim Support Centre has provided services to take down content, counselling, investigation support, medical and legal assistance to victims of online sexual violence. There are also Sunflower Centres (Sexual Abuse Protection Centres), fully funded by the Government and providing one-stop medical, counselling, legal and police investigation services for gender-based violence (GBV) victims. In 2021, there were 34 Sunflower Centres nationwide.

105. Government of Belgium, *Protocole d'intervention entre le secteur médico-psycho-social et le secteur judiciaire*, <<http://dsb-spc.be/doc/pdf/protocole-intervention-06.pdf>>, accessed 14 March 2022; Flemish Minister of Welfare, *Protocol Kindermishandeling Justitie-Welzijn*, 30 March 2010, <www.dsb-spc.be/doc/pdf/Protocol_Kindermishandeling_Justitie-Welzijn.pdf>, accessed 14 March 2022.

106. Non-Aux Violences, 'Violence Sexuelle: Nous Pouvons Vous Aider', <www.violencessexuelles.be/>, accessed 14 March 2022.

Country	National child abuse image databases
Malta	Child victims are interviewed in the presence of their parents or legal guardians. If this is not possible, the police speak to the victim in the presence of a social worker from the Foundation for Social Welfare Services. After filing a report, victims are referred to the Police Victim Support Unit (PVSU) for psychosocial support and support through the criminal justice process. PVSU can refer victims to the Education Department psychosocial services team for longer-term support. The Government has recently established a Victim Support Agency, where different professionals work together in one location.
Namibia	The SOP of the GBV Protection Units includes a case management plan and facilitates a multisectoral approach.
New Zealand	Support to victims who report to police is typically provided through referrals to external agencies. Police can refer a victim to 'Victim Support' and specialized sexual violence support agencies. There is co-location between child protection services, health boards and the police in some cities. New Zealand's Accident Compensation Corporation (ACC) manages the Sexual Abuse Assessment and Treatment Services for clients of suspected, alleged or actual sexual abuse or assault on behalf of ACC, the police and the Ministry of Health. ACC offers fully-funded support, assessment and treatment for victims.
South Africa	SOP cover case management of child victims. The government has established 65 Thukela Care Centres providing professional medical care, counselling and access to investigators and prosecutors to victims of sexual violence. Several NGOs and private organizations offer specialized support services to victims of sexual abuse and exploitation.
Sweden	Children's House (<i>Barnahus</i>) is a model where police, prosecutors, social services, medical care and the National Board of Forensic Medicine collaborate in common premises in the investigation of suspected cases of child abuse. The development of the <i>Barnahus</i> has been rapid, with currently over 30 operations. National guidelines and criteria govern the model. The government has commissioned several evaluations of Children's Houses, the most recent in 2018.
United Arab Emirates	Child Protection Specialists from different sectors work with child victims of crime. Support is provided by school staff (including nurses, teachers and social workers) and external agencies, including shelters. The Social Support Centres Department, Child Protection Centres and health authorities also provide support and services to victims and their families.
United Kingdom	The Government has funded a national proof of concept pilot of the <i>Barnahus</i> model in London. The Lighthouse opened in October 2018 and the pilot phase will run until March 2022. The Lighthouse uses innovative measures to support children with the criminal justice process, including Achieving Best Evidence interviews conducted by trained clinical psychologists (with police support); live court links from the Lighthouse; and embedded Police Liaison Officers providing advice and liaison with local agencies and services.



Gaps, challenges and lessons learned

The importance of multisectoral, sustainable and Indigenous services

Almost a third of countries (31 per cent, 13 of 42) do not yet have integrated or multisectoral support for victims/survivors of child sexual exploitation and abuse. In several countries, legislative or policy commitments to provide integrated end-to-end support exist but are not translated into practice. Even in countries where help is available, services are not necessarily child- or gender-sensitive and may not reach all children that require them. Indigenous interventions and services should be fostered in countries with diverse Indigenous and minority ethnic groups. Evidence shows that some Indigenous communities are disproportionately affected by sexual violence.¹⁰⁷ In some low- and middle-income countries, services have not been sustained after the initial investment. Many countries still have paper-based case management systems.

Specialized support

Survey respondents noted a gap in the provision of specialized support for children who have experienced forms of online exploitation and abuse. One respondent expressed concern that dedicating resources to address specific forms of child sexual exploitation and abuse, such as online abuse, may result in organizations having to do more with fewer resources.

An increasingly challenging area is child 'self-generated' imagery. Research emphasizes the importance of developing guidelines and capacity-building for key people beyond law enforcement, such as teachers, parents and social workers, who may encounter victims of self-generated sexual materials.¹⁰⁸

Countries would benefit from more information on levels of need (prevalence) and the effectiveness of interventions to support children affected by sexual abuse and exploitation, including forms facilitated by technology. This evidence could support the improvement of services.

Child protection workforce

Current status

The MNR describes a skilled, specialist statutory workforce trained, coordinated and available to support victims and survivors of child sexual exploitation and abuse.

Of the surveyed countries, 83 per cent (34 of 41¹⁰⁹) report having this capability.

In some high-income countries, a range of professionals and paraprofessionals in government, police services, courts and NGOs are available to support victims and survivors. School-based counsellors, social workers and health-care services also play a role. Those providing services are equipped with specialized training, including trauma-informed care. Some countries have developed dedicated training on online abuse. Others have incorporated the topic into existing training resources. There are also efforts to improve social workers' knowledge and skills about child sexual exploitation and abuse, including forms facilitated by technology, by influencing pre- and post-qualification training and pathways.

Maintaining a healthy and safe workforce and minimizing professional fatigue is critical. Some organizations have introduced procedures to ensure staff exposed to confronting material are well supported with sessions with trauma-specialist psychologists, technology solutions to reduce exposure to content and flexible work arrangements.

In many low- and middle-income countries, the professional cadre of social workers is still emerging. Many countries are involved in foundational activities to strengthen the quality assurance system for the social service workforce for child protection.¹¹⁰ This includes developing licensing and accreditation systems, job descriptions linked to the existing civil service system, codes of conduct, systems of supervision and SOPs for services to be delivered by the workforce.

107. See New Zealand's *Understanding Māori Perspectives*, 2020.

108. "[I]nterventions that emphasise the prosecution of those under the age of 18 engaged with youth produced sexual imagery and which emphasise the criminality of the act, may be counterproductive and serve as a disincentive to children's reporting, promote self-blaming and victim-blaming, and ultimately compromise victim identification potential": INTERPOL and ECPAT International, *Technical Report: Towards a Global Indicator on Unidentified Victims in Child Sexual Exploitation Material*, 2018.

109. One country did not answer this question.

110. For example, in 2020, UNICEF supported 143 countries in this work: United Nations Children's Fund, *Global Annual Results Report 2020: Goal Area 3, Every Child Is Protected from Violence and Exploitation*, June 2021, p. 43, <www.unicef.org/reports/global-annual-results-2020-goal-area-3>, accessed 15 March 2022.

Gaps, challenges and lessons learned

Expertise, resources and workforce

Almost a quarter of countries (23 per cent, 7 of 41) do not have a child protection workforce to support victims/survivors. In some countries, NGOs and other organizations play a primary role in child protection due to a lack of services provided by the state. This can mean that formal services run parallel to or are not well integrated with informal responses, are patchy, or offer services that overlap due to being concentrated in areas where they were initially established.¹¹¹ Even in countries with a child protection workforce, expertise, resources and personnel are insufficient. Some survey respondents highlighted that poor quality services impact children's willingness to report abuse and can contribute towards secondary victimization.¹¹²

There are significant constraints in the workforce in low- and middle-income countries. Many foundational aspects are still under development and there has been limited progress in improving licensing and accreditation systems and robust human resource information management.¹¹³ In many countries, public funding for the effective functioning of the child protection system is insufficient. Respondents emphasized the importance of a systems approach to child protection to improve the national response to all forms of child abuse and exploitation.

There are specific challenges in countries where the responsibility for the statutory child protection workforce sits with the state or provincial governments rather than at a national level. The different systems within a country can make it difficult to coordinate and ensure quality service provision to victims/survivors, especially when the services cross state or provincial boundaries, which is common in cases with an online component.

Digital and international challenges

Irrespective of income status, across many countries, the child protection workforce does not necessarily have the expertise to identify and support child victims/survivors of sexual exploitation and abuse with an online and/or international element. The digital environment is still new for many civil servants, leading to concerns by some respondents that child victims are not being identified or appropriately supported. There is a relatively sparse knowledge base around the impact of child sexual abuse material victimization and the therapeutic models to support clinical work.¹¹⁴ Evaluation of specific support services and approaches to treatment can inform best practices.¹¹⁵

At the same time, some respondents highlighted the problematic tendency to see 'online' child sexual exploitation as different from 'offline' abuse. Capacity development should support identifying and responding to all forms of child abuse and exploitation while providing specialist training on digital dimensions.

Compensation, remedies and complaints arrangements

Current status

The MNR calls for the provision of effective remedies and reparations.

Of the 42 countries surveyed, 81 per cent (34) have aspects of this capability in place. This includes one or more of the following:

- **Services to aid the recovery of victims, including medical, psychological, social care, legal, housing, education and training services**
- **Accessible, fair and transparent compensation arrangements**
- **Accessible advocacy services including support for self-advocacy**
- **An independent complaints procedure**
- **Child-friendly information and advice about these services**

The terms 'remedy', 'redress', 'reparation', 'restitution' and 'compensation' have different meanings in different countries and are associated with distinct legal processes. A restitution order forms part of an offender's sentence.¹¹⁶ Some jurisdictions have criminal injuries compensation programmes for victims of crime. Requirements, application processes, eligibility and the types of awards available vary by jurisdiction. In some countries, a victim may also be entitled to compensation from their insurance company. Table 12 provides illustrative examples of work underway to improve access to remedies.

The term 'advocacy' is understood differently across jurisdictions. Respondents described advocacy organizations, independent NGO advocates and independent legal representatives. Table 13 includes illustrative examples.

111. *Action to End Child Sexual Abuse and Exploitation: A Review of the Evidence*, p. 66.

112. Secondary victimization is harm caused through an inadequate response of institutions and individuals to the child.

113. *Global Annual Results Report 2020: Goal Area 3, Every Child Is Protected from Violence and Exploitation*, p. 48.

114. *Technical Report: Towards a Global Indicator on Unidentified Victims in Child Sexual Exploitation Material*, pp. 19–20.

115. For example, the UK Government is funding the Centre of Expertise on Child Sexual Abuse (CSA Centre) to develop and test a range of training programmes and resources, including trauma-informed approaches; see <www.csacentre.org.uk/>. This includes a Child Sexual Abuse Pathway to clearly outline the process to follow and actions required to safeguard children where child sexual abuse is a concern.

116. For example, in the United States, in cases of online child sexual exploitation, victims/survivors can opt to be notified when their images appear in cases. They then have rights to submit matters at sentencing, including restitution requests.

Table 12. Country examples of work currently underway to improve access to remedies for victims/survivors

Country	Work underway to improve access to remedies
Australia	In the 2021–2022 Budget, the Government committed AU\$400,000 over two years to conduct a scoping study on options to improve access to civil remedies for victims of Commonwealth child sexual abuse offences, including online and overseas crimes.
Sweden	In 2019, the Government appointed an inquiry on damages to victims of crime. The purpose is to strengthen victims' right to damages and reduce the harmful effects of crime. The Ministry of Justice is now considering the inquiry report and the comments from the referral bodies.
United Kingdom	Following a broad review and a public consultation on reforms to the Criminal Injuries Compensation Scheme, the Government will publish its response and lay a new Scheme in Parliament for approval. Work is ongoing to expedite the compensation process and improve handling of complex and sensitive claims, such as child sexual abuse.
United States	Work is underway to develop a restitution system that will allow victims to receive reparations from a central fund rather than be sought from a court.

Table 13. Country examples of advocacy services for victims/survivors

Country	Advocacy services
Canada	The Government provides funding to the Canadian Centre for Child Protection (C3P), a national NGO. C3P works with several survivor advocacy groups to provide victims and survivors of online child sexual exploitation and abuse with a voice and increase the use of technological interventions that can reduce their re-victimization. C3P's survivor advocacy groups include The Phoenix 11, the Chicago Males, the Aramid Collective, and Mothers of Child Sexual Abuse Material Survivors. ¹¹⁷
Sweden	A special representative can be appointed to safeguard the child's rights during a criminal investigation and subsequent trial. As of July 2021, the Act on Special Representatives for Children provides that the representative may also represent the child in cases regarding tort or an application for criminal damages. A special representative may be appointed instead of a caregiver if the person suspected of a crime is the caregiver. In other cases, a child may be appointed counsel.
United Kingdom	Independent Sexual Violence Advisers provide support, advice and assistance to child victims. Most of the funding for these roles is provided by a range of local commissioners, including Police and Crime Commissioners, the National Health Service England, local authorities and charitable trusts. The Ministry of Justice has increased funding to facilitate increased local support.
United States	Child Advocacy Centers at the state level are an important model for reporting, interviewing and support. There are now over 1,000 Centers across the country. NCMEC, a national NGO, also supports survivor advocacy groups.

117. Canadian Centre for Child Protection, 'Survivor Advocacy Groups', <<https://protectchildren.ca/en/programs-and-initiatives/survivor-advocacy-groups/>>, accessed 21 March 2022.

There are various independent complaints procedures. Victims and survivors can file complaints when they feel that they have been mistreated in the criminal justice process. Processes differ depending on the jurisdiction, agency and nature of the complaint.

Several respondents described child-friendly materials and materials for victims/survivors about the justice process. As mentioned above in the Judiciary and Prosecutors capability (Domain 2), some countries have introduced or strengthened Victims Codes and Victims' Rights Acts. These set out the rights for children and support available at every stage of the justice process. In some countries, victims' rights legislation requires the police to inform the victim/survivor (and their parent or legal guardian) about programmes, remedies and services available to victims/survivors and information about the progress of an investigation and legal proceedings. National child helplines (see child helplines, below) are also available in many countries to provide child-friendly advice and information about services.

Gaps, challenges and lessons learned

Almost 20 per cent of countries (8 of 42) have no effective remedies or reparations for child victims/survivors of sexual exploitation and abuse. Even in countries where these exist, they are not necessarily comprehensive or sufficient. While children may be entitled to remedies or reparations under law and policy, services may not be available in their community or to all who need them. In some countries, NGOs provide advocacy and other services, not the state.

In many contexts, it is rare for children to turn to professionals or authorities in cases of sexual abuse. Children receive little information about their rights and about how to claim them. Gaps in this capability are closely linked in practice to the other capabilities in the Victim domain.

Child helpline

Current status

The MNR calls for a support and intervention service for children and young people, run by civil society organizations or the government.

Almost all surveyed countries (95 per cent, 40 of 42) have a national child helpline.

Most helplines are available 24 hours a day, seven days a week (although some changed hours and availability due to the COVID-19 pandemic). In many countries, children and community members can also access helplines via text message, email live chat on helpline websites, Facebook Messenger and Skype. Some helplines offer in-person, video counselling and sign language interpreter services. Language capabilities vary. At least two survey respondents described efforts to improve utilization and service delivery, including the possible use of artificial intelligence in prioritization for counselling support and intervention.

Governments operate some helplines but most are run by NGOs, some of which receive government funding. Many are members of the Child Helpline International network.¹¹⁸ Some are staffed by volunteers and others by paid staff. There are training and supervision systems in place for operators.

Child helplines can collect various data, including primary and related reasons for contact. Some helplines can flag contacts that have an online element to them, including child sexual exploitation and abuse. Some child helplines provide educational materials for children, parents and carers about child sexual abuse and exploitation, and online risks.

Gaps, challenges and lessons learned

Some survey respondents described a dramatic increase in calls to national helplines during the COVID-19 pandemic and associated lockdowns. The pandemic also reportedly provided opportunities for strengthening national child helplines, with some governments setting aside additional public budgets to support their operation. Challenges in implementing this capability include funding, limited referral services for specialized support and little knowledge among operators on the risks and harms associated with digital technology.

118. Child Helpline International, 'Child Helpline Network', <www.childhelplineinternational.org/child-helplines/child-helpline-network/>, accessed 15 March 2022.



Domain 4: Societal

Hotline

Current status

The MNR calls for a dedicated hotline to report internet material suspected to be illegal, including child sexual abuse material.

Distinct from a child helpline (above), a hotline or reporting portal is set up to receive reports of child sexual abuse or exploitation online from members of the public or industry. Of the 42 countries surveyed, 90 per cent (38) have a dedicated hotline or reporting portal (see Figure 8 for an overview of the societal responses to online child sexual exploitation and abuse).

Over three-quarters of hotlines/portals (76 per cent, 29 of 38) are part of the INHOPE network.¹¹⁹ In two-thirds of countries (66 per cent, 19 of 29), a national hotline website is operated by a national organization where local analysts investigate the report and remove the content. In some cases, the national hotline also acts as the country 'node' for INHOPE's ICCAM system and facilitates connections between hotlines in other countries with local law enforcement. The other 10 countries have reporting portals operated by the UK-based INHOPE Member Internet Watch Foundation (IWF).¹²⁰ While the US-based NCMEC is part of INHOPE, it also serves as a standard for hotlines globally. NCMEC received over 29 million CyberTips during 2021¹²¹ and is setting up a network of country VPNs to send those CyberTips internationally. Around 90 per cent of CyberTips are international.

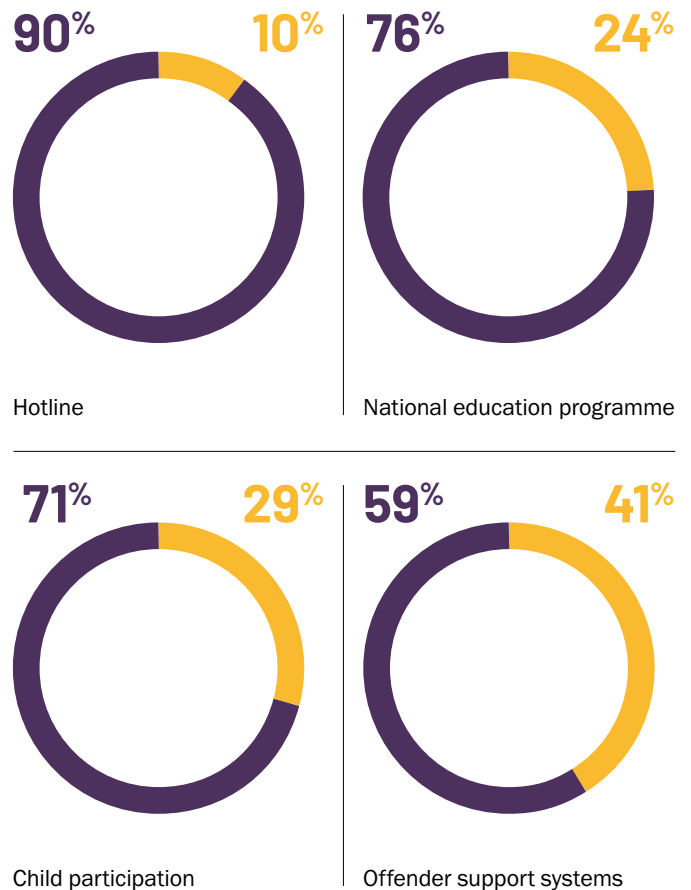
Some national law enforcement agencies include a VGT-initiated 'Report abuse' button on their websites, enabling the public to report concerns about a child's safety.

Table 14 provides illustrative examples of work underway to improve national reporting hotlines.

Figure 8
Domain 4 overview

Yes No

Percentage of countries



119. INHOPE, 'Fighting CSAM', <www.inhope.org/EN>, accessed 15 March 2022.

120. Reporting 'portals' enable the public to report illegal content when no national hotline exists.

121. National Center for Missing and Exploited Children, 'Earn It Act 2022', <www.missingkids.org/content/ncmec/en/blog/2022/earn-it-act-2022.html>, accessed 15 March 2022.

Table 14. Country examples of work currently underway to improve national reporting hotlines

Country	Work underway to improve national reporting hotlines
Dominican Republic	Development of an IWF-operated reporting platform
Ukraine	Development of a governmental E-Safety portal to be a one-stop-shop for education and reporting
United Arab Emirates	Enhancement of the Ministry of Interior Child Protection Centre online reporting form. This includes feeding reports to the hotline into the national child abuse material database.
United Kingdom	A reporting requirement is envisaged as part of the Online Safety Bill (see Legislation capability above). A newly designated body will be established to receive and process industry reports.

Gaps, challenges and lessons learned

Cooperation and collaboration

Cooperation between the hotline, law enforcement and the technology industry is critical. In many countries where NGOs operate the hotline, there are established modes of collaboration and dialogue between government and the NGO, and between the NGO and law enforcement. Some hotlines have memoranda of understanding with law enforcement agencies.

Encouraging the public to report to hotlines can be difficult. The issue is complex to ‘market’ to the public. Some countries have observed decreasing reports when there is no active and dedicated communication campaign, although many countries reported significant increases in reports during the COVID-19 pandemic. Hotlines also have funding and human resource constraints, and challenges in triaging cases with sufficient information for law enforcement action.

Role of the hotline

In some countries, there is a clear differentiation between the role of the hotline (i.e., rapid removal of online child sexual abuse material and the disruption of the networks where the material is shared) and law enforcement (i.e., victim and perpetrator identification) and the legislative framework enables this. However, this is not the case in all jurisdictions. One survey respondent explained that national regulations do not permit the NGO-operated hotline to directly request the service provider to delete the content as they cannot legally share the material. Instead, content is shared with law enforcement for action, resulting in delays and backlogs. Identifying service providers and seeking cooperation is difficult in contexts where service providers are operating illegally.

Education programme

Current status

The MNR calls for a national education programme to raise awareness of child sexual exploitation and abuse, including forms facilitated by technology – empowering children, young people, parents, guardians, caregivers and practitioners with relevant information.

Over three-quarters of countries surveyed (76 per cent, 32 of 42) have a national education programme. Figure 9 shows the number of countries and the respective breakdown of target audiences. Table 15 provides illustrative examples of recent developments and work underway

Figure 9
Target audience for national education programme

Number of countries per target audience of education programme

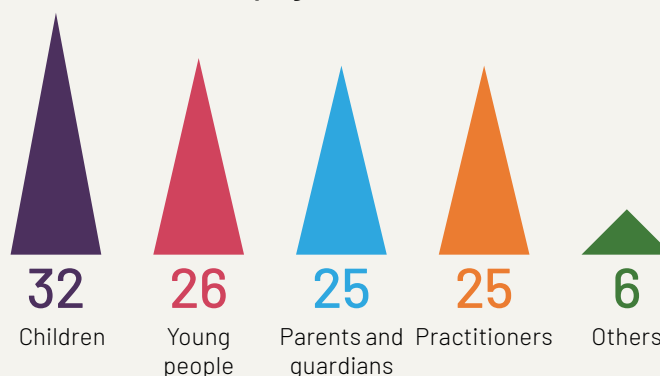


Table 15. Types of national education programmes and country examples

Type	Country examples
National school curriculum through ministries of education	<p>Australia: The Department of Education, Skills and Employment (DESE) and Australian Curriculum, Assessment and Reporting Authority set the national curriculum for Australia, including education on online safety and safeguarding. eSafety supports national curriculum implementation through the provision of online safety resources.</p> <p>Ghana: The Ministry of Education and Ministry of Communications and Digitalisation have developed a digital literacy package to equip children with digital literacy skills and support online safety.</p> <p>Republic of Korea: The Sexual Violence Prevention and Victims Protection Act requires at least one hour per year of sexual violence prevention education in elementary and secondary schools.</p> <p>Sweden: Children’s right to physical integrity is emphasized in national preschool curricula. School curricula include relevant content on sexual education and safe and critical internet use.</p> <p>United Arab Emirates: The Ministry of Education is developing age-appropriate education on child sexual exploitation and abuse for the school curriculum.</p> <p>United Kingdom: The statutory relationships, sex and health education curriculum was introduced in September 2020 for primary and secondary school students. Teacher training modules are also available.¹²²</p>
Education and training programmes led by law enforcement	<p>Australia: The AFP delivers ThinkUKnow Australia and developed Playing IT Safe, a series of digital play-based and offline activities for pre-school-aged children and supporting parents, carers and educators.</p> <p>Belgium: Child Focus and the Interior Service <i>Public Fédéral</i> for police offers a training programme that promotes safe and responsible internet use among young people.</p> <p>El Salvador: The National Civil Police trains children, adolescents, parents and teachers in schools about the online risks, prevention measures and reporting systems.</p> <p>Greece: The police organize events to raise awareness amongst children of various forms of crime in collaboration with local authorities.</p> <p>New Zealand: Keeping Ourselves Safe¹²³ is a comprehensive child abuse prevention programme shared across primary, intermediate and secondary schools.</p> <p>United Kingdom: ThinkUKnow is the national education programme from the Education team at the NCA. The programme is directly delivered in classrooms at all key stages by training ‘NCA Ambassadors’.</p>

122. Department for Education, *Relationships Education, Relationships and Sex Education (RSE) and Health Education*, 2019, <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/908013/Relationships_Education__Relationships_and_Sex_Education__RSE__and_Health_Education.pdf>, accessed 15 March 2022; UK Government, ‘Teaching about Relationships, Sex and Health’, <www.gov.uk/guidance/teaching-about-relationships-sex-and-health#secondary-teacher-training-modules>, accessed 15 March 2022.

123. New Zealand Police, ‘Keeping Ourselves Safe’, <www.police.govt.nz/advice-services/personal-community-safety/school-portal/resources/successful-relationships/kos>, accessed 15 March 2022.

Type	Country examples
<p>Pre- and in-service education for professionals</p>	<p>Australia: In response to the Royal Commission into Institutional Responses to Child Sexual Abuse recommendations, DESE is updating educational frameworks for pre-service education in early childhood, higher education and vocational education and training. eSafety trains and presents to pre-service teachers, early childhood educators and primary and secondary teachers. eSafety developed a Toolkit for Schools and a Best Practice Framework for Online Safety Education.¹²⁴</p> <p>Belgium: Child Focus, Mediawijs, Sensoa, Mediaraven and Jong en Van Zin developed a set of lessons and tools for teachers. A toll-free number is available to guide and inform teachers.</p> <p>Finland: The National Police Board of Finland, THL Barnahus project¹²⁵ and Police University College will develop national training for authorities (especially police) regarding online sexual violence against children.</p> <p>United Arab Emirates: The Ministry of Community Development is developing a training programme for child protection personnel, including people dealing with online child sexual exploitation. The Ministry of Interior is also currently training Child Protection Specialists to preserve the rights and protect the child in the context of child sexual abuse and exploitation.</p> <p>United Kingdom: The Home Office funded the independent Centre of Expertise on Child Sexual Abuse. The Centre has produced a range of evidence-based practice resources. It is working to improve the quantity and quality of child sexual abuse teaching for professionals, pre-and post-qualification.¹²⁶</p>



124. eSafety Commissioner, 'Toolkit for Schools', <www.esafety.gov.au/educators/toolkit-schools>, accessed 15 March 2022; eSafety Commissioner, 'Best Practice Framework for Online Safety Education', <www.esafety.gov.au/educators/best-practice-framework>, accessed 15 March 2022.

125. Finnish Institute for Health and Welfare, 'Barnahus Project', <<https://thl.fi/en/web/thlfi-en/research-and-development/research-and-projects/barnahus-project>>, accessed 15 March 2022.

126. Centre of Expertise on Child Sexual Abuse, 'Practice Improvement', <www.csacentre.org.uk/knowledge-in-practice/practice-improvement/>, accessed 15 March 2022.

Type	Country examples
<p>National awareness-raising campaigns</p>	<p>Australia: Start the Chat is a national awareness campaign launched in 2019 and continued in 2020 and 2021 as part of Safer Internet Day. The National Online Safety Awareness campaign was designed to help anyone around children understand the importance of starting the chat about online safety.</p> <p>Cambodia: A five-year national behaviour change communication campaign about ending violence against children, including online child sexual exploitation and abuse, is being implemented by the Ministry of Social Affairs, Veterans and Youth Rehabilitation.</p> <p>Canada: Public Safety Canada launched a national awareness campaign in March 2021 about online child sexual exploitation and abuse.¹²⁷ Public Safety also developed resources to educate citizens about the issue. The Canadian Centre for Child Protection also develops and provides public education and awareness materials.</p> <p>Ghana: Two national campaigns – A Safer Digital Ghana and Ghanaians Against Child Abuse – address online child sexual exploitation and abuse. Both target children and parents.</p> <p>Italy: The Postal and Communication Police, in partnership with the Ministry of Education and private sector partners, delivered a campaign, <i>Una Vita da Social</i>, targeting primary and secondary schools. The campaign included a branded truck driving to main cities and interacting with children and teachers about responsible use of social media and online harms.</p> <p>Japan: The e-Net Caravan programme consists of seminars for students, parents and teachers at schools across the country. Since 2006, 23,791 seminars have been held with approximately 3,820,000 participants to raise awareness about online child safety.</p> <p>New Zealand: Keep It Real Online is a multi-media awareness campaign created by DIA, with support from Netsafe, the Office of Film and Literature Classification, and the Ministry of Education. The campaign includes adverts aimed at parents/caregivers, a mini-series for youth aged 12–18 years, and an interactive online storybook for children 5–11 years old.¹²⁸</p> <p>Rwanda: The Government has been conducting a multimedia campaign on child online protection since mid-2020 using social media, radio, TV and radio talk shows and commercials, and Ministerial-level spokespersons.</p>
<p>Resources for parents and carers</p>	<p>Australia: eSafety provides parent and carer resources including webinars, web content, information kits and booklets from early through to teenage years, addressing a range of issues including unwanted contact, grooming, cyberbullying, image-based abuse and online sexual harassment.</p> <p>Dominican Republic: The Ministry of Education with partners has launched a virtual platform for families to keep children safe online.¹²⁹</p> <p>Japan: Together with parent-teacher associations, participatory study symposia for parents were held across the country to inform participants about online risks and how to keep children safe online.</p>

127. Government of Canada, 'Online Child Sexual Exploitation', <www.canada.ca/en/public-safety-canada/campaigns/online-child-sexual-exploitation.html>, accessed 15 March 2022.

128. New Zealand Government, 'Keep It Real Online – Parents', <www.keepitreallonline.govt.nz/parents/>, accessed 15 March 2022; New Zealand Government, 'Keep It Real Online – Youth', <www.keepitreallonline.govt.nz/youth/>, accessed 15 March 2022.

129. <<https://educursos.minerd.gob.do/ementores/>>

Type	Country examples
<p>Other resources for children, young people and families</p>	<p>Albania: A peer-to-peer programme for online safety has been rolled out in seven regions of the country following training and support to peer educators to act as ‘change-makers’.</p> <p>Colombia: School of Influencers is a youth-led initiative set up by the Milicom Youth Network to support adolescents aged 10–19 to develop and practice skills and apply knowledge for their safe, secure and creative use of the internet.¹³⁰</p> <p>Canada: Public Safety Canada supports local NGOs in prevention-focused education and campaigns. The Canadian Centre for Child Protection develops and makes available tools and resources on child safety issues.¹³¹</p> <p>Dominican Republic: The Ministry of Education with partners has launched an interactive platform for adolescents that provides tools to identify, prevent and report online abuse.¹³²</p> <p>Greece: The Cybercrime Unit has a Cyberkid app for Android systems, providing simple solutions and advice for children and their parents to keep safe online.</p> <p>Malta: The Maltese Safer Internet Centre carries out awareness programmes that are also part of Psychosocial and Career Development lessons in primary and secondary schools. Many schools also request specific sessions in instances where students have experienced online abuse.</p> <p>Mongolia: Mongolia’s online reporting portal¹³³ also serves as a knowledge hub for children, parents, caregivers, educators and industry about prevention and response to online child sexual exploitation and abuse.</p> <p>Namibia: The National Safe Schools Framework includes online safety. This includes training for educators, school outreach for learners and education for parents. There is also outreach to the public through videos and posters.</p> <p>Netherlands: The Ministries of Health and Youth and Family have implemented a special Center for Expertise on Media Education.¹³⁴ This centre aims to improve media education for the public, focusing on young people aged 10–14 years.</p> <p>United Arab Emirates: The Telecommunications and Digital Government Regulatory Authority has several programmes that help students, young people and parents deal with technology and keep their devices secure. The Digital Wellbeing Council also has a resources page dedicated to fostering a healthier and safer online environment.¹³⁵</p>

130. School of Influencers, ‘Misión #CiberConscientes’, <<https://mision.ciberconscientes.com/>>, accessed 15 March 2022.

131. Examples of their educational work include: Kids in the Know, a kindergarten-through-Grade-Ten personal safety programme designed to empower children and reduce their risk of abduction and sexual victimization; Teetree Tells: A Child Abuse Prevention Kit, My First Safety Book, and Keep and Speak Secrets are age-appropriate and engaging materials that provide children with a standard for what is ‘okay’, what is ‘not okay’ and who to tell if something ‘not okay’ happens. These tools also provide families with resources to help with conversations about boundaries and talking to safe adults; Don’t Get ‘Sextorted’ which educates tweens and teens about what sexual extortion is and how it can happen.

132. <<https://educarecursos.minerd.gob.do/epana/>>

133. Internet Watch Foundation, <www.ekids.mn/>, accessed 15 March 2022.

134. Netwerk Mediawijsheid, ‘Iedereen Mediawijs’, <www.mediawijzer.net/>, accessed 15 March 2022.

135. Digital Wellbeing Council, ‘Resources’, <www.digitalwellbeing.ae/en/resources>, accessed 21 March 2022.

Gaps, challenges and lessons learned

Practical challenges and inclusion

While some programmes are integrated into national education curricula, others are ad hoc or pilot initiatives. In 10 countries, there are no programmes that could be described as ‘national’. The absence of a national curriculum is viewed as a significant challenge in generating awareness of child sexual exploitation and abuse among students, teachers, parents and caregivers. Where educational programmes exist, they are not necessarily ‘national’, as the authority to develop and mandate education programmes rests with state or provincial authorities. It can be challenging to coordinate relevant ministries to develop and implement comprehensive education programmes.

There are other practical challenges in the implementation of an educational programme. There can be lengthy bureaucratic processes to incorporate content into national education curricula. It can be hard to access and engage parents and caregivers and to access ‘vulnerable cohorts’ such as children in out-of-home care, youth in custody, adolescent parents, LGBTI youth and Indigenous youth. National education programmes are often school-based and may not target unsupervised children or children who need specialized psychosocial support, who are often at greater risk of child sexual exploitation and abuse. This capability is also affected by community perceptions, social taboos, awareness and stigmatization of victims/survivors of sexual violence.

Ethical considerations

Care and ethics are essential in exploring sensitive topics related to children and young people. Content must be age-appropriate, accessible and inclusive. Some countries have undertaken extensive consultations with subject matter experts, youth councils and mental health experts to help shape campaigns and messaging to ensure appropriate tailoring to each age segment. Educators require support to impart such lessons and have the confidence to engage with children in a non-judgmental and culturally and gender-sensitive way.

Child participation

Current status

The MNR calls for children and young people to be encouraged and enabled to give their ideas and influence policy development and practices relating to child sexual exploitation and abuse.

Over two-thirds of countries (71 per cent, 29 of 41¹³⁶) state that children and young people are encouraged to give their ideas and influence policy and practice development.

Children and young people support online safety efforts through peer-to-peer networks and other educational interventions. In some instances, children and young people are engaged in developing specific policies or through established structures or groups. Table 16 provides illustrative examples.

136. One country did not answer this question.

Table 16. Country examples of established structures or groups for seeking children’s views

Country	Structures or groups for seeking children’s views
Australia	eSafety tests some resources and content with children and young people. eSafety employs an adaptive feedback loop when presenting to children in Years 3-6 via online presentations to learn from participants. eSafety held a five-day, structured online forum with 123 young people aged 14–17 years to gather their views to develop its Safety by Design initiative. These insights helped produce the Safety by Design Youth Vision Statement. ¹³⁷ In December 2021, the Prime Minister announced a Youth Advisory Council ¹³⁸ to be managed by the eSafety Commissioner to provide a youth voice on policy and resource development around online safety and child sexual exploitation.
Cambodia	An Adolescent and Youth Reference Group, supported by the NGO Child Rights Coalition-Cambodia and UNICEF, is active in advocacy, policy dialogues and programme development.
Canada	The RCMP’s National Youth Advisory Committee (NYAC) brings together a diverse group of 125 youth aged 13–21 to discuss issues such as bullying and cyberbullying, online safety, healthy relationships, sexual consent, mental health, etc. The NYAC provides valuable input to RCMP policies, programmes and strategies.
Colombia	Young leaders from the ECPAT network contributed to the elaboration of the Public Policy Line for the Prevention and Eradication of Commercial Sexual Exploitation of Girls, Boys, and Adolescents.
Japan	The 2021 Outline for the Promotion of Development and Support for Children and Young People states that careful attention should be given to the composition of the council and members so that opinions of children and young people will be reflected positively and appropriately in the policymaking process.
Kenya	Children participated in forums to contribute to assessing online child sexual exploitation and abuse and the development of the National Plan of Action.
Malta	The Office of the Commissioner for Children forms part of the BeSmartOnline! Consortium and is responsible for the coordination of youth participation. Children and young people are involved in developing the work carried out by the Safer Internet Centre.
New Zealand	Netsafe has a Youth Action Squad, promoting safer, more positive online experiences and responsible citizenship nationwide. A mini-series for the national awareness campaign was developed in collaboration with young people to ensure it was relevant and resonated with them, using their language and humour.

137. eSafety Commissioner, ‘Safety by Design’, <www.esafety.gov.au/sites/default/files/2019-10/SBD - Vision for young people.pdf>, accessed 15 March 2022.

138. Prime Minister of Australia, ‘A Voice for Young People on Online Safety’, media release, 15 December 2021, <www.pm.gov.au/media/voice-young-people-online-safety>, accessed 15 March 2022.

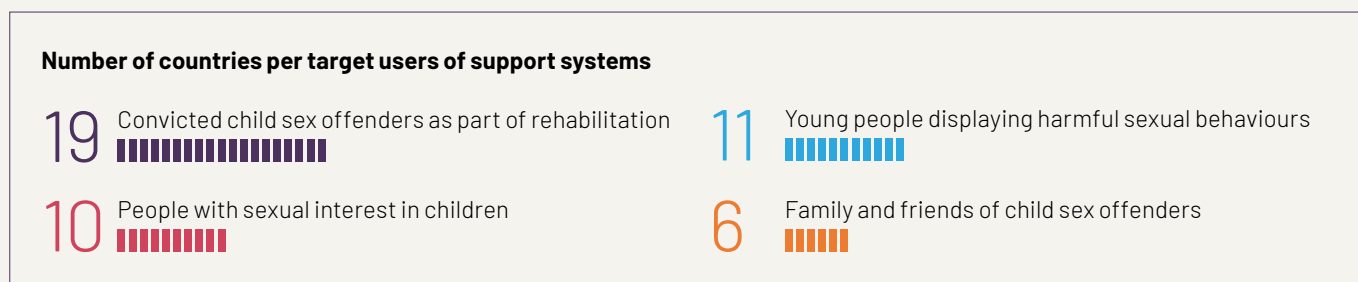
Country	Structures or groups for seeking children’s views
Rwanda	Rwanda has children’s committees, forums and an annual national summit to enable children to contribute and influence national priorities that matter to them. The theme of the 2020 summit was online child protection, and children put forward their asks. The government will report on their implementation at the next children’s summit.
Sweden	The Convention on the Rights of the Child became a domestic law in January 2020. Incorporation entails a more explicit obligation on legal practitioners to consider the rights that follow from the CRC (e.g., the right to participation).
United Arab Emirates	The Emirati Children’s Parliament consists of 40 male and female members from across the country aged 10–16 years. They are members for two years. The Ministry of Interior previously hosted a Creative Lab focusing on online harm to children. Children provided ideas for awareness campaigns and their feedback was used to develop national reporting channels.
United Kingdom	There was an effort to incorporate voices of children and victims/survivors during the Tackling Child Sexual Abuse Strategy development. This was facilitated through a third sector stakeholder group, including organizations working directly with children and victims/survivors. Children’s views are being sought as part of the Home Office Trusted Relationships Fund evaluation. The Fund is identifying approaches to responding to vulnerability among children at risk of exploitation and abuse.

Gaps, challenges and lessons learned

In 29 per cent of countries (12 of 41), there is no experience of encouraging or facilitating meaningful child participation. Even where ‘children’s committees’ or ‘children’s forums’ exist, survey respondents suggested that the impact at the policy level can be challenging to observe.

There are ethical challenges in talking to children and young people about sensitive matters. To prevent harm, sensitive topics ideally need to be discussed in age-appropriate ways before children are at risk of exposure to online threats. It is also essential to ensure that processes do not trigger or re-victimize child or youth participants who may have been victims or survivors of sexual exploitation and abuse. Countries have learned that this calls for a trauma-informed approach when engaging with young people. There is a need to engage children and young people from diverse backgrounds and ensure accessibility.

Figure 10
Types of support systems in place



139. One country did not answer this question.

Table 17. Types of support systems and country examples

Type	Country examples
Support systems for people with a sexual interest in children	<p>Australia: The Jesuit Social Services is undertaking a pilot Stop It Now! programme in Australia, due to launch mid-2022. Under the National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030, the Australian Government committed \$9.6 million over four years to launch a nationwide offender prevention service for adults who have sexual thoughts about children. The service will deliver a programme like the UK’s Stop It Now! and use online services and a helpline.</p> <p>Belgium: Stop It Now! project at the University Forensisch Center in Antwerp is a chat and helpline for anyone worried about their sexual feelings or behaviour towards children but who has not yet acted.¹⁴⁰</p> <p>Canada: Public Safety Canada is funding the Centre for Addiction and Mental Health to implement a pilot programme that provides anonymous help (via phone, chat or email) for anyone concerned about their attractions to children or who is worried about engaging in online or offline offending involving a child.</p> <p>Finland: SeriE network has two specialized therapists supporting people with a sexual interest in children who have not committed crimes. There is a national, free self-help programme for people seeking and using illegal material online.¹⁴¹ Protect Children conducted research and developed a self-help programme as part of the Re-Direction project.¹⁴²</p>

140. Stop it Now!, <<https://stopitnow.be/>>, accessed 15 March 2022.

141. Mielenterveystalo.fi, 'Seksuaalinen kiinnostus lapsiin - omahoito', <www.mielenterveystalo.fi/aikuiset/itsehoito-ja-oppaat/itsehoito/seksuaalinen-kiinnostus-lapsiin/Pages/default.aspx>, accessed 15 March 2022.

142. Protect Children, *ReDirection Survey Report: CSAM Users in the Dark Web*, September 2021, <<https://suojellaanlapsia.fi/2021/09/23/redirection-survey-report/>>, accessed 15 March 2022; Mielenterveystalo.fi, 'Redirection Self-Help Program', <www.mielenterveystalo.fi/aikuiset/itsehoito-ja-oppaat/itsehoito/redirection/Pages/default.aspx>, accessed 15 March 2022.

Type	Country examples
<p>Support systems for convicted child sex offenders as part of rehabilitation</p>	<p>Belgium: Circles of Support and Accountability (CoSA) targets offenders who present a medium-high risk of recidivism. Circles are made up of three to five volunteers who provide support for the 'central person' on their reintegration journey. An outside circle of professionals assists the volunteers. A circle coordinator serves as a link between the inner and outer circles. The project is currently underway in two cities. There are three Support Centres designated by the Federal Minister of Justice and regional ministers responsible for health that support therapists and the care system in sex offender treatment. The Evaluation and Support of Paraphilias Group is a specialized health team providing care at the CHU de Charleroi. ITER is an outpatient centre in Brussels providing multidisciplinary services to offenders, pre-therapy for incarcerated clients and a youth programme.</p> <p>Canada: Public Safety Canada is funding a Circle of Support and Accountability (CoSA) National Capacity Project from April 2017 to March 2022. CoSA is a community-based response to men and women who have committed sexual offences and aims to reduce the risk of future sexual victimization of community members by supporting released individuals in integrating with the community and leading responsible, productive and accountable lives. The 2013–2014 evaluation of CoSA found that its voluntary nature may impact its implementation.</p> <p>Japan: The Ministry of Justice is engaged in enhancing specialized treatment for sex offenders. The Re-offending Prevention Guidance for Sex Offenders has been implemented and is being improved by the Corrections Bureau based on research to measure its effectiveness. A sex offender treatment programme has been implemented at probation offices.</p> <p>New Zealand: The programme for those at high risk for child sexual offending provides 300 hours of intensive, group-based therapy, along with individual therapy if required. Evaluations at treatment units delivering the programme¹⁴³ have demonstrated a reduction in sexual reoffending for those who completed treatment compared with those who did not. Both units offer an adapted programme stream for people with cognitive functioning and responsibility issues. The short programme provides a lower-intensity intervention for people at lower risk for offending (a 50-hour, group-based intervention over approximately three months).</p> <p>United Arab Emirates: Work is underway to customize rehabilitation programmes for child sex offenders.</p>

143. Department of Corrections, *Evaluating the Kia Marama Treatment Programme for New Zealand Sex Offenders Against Children*, <www.corrections.govt.nz/__data/assets/pdf_file/0018/10647/kiamarama.pdf>, accessed 15 March 2022; Department of Corrections, *An Evaluation of the Te Piriti Special Treatment Programme*, 2003, <www.corrections.govt.nz/resources/research/te-whakotahitanga-an-evaluation-of-the-te-piriti-special-treatment-programme>, accessed 15 March 2022. The available studies show that an individual who has graduated from Kia Marama or Te Piriti is less likely to reoffend than a control sample (4.1 per cent lower, as at 2015). See also: New Zealand Police, Ministry of Justice and Department of Corrections, 'Evidence Brief: Sex Offender Treatment for Adults', September 2016, <www.justice.govt.nz/assets/Documents/Publications/Sex-Offender-Treatment-for-Adults.pdf>, accessed 15 March 2022.

Type	Country examples
Support systems for children and young people displaying harmful sexual behaviours	<p>Australia: The Jesuit Social Services is in the process of developing the Worried About Sex and Porn Project for children and young people. eSafety has created a position statement¹⁴⁴ on harmful sexual behaviours. Based on a public health model and led by the National Office for Child Safety, Australian governments are developing a framework to prevent and respond to children with harmful sexual behaviours.</p> <p>Belgium: NGO Kaléidos aims to provide psycho-socio-educational support to young people affected by sexual abuse and their relatives.</p> <p>Finland: The Barnahus project and Tampere University Hospital specific catchment area will develop a model and report for referring young offenders to treatment in 2021–2022. Training on the regional care path will be provided in 2022.</p>

Gaps, challenges and lessons learned

Almost half of the countries surveyed (41 per cent, 17 of 41¹⁴⁵) do not have any support systems in place. All are from low- and middle-income categories. Irrespective of income grouping, there are challenges in this capability. While models of good practice exist, a significant difficulty for governments is the ‘negative optics’ associated with developing and providing support services for these groups. Survey respondents described limited community buy-in to promote and support perpetrator-focused interventions and a preference for punitive interventions. A dedicated effort may be required to shift these social norms.

Even in high-income contexts, there is limited public funding for such systems despite a rising client base. Countries have learned about different risks and needs among these target groups. Community-based support and programmes may be available to some, but not all individuals can or should undertake such programmes. It can be challenging to reach the target groups and keep clients in treatment programmes. Barriers also exist for people with a sexual interest in children or concerned about their risk to children to reach out for help. These include mandatory reporting schemes, stigma and embarrassment.

144. eSafety Commissioner, ‘Online Harmful Sexual Behaviours in Children and Young People under 18 – Position Statement’, <www.esafety.gov.au/about-us/tech-trends-and-challenges/harmful-sexual-behaviours-under-18>, accessed 15 March 2022.

145. One country did not answer this question.



Domain 5: **Industry**

Takedown procedures and reporting

Current status

The MNR calls for procedures to enable the timely decommissioning/removal of child sexual abuse material when a company confirms its presence on its service. The MNR also provides that statutory protections are necessary to allow the industry to report online child sexual exploitation and abuse, including content transmission, to law enforcement or another designated agency.

Over two-thirds of surveyed countries (73 per cent, 30 of 41) have procedures to remove or block child sexual abuse material (see Figure 11 for an overview of industry responses to online child sexual exploitation and abuse in the countries surveyed).

In some countries, these procedures are set out in legislation or enabled through judicial processes. In other countries, there are self-regulatory systems including hotline cooperation with ISPs and voluntary use of technical mechanisms such as blocking or filtering. Table 18 provides illustrative examples.

Figure 11
Domain 5 overview

▼ Yes ▲ No

Percentage of countries per capability

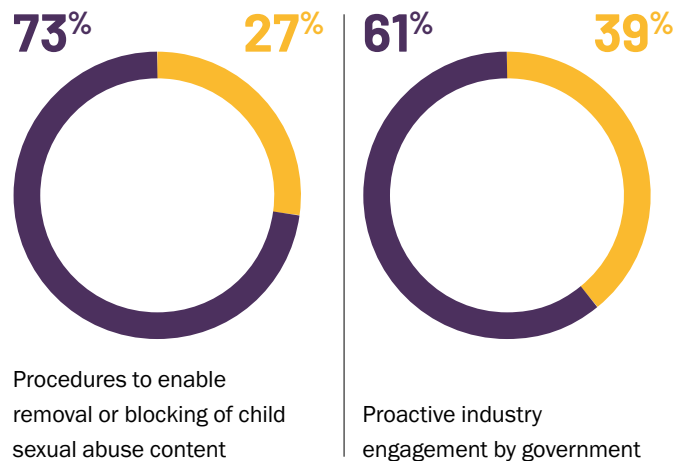


Table 18. Country examples of procedures to enable removal, blocking and reporting of child sexual abuse material

Country	Procedures to enable removal, blocking and reporting of child sexual abuse content
Australia	Under the Online Content Scheme, eSafety may act concerning prohibited material with an Australian connection through issuing a removal notice (for social media services, relevant electronic services, designated internet services or hosting services), service-cessation notice (for live content services), app removal notice (for app providers) or link deletion notice (for link services). eSafety must give the provider written notice (removal notice). A removal notice must be complied with within 24 hours. The Online Content Scheme was initially set out in the Broadcasting Services Act 1992. The Online Safety Act 2021 (see Legislation capability above) confers eSafety with additional powers to enable the timely removal, blocking and reporting of CSAM.
Belgium	Removal and blocking of CSAM are judicial procedures set out in the Code of Criminal Procedure. Police can propose to the prosecutor for sites hosted in Belgium to be taken down and sites not hosted in Belgium to be blocked. The police also have a protocol agreement with the NGO Child Focus (INHOPE member). The Code of Economic Law mandates hosting service providers to remove illegal content or make access to it impossible as soon as they become aware. Service providers must immediately inform authorities of alleged illegal activities on their platforms and provide any helpful information for criminal investigation.
Canada	The Criminal Code provides that when a judge has reasonable grounds to believe that there is 'child pornography' stored on a computer system within the jurisdiction of the court, the judge may order the 'custodian of the computer system' to give a copy of the material to the court, take down the material, and provide information to identify and locate the person who posted the material. An Act respecting the mandatory reporting of internet child pornography by persons who provide an internet service imposes reporting duties on service providers for 'child pornography'. Proposals for a possible new law and regulations for social media platforms (see Legislation capability, above) included a possible requirement that all platforms remove illegal content within 24 hours or face significant penalties. The Canadian Centre for Child Protection operates Project Arachnid, ¹⁴⁶ initially designed to crawl links on sites previously reported to Cybertip.ca containing CSAM and detect where these images/videos are publicly available. Once CSAM is detected, a notice is sent to the provider hosting the content requesting its removal.
Ghana	The Cybersecurity Act 2020 introduces notice and takedown procedures for CSAM.
Italy	The National Centre for Combating Online Child Pornography within the Ministry of Interior receives reports from law enforcement, the private sector and the public. A list of domains hosting illegal content abroad is regularly updated and shared with national ISPs daily to filter illegal domains with a block page. ISPs are obliged to use filtering tools and other appropriate technological solutions. Failure to comply is subject to a financial penalty from €50,000 to €250,000 imposed by the Ministry of Communications.
Japan	The Internet Content Safety Association prepares and manages lists of websites containing CSAM. Some ISPs have voluntarily introduced blocking of these sites. The government assists in implementing Guidelines on Measures for Illegal Information on the Internet, including the criteria for CSAM that should be deleted and the industry-led Model Terms and Conditions for internet services, which include provisions regarding the blocking of CSAM prohibiting child sexual exploitation.

146. Project Arachnid, 'The Cycle of Child Sexual Abuse Material Stops Now', <<https://projectarachnid.ca/en/>>, accessed 15 March 2022.

Country	Procedures to enable removal, blocking and reporting of child sexual abuse content
Malta	The Police Cyber Crime Unit collaborates with domestic and international online service providers when any intervention is required. The Electronic Commerce Act provides that service providers must comply with a request to remove content upon a Court Order or a request from a competent authority or face a penalty.
Nepal	The Nepal Telecommunication Authority issued a Child Online Protection Directive, which mandates ISPs to monitor content and ensures mechanisms for reporting and timely removal of CSAM.
Netherlands	Most ISPs in the Netherlands comply with a voluntary notice and takedown model. The Dutch Code of Criminal Procedure gives Prosecutors the power to remove the contents of a webpage if required in an investigation into child sexual abuse. In addition, an Authority, which will operate from June 2022, will combat the distribution of 'child pornographic material' on the internet. The Authority can order that the material be made inaccessible, oblige internet parties to take measures to prevent its dissemination and impose sanctions.
New Zealand	The Department of Internal Affairs (DIA) acts as a conduit for IWF and INHOPE to report CSAM to have the content removed. DIA also maintains the NZ Digital Child Exploitation Filtering System. This filter is voluntary, with most major ISPs and over 90 per cent of home users opting in. When somebody tries to access a website used for the distribution of CSAM, DIA displays a block page that includes information about counselling available, the legal basis for objectionable material and ways to report such material. ¹⁴⁷
Sweden	Hard drives or servers containing CSAM can be seized under the Criminal Code, which provides that property used as an instrumentality or generated through an offence may be confiscated. The Act on Responsibility for Electronic Bulletin Boards obliges a supplier of an electronic bulletin board to remove or in some other way make inaccessible a message that includes CSAM. Initiated by ECPAT Sweden, voluntary blocking is in place between some of the major ISPs and the police. The voluntary cooperation covers 85–90 per cent of internet subscribers in Sweden.
United Arab Emirates	The Telecommunication Digital Government and Regulations Authority (TDRA) works with the Ministry of Interior to remove and block CSAM. The TDRA coordinates blocking access with local ISPs and reports CSAM to concerned websites and social media websites for removal. TDRA may also contact the website administrator or hosting company to remove the content or take down the website. National legislation includes mandatory reporting for telecommunication companies, with a fine of up to 1 million dirhams for non-compliance. ISPs proactively block CSAM in compliance with the Internet Access Management Policy enforced by the TDRA. ¹⁴⁸
United Kingdom	The Online Safety Bill proposes new requirements for companies to remove identified CSAM swiftly. Under the Online Safety regime, the Office of Communications will be responsible for ensuring companies are compliant with their duties. The government has provided IWF with a connection to Child Abuse Image Database (see Access to image databases, above) so that IWF can share hashes with the industry to allow more CSAM to be identified and removed.
United States	Monitoring is voluntary and must be under US Constitutional law. Many large platforms monitor for CSAM using PhotoDNA or proprietary systems for video. Reporting once child abuse content is found is mandated by law.

147. Department of Internal Affairs, 'Digital Child Exploitation Filtering System', <<https://doe.net.nz/>>, accessed 15 March 2022.

148. Telecommunications and Digital Government Regulatory Authority, <www.tdra.gov.ae/en/about-tra/information-and-egovernment-sector/internet-guidelines/details.aspx#pages-67183>, accessed 15 March 2022.

Gaps, challenges and lessons learned

Legal and regulatory constraints

The lack of formalized agreements or regulatory frameworks for timely removal or blocking is viewed as a significant impediment in some countries. While some governments have received positive feedback from service providers on the Voluntary Principles to Counter online Child Sexual Exploitation and Abuse (see Box 6), voluntary measures are viewed as insufficient by some. This is especially so when service providers refuse to cooperate with governments or law enforcement or obfuscate efforts to engage.

Some countries want explicit legislative provisions mandating industry action. Judicial processes for requesting takedown or blocking and filtering can be cumbersome, complex and lengthy. Data retention laws are under review in some countries to ensure a proportionate approach and reconciliation of privacy and safety.

Some countries want online service providers to take proactive action and use available technology to detect and prevent online child sexual exploitation and abuse. While some service providers are very effective at identifying *known* child sexual abuse materials, identifying child sexual abuse materials not previously detected and classified by law enforcement and/or moderators was much more challenging. Survey respondents referred to the European Commission's proposal,¹⁴⁹ the need for a Safety by Design approach (see Box 7), and the enforcement of standards/codes of conduct against illegal behaviour on platforms. Some respondents acknowledged the need for flexibility and adaptability for regulatory frameworks and practice.

Practical barriers

The importance of takedown procedures is not well understood by the industry, the public and law enforcement in some countries. There are also technical and human resource constraints in implementing procedures.

This capability is also affected by the reluctance of victims to disclose their abuse and/or their limited understanding of available avenues for reporting. Platforms are expected to make reporting simple for users, though there is no industry standard response. This can weaken users' ability or inclination to report. More evidence is required about the reasons behind the low uptake of reporting channels including the Report Remove¹⁵⁰ tool.

Collaboration

National and global collaboration is vital for this capability. At national level, close working relationships between stakeholders can help mitigate the risks of disturbing an ongoing surveillance operation if service providers do not maintain adequate records. Barriers to a coordinated global response include the lack of a universal approach to classifying child sexual abuse materials and the lack of universal cooperation frameworks and standards for data and intelligence sharing between law enforcement agencies and between law enforcement and the private sector.¹⁵¹ Greater cross-industry collaboration is required to overcome these obstacles.

Innovative solution development and corporate social responsibility

Current status

The MNR describes the development of innovative technological solutions that enhance existing approaches to preventing and tackling online child sexual exploitation and abuse or enable the development of new approaches. It also calls for responsible business conduct to identify, prevent and mitigate against child sexual exploitation and abuse.

With the focus of this report on national responses, the survey asked about *government* engagement with industry. In over half of surveyed countries (61 per cent, 25 of 41), the government engages industry and proactively encourages innovative solution development and corporate social responsibility.

Governments have used the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse to encourage the industry to protect children online (see Box 6). Governments also engage with industry through the Alliance and the VGT. These groups can facilitate collaborative efforts between governments, industry and non-government partners and help break down silos.

149. European Commission, 'Legislative Train Schedule: EU Strategy for a More Effective Fight against Child Sexual Abuse',

<www.europarl.europa.eu/legislative-train/theme-promoting-our-european-way-of-life/file-eu-strategy-to-fight-child-sexual-abuse>, accessed 15 March 2022.

150. Childline, 'How to Get Your Image Removed', <www.childline.org.uk/info-advice/bullying-abuse-safety/online-mobile-safety/remove-nude-image-shared-online/>, accessed 15 March 2022.

151. Child Dignity Alliance Technical Working Group, *Child Dignity in the Digital World: Child Dignity Alliance Technical Working Group Report*, undated, <www.childdignity.com/technical-working-group-report>, accessed 15 March 2022.

Box 6

Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse

In March 2020, the five Country Ministerial government partners (Australia, Canada, New Zealand, United Kingdom and the United States) released the Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse.

Developed by the five countries in consultation with six leading platforms (Facebook, Google, Microsoft, Roblox, Snap and Twitter), the Voluntary Principles provide a high-level, best practice framework for online platforms and service providers in their efforts to combat child sexual exploitation and abuse. The Voluntary Principles cover issues ranging from online grooming and livestreaming of child sexual abuse to industry transparency and reporting.

The five countries have partnered with the Alliance to promote and support the adoption of the Voluntary Principles at a global level to drive uptake, implementation and collective industry action.

Some industry members have taken steps to implement the Voluntary Principles. The six industry players involved in developing the principles released a guide for technology companies on implementing the principles.¹⁵² To encourage participation and endorsement, five Country Ministerial partners and other industry stakeholders are engaging with industry players to raise awareness of the Voluntary Principles and highlight how a broader range of stakeholders can use them.

The G7 action plan to combat child sexual exploitation and abuse, published following the G7 Interior and Security Ministers meetings in September 2021, includes a commitment to continue to encourage industry to enhance efforts as set out in the Voluntary Principles “by collectively calling on companies to endorse the Voluntary Principles and implement them in a meaningful and transparent way.”¹⁵³

Governments also engage the industry in national coordinating bodies (see Leadership capability, above) and dedicated national working groups and task forces. Some countries have formalized engagement through collaboration agreements with national ISPs. Governments also work with the technology industry for national campaigns, including marking Safer Internet Day. Country examples showcased positive partnerships, promoting children’s safety online and contributions of technical expertise and solutions, and employee engagement.

There are also growing examples of government investment and leadership for innovation. These include Safety by Design in Australia (see Box 7), the Safety Tech sector in the United Kingdom and the Safer Society Group in Sweden. Beyond the technology industry, some governments work with the financial sector to identify and stop payments for child sexual abuse content through dedicated coalitions.

152. *Guide for Tech Companies Considering Supporting the “Voluntary Principles to Counter Online Child Sexual Exploitation and Abuse”*, February 2021, <www.weprotect.org/wp-content/uploads/Guide-to-Voluntary-Principles.pdf>, accessed 16 March 2022.

153. G7 Interior and Security Ministers, Ministerial Commitments, ‘Annex 2: Protecting Against Online Exploitation, Violence and Abuse’, 7–9 September 2021, <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1016393/G7_London_Interior_Commitments__Annex_2_-_Protecting_against_Online_Exploitation__Violence_and_Abuse__PDF__192KB__4_pages_.pdf>, accessed 16 March 2022.

Box 7

Safety by Design

eSafety's Safety by Design initiative encourages technology companies to anticipate, detect and eliminate the proliferation of online harms. Safety by Design acknowledges the need to make digital spaces safer and more inclusive to protect those most at risk. It encourages technology companies to alter their design ethos from 'moving fast and breaking things' or 'profit at all costs' to 'moving thoughtfully', investing in risk mitigation at the front end and embedding user protections from the outset. This encourages organizations to put safety and rights at the centre of the design and development of online products and services rather than retrofitting safeguards after harm has occurred.

The Safety by Design Principles – developed in 2018 – are the culmination of consultation with industry, NGOs, advocates, parents and young people. The three overarching principles are:

- **Service Provider Responsibility** – provides that the burden of safety should never fall solely upon the user, and every attempt must be made to ensure that online harms are understood, assessed and addressed in service design and provision. This involves assessing the potential risks of online interactions and taking active steps to engineer out potential misuse to reduce people's exposure to harm.
- **User Empowerment and Autonomy** – speaks to the dignity of users and the need to design features and functionality to preserve fundamental consumer and human rights. This involves engaging in meaningful consultation with diverse and at-risk groups to ensure that platform features and functionality are accessible and provide tools, pathways and features to empower users to navigate and control their online experiences.
- **Transparency and Accountability** – are hallmarks of a robust approach to user safety and involve the publication of information on how technology companies are enforcing their own policies and the efficacy of safety features or innovations, as well as information that assists in educating and empowering users about steps they can take to address safety concerns.

Gaps, challenges and lessons learned

The private sector plays a critical role in national responses to address online child sexual exploitation and abuse. While there has been significant progress in engaging the private sector and there are examples of good practices, many countries face challenges in this capability. Beyond awareness-raising and education campaigns, countries wish to see companies improve internal practices to tackle online child sexual exploitation and abuse on their platforms; adopt available tools to detect, remove and report child sexual exploitation and abuse online; and provide information on company actions and relevant data.

Industry engagement is particularly challenging in contexts without a 'responsible business culture'. Industry guidance and standards, including self-assessment tools, were viewed as particularly helpful for industry engagement in low- and middle-income countries.¹⁵⁴ Countries seek additional guidance and frameworks for industry, such as a model response based on the Voluntary Principles and common standards or metrics on transparency.

154. Examples include: ITU, *Guidelines for Industry on Child Online Protection*, 2020, <www.itu-cop-guidelines.com/industry>; United Nations Children's Fund, *Mo-CRIA: Child Rights Impact Self-Assessment Tool for Mobile Operators*, 2021, <www.unicef.org/media/97371/file/MO-CRIA:%20Child%20Rights%20Impact%20Self-Assessment%20Tool%20for%20Mobile%20Operators.pdf>; United Nations Children's Fund and GSMA, *Notice and Takedown: Company policies and practices to remove online child sexual abuse material*, 2016, <https://sites.unicef.org/csr/files/Notice_and_Takedown_English.pdf>; United Nations Children's Fund, 'Recommendations for the Online Gaming Industry on Assessing Impact on Children', 2020, <https://sites.unicef.org/csr/css/Recommendations_for_Online_Gaming_Industry.pdf>; United Nations Children's Fund, *Child Safeguarding Toolkit for Business: A step-by-step guide to identifying and preventing risks to children who interact with your business*, 2018, <https://sites.unicef.org/csr/files/UNICEF_ChildSafeguardingToolkit_FINAL.PDF>; all accessed 16 March 2022.



Domain 6:

Media and communications

Ethical and informed media reporting

Current status

The MNR states that media coverage of child sexual exploitation and abuse should always be ethical, informed, balanced, and reported sensitively.

Victims' and survivors' dignity and rights must be respected. With the focus of this report on national responses, the survey asked about *government* support for ethical and informed media reporting. Over half of surveyed countries (54 per cent, 23 of 42) responded positively (see Figure 17 for an overview of the media and communications responses in the countries surveyed).

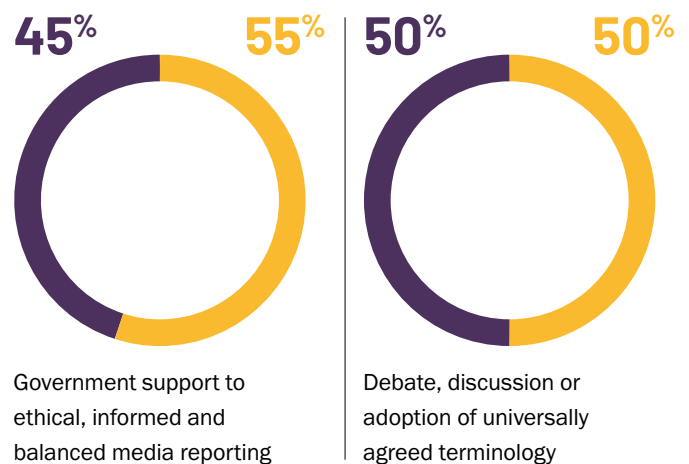
Countries described promising efforts to actively monitor and proactively engage with media, hold information events, answer media inquiries to raise awareness and understanding of the issue and provide the public with solutions and strategies to prevent and respond to child sexual exploitation and abuse. Some government agencies have provided media training for policy experts to help them effectively communicate to the media and the public. Some agencies write articles, appear on national and international television and radio, and use social media to communicate on the subject.

Of particular importance is the need to protect the identity and dignity of child victims and survivors. Countries have guidelines for the media to describe incidents correctly and accurately. In some countries, the law prescribes requirements for the media to protect the identity and privacy of victims and survivors. There are also codes of ethics that bind journalists and the media. Self-regulatory bodies for media exist and can receive complaints against the media.

Figure 12
Domain 6 overview

Yes No

Percentage of countries



Gaps, challenges and lessons learned

Many countries have challenges in this capability. The media can struggle to frame child sexual exploitation and abuse in a way that is both compelling to the reader and sensitive to the victims and survivors. Without proper guidance or regulation, coverage of the issue can be sensationalized and not supportive of victims'/survivors' dignity. In some countries, survey respondents found media self-regulation to be ineffective with uneven awareness, implementation and monitoring of codes of conduct and similar mechanisms.

Children can be re-victimized through the media. There are examples of the media disclosing sensitive information (e.g., parents' names, the child's address or their school) or publishing photos of child victims.

In some contexts, the media tends to focus on reporting cases from the 'outside' and not discussing domestic matters due to societal taboos. The capacity of the media to carry out independent investigative reporting on the subject is constrained in some countries.

There is potential for engaging the media to become 'allies' by breaking the silence about child sexual exploitation and abuse, building widespread awareness, encouraging reporting, shifting harmful norms such as victim-blaming and sharing effective actions for prevention and response.¹⁵⁵

Universal terminology

Current status

The MNR calls for the use of universally agreed terminology relating to child sexual exploitation and abuse to enable information and ideas to be communicated rapidly and with clarity amongst all stakeholders.

Half of the surveyed countries (50 per cent, 21 of 42) have debated, discussed or adopted universally agreed terminology.

Many countries have used the Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse (Luxembourg Guidelines)¹⁵⁶ to sensitize ministries, law enforcement, the media and the public on the use of terminology that does not trivialize the severity and reality of this abuse. Language must be accurate, respectful and used without stigma.

Although 'child pornography' remains the term used within many legal frameworks, there are examples of more appropriate alternative terms being used in official reports and communications. Some countries have updated legislation to remove references to outdated and inappropriate terms. Table 19 provides illustrative examples.

Gaps, challenges and lessons learned

More work is required to encourage the use of correct terminology. Conceptual clarity can help streamline discussions, align legislation, support accurate research and avoid confusion and ongoing harm to victims and survivors of child sexual exploitation and abuse.



155. For example, research in Australia showed awareness and understanding of online child sexual exploitation is limited and superficial, and that online child sexual exploitation is a stigmatized issue: Australian Centre to Counter Child Exploitation, 'Online Child Sexual Exploitation: Understanding community awareness, perceptions, attitudes and preventative behaviours', Research report, February 2020, <www.acce.gov.au/resources/research-and-statistics/understanding-community-research>, accessed 16 March 2022.

156. Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse.

Table 19. Country examples of discussion and adoption of universally agreed terminology

Type	Discussion and adoption of universally agreed terminology
Australia	The Combatting Child Sexual Exploitation Legislation Amendment Act 2019 removed the term 'child pornography' from Commonwealth legislation relating to child sexual abuse. The AFP developed an in-house lexicon of agreed terminology and is creating a consolidated law enforcement terminology document. eSafety made a concerted effort to use the term 'image-based abuse' (instead of 'revenge porn'), which is now reflected in legislation and is increasingly used by the media. eSafety has used 'coerced' to frame 'self-produced' CSAM so that it is understood that children are often remotely coerced through technology and have no implied agency in this abuse. eSafety is reviewing its use of terminology for conformity with the Luxembourg Guidelines.
Colombia	Meetings, seminars and fora have been convened to raise awareness of the Luxembourg Guidelines. Within the Public Hearings convened by the Attorney General's Office for the signing of Pacts to eradicate the sexual exploitation and trafficking of children, adolescents and women, a brochure was developed explaining the terminology and rationale proposed by the Luxembourg Guidelines.
Dominican Republic	The terminology of the Luxembourg Guidelines is included in proposed reforms for the Law on High Tech Crime.
Finland	There is an ongoing project to harmonize terminology with the Luxembourg Guidelines. The Barnahus project is leading the work and using linguistic experts from the Institute for the Languages of Finland.
Mongolia	The Luxembourg Guidelines have been translated into the local language, providing clear definitions that can be used to improve national legislation.
New Zealand	DIA has been coordinating a terminology project. The project has identified the importance of using the correct terminology and how the use of terminology differs across agencies, industries and jurisdictions.
Rwanda	The Luxembourg Guidelines were used for reference to develop the Ministerial Instruction on Child Online Protection. There has been discussion of terminology during relevant training and workshops.
Zimbabwe	Terminology in line with the Luxembourg Guidelines is included in recent amendments to the Criminal Law and Child Online Protection Policy.

Call to action

By documenting good practices and lessons learned from over 40 diverse countries, this report illustrates how, just over six years since its introduction, the MNR has become a key reference point to support the building of coordinated, comprehensive and multi-stakeholder national responses.

Five key priorities emerge from this review. These demand action from the Alliance, its membership and other stakeholders concerned with protecting children in the digital environment.

We call on governments and partners to:



Invest in comprehensive national responses to prevent and respond to online child sexual exploitation and abuse.

Multisectoral, multi-layered interventions are essential to prevent and respond to online child sexual exploitation and abuse. The MNR framework can guide efficient and effective investments to tackle this issue. This requires increased investments at the individual, institutional and systemic levels.

Examples: In the **criminal justice domain**, law enforcement units dealing with child sexual exploitation and abuse require sufficient resources to carry out their work, and officers need systematic training and capacity-building to stay ahead of new and emerging offending. In the **victim domain**, case management and multidisciplinary models should be available nationwide, accessible for all children that require them, and should meet quality standards. The child protection workforce needs systematic training and capacity-building to identify and support child victims/survivors. Likewise, child helplines require capacity development and public funding to sustain their services. In the **societal domain**, hotlines, law enforcement and the technology industry need to work together to tackle online child sexual exploitation and abuse effectively. In the **industry domain**, there is a need for a clear framework to enable the identification, timely removal and blocking of child sexual abuse material. There is a need for measures to ensure that media reporting is supportive of victims/survivors' dignity, privacy and protection in the **media and communications domain**.

2

Accelerate global collaboration among governments and companies to strengthen prevention and response efforts to combat online child sexual exploitation and abuse.

Online child sexual exploitation and abuse is borderless, meaning countries' national responses cannot be separated from the global landscape. To effectively combat the cross-border dimension of this issue, international and cross-industry cooperation are critical to support national efforts, especially within the domains of policy and governance, criminal justice and industry.

Examples: International cooperation is needed to address jurisdictional challenges in investigating and prosecuting online child sexual exploitation and abuse. Greater cross-industry collaboration is also required as countries pursue global alignment on legislation, classifying child sexual abuse materials, and data and intelligence sharing standards. Some countries wish to explore the feasibility of an international child sex offender register among competent authorities.

3

Strengthen the use and collection of data and evidence to enhance effective, sustainable national efforts to protect children.

Quality data and evidence generation are essential to improve policy, legislation, service delivery and initiatives to combat online child sexual exploitation and abuse. This requires not only strengthening countries' administrative data systems for law enforcement, prosecution and social services, but also dedicated research to help better inform and track improvement.

Examples: More evidence is required on the effectiveness of interventions to support children who have experienced sexual exploitation and abuse, including forms facilitated by technology. Countries would benefit from more research on child and adolescent participation that is inclusive, trauma-informed and results in positive changes to policies and practices. Other specific areas include research with victims/survivors to understand barriers to disclosure of abuse and their personal experiences of the justice system to improve services. There is also a need for more research to inform offender management and rehabilitation programmes.

4

Share best practices and lessons learned to support national responses to protect children from online sexual exploitation and abuse.

Through sharing best practices and lessons learned, countries can continuously adapt and improve the implementation of the MNR framework within national and regional contexts. The development and implementation of interventions adapted to diverse contexts must be driven by national evidence to support sustained, effective country responses.

Examples: Specific areas already identified by some countries for knowledge-sharing include: how to reform legislation to deal with new and emerging patterns of offending; how to increase public reporting to hotlines and online portals; how to reach vulnerable children in national education programmes; how to design and implement effective support systems for convicted child sex offenders, people with a sexual interest in children, young people displaying sexually harmful behaviour, and family and friends of child sex offenders; how to engage with industry beyond awareness-raising and education campaigns; and how to optimize the role of the media in shifting social taboos and harmful norms concerning child sexual exploitation and abuse.

5

Promote the global implementation of the Model National Response framework, and its continuous refinement based on lessons learned.

As the world shifts with ever-evolving contexts and innovation, the MNR framework must be improved and adapted by incorporating lessons learned, leveraging technology and continuously refining its guidance for diverse contexts. Broader consultation can help shape future iterations of this framework and the feasibility and utility of a country maturity model.

Examples: The international cooperation elements of the response should be expressly integrated into all domains of the framework. In the **criminal justice domain**, psychological care and mitigation tools for law enforcement officers' health and well-being should be strengthened. In the **victim domain**, the importance of maintaining a healthy and safe workforce and minimizing professional fatigue should be promoted. The components of effective remedy and reparations for victims and survivors must be better elaborated.

In the **societal domain**, young people displaying sexually harmful behaviour must be separated from 'offender support systems' to ensure the approach protects children against stigmatizing effects of 'perpetrator' and 'offender' language and addresses children's distinct needs. In the **industry domain**, countries seek additional guidance and frameworks, such as a model response based on the Voluntary Principles or common standards or metrics on transparency.

As set out in the 2021 Global Threat Assessment, the nature of harm has continued to grow and diversify. The global community must accelerate its efforts to tackle these crimes and better protect children. This review has charted a path forward for action by the Alliance, its membership and other stakeholders to take up this urgent call.

Appendix 1:

Model National Response

Enablers		Capabilities		Outcomes	
<p>Cross sector, multidisciplinary collaboration</p>	<p>Policy and Governance</p> 	<p>1 Leadership: An accountable National Governance and Oversight Committee</p> <p>2 Research, Analysis and Monitoring: National situational analysis of CSEA risk and response; measurements/indicators</p> <p>3 Legislation: Comprehensive and effective legal framework to investigate offenders and ensure protection for victims</p>	<p>Highest level national commitment to CSEA prevention and response</p> <p>Comprehensive understanding of CSEA within the highest levels of government and law enforcement. Willingness to work with, and coordinate the efforts of, multiple stakeholders to ensure the enhanced protection of victims and an enhanced response to CSEA offending.</p>		
<p>Willingness to prosecute, functioning justice system and rule of law</p>	<p>Criminal Justice</p> 	<p>4 Dedicated Law Enforcement: National remit; trained officers; proactive and reactive investigations; victim-focused; international cooperation</p> <p>5 Judiciary and Prosecutors: Trained; victim-focused</p> <p>6 Offender Management Process: Prevent re-offending of those in the criminal justice system nationally and internationally</p> <p>7 Access to Image Databases: National database; link to Interpol database (ICSE)</p>	<p>Effective and successful CSEA investigations, convictions and offender management</p> <p>Law Enforcement and judiciary have the knowledge, skills, systems and tools required to enable them to perform victim-focused investigations and secure positive judicial outcomes. CSEA offenders are managed and reoffending prevented.</p>		
<p>Supportive reporting environment</p>	<p>Victim</p> 	<p>8 End to end support: Integrated services provided during investigation, prosecution and after-care</p> <p>9 Child Protection Workforce: Trained, coordinated and available to provide victim support</p> <p>10 Compensation, remedies and complaints arrangements: Accessible procedures</p> <p>11 Child Helpline: Victim reporting and support; referrals to services for ongoing assistance</p>	<p>Appropriate support services for children and young people</p> <p>Children and young people have access to services that support them through the investigation and prosecution of crimes against them. They have access to shelter; specialised medical and psychological services; and rehabilitation, repatriation and resocialization services.</p>		
<p>Aware and supportive public and professionals, working with and for children</p>	<p>Societal</p> 	<p>12 CSEA Hotline: Public and industry reporting for CSEA offences - online and offline; link to law enforcement and child protection systems</p> <p>13 Education Programme: For: children/young people; parents/carers; teachers; practitioners; faith representatives</p> <p>14 Child Participation: Children and young people have a voice in the development of policy and practice</p> <p>15 Offender Support Systems: Medical, psychological, self-help, awareness</p>	<p>CSEA prevented</p> <p>Children and young people are informed and empowered to protect themselves from CSEA. Parents, carers, teachers and childcare professionals are better prepared to keep children safe from CSEA, including addressing taboos surrounding sexual violence.</p>		
<p>Sufficient financial and human resources</p>	<p>Industry</p> 	<p>16 Notice and Takedown Procedures: 16 Local removal and blocking of online CSEA content</p> <p>17 CSEA Reporting: Statutory protections that would allow industry to fully and effectively report CSEA, including the transmission of content, to law enforcement or another designated agency</p> <p>18 Innovative Solution Development: Industry engagement to help address local CSEA issues</p> <p>19 Corporate Social Responsibility: Effective child-focused programme</p>	<p>Industry engaged in developing solutions to prevent and tackle CSEA</p> <p>The public can proactively report CSEA offences. Industry has the power and willingness to block and remove online CSEA content and proactively address local CSEA issues.</p>		
<p>National legal and policy frameworks in accordance with the UNCRC and other international and regional standards</p>	<p>Media and Communications</p> 	<p>20 Ethical and informed media reporting: Enable awareness and accurate understanding of problem</p> <p>21 Universal terminology: Guidelines and application</p>	<p>Awareness raised among the public, professionals and policy makers</p> <p>Potential future offenders are deterred. CSEA offending and reoffending is reduced.</p>		

Appendix 2:

Survey instrument

Survey on National Response to Online Child Sexual Abuse and Exploitation

Background

At the heart of the WePROTECT Global Alliance (WPGA)'s strategy is the goal of supporting its members to develop coordinated multi-stakeholder responses to tackle online child sexual exploitation, guided by The Model National Response (MNR). Launched in 2016, the MNR acts as a blueprint for national action. It identifies the requirements for an effective and coordinated national response, which can be tailored to local circumstances and needs.

Given the growing body of data on the implementation of the MNR through the Global Partnership to End Violence Against Children, and the rapidly evolving technological landscape, now is the right time to review the MNR. On behalf of the WPGA Secretariat, UNICEF Child Protection Headquarters New York is conducting a survey to document current efforts in how to effectively address online child sexual abuse and exploitation. The survey aims to identify good practice and common issues in implementing specific capabilities within the MNR, with the aim of highlighting common issues to decision-makers and informing future iterations of the MNR.

The responses to this survey will be analyzed and will contribute to a global report providing an overview of national responses to online child sexual abuse and exploitation and overall progress made against the MNR. Original survey replies will not be published. The report will not "assess" or critique countries' progress. Instead, it will highlight examples of good practice, identify gaps and challenges and signpost potential solutions. The report is expected to be finalized by October 2021 and launched formally at the next WPGA Global Summit.

Survey overview

Each section of the survey covers an outcome of the MNR and provides the opportunity to provide as much further detail as is available. Questions marked with an * require a response. Annual reports, evaluations and other documentation will be highly appreciated to supplement the survey. Examples of useful documents are listed at the conclusion of the survey.

Section 1: Terminology and scope

Child sexual exploitation and abuse (or 'CSEA') is a form of child sexual abuse that occurs when an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can occur through use of technology.

The WPGA endorses the scope set out in the European Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse, known as the 'Lanzarote Convention', which extends to cover all possible kinds of sexual offences against children, including the sexual abuse of a child, exploitation of children through prostitution, grooming and corruption of children through exposure to sexual content, and activities and offences related to child abuse material. The Convention covers sexual abuse within the child's family, or 'circle of trust', as well as acts carried out for commercial or profitmaking purposes. The Lanzarote Convention sets forth the following six criminal offences:

- Article 18: Sexual abuse
- Article 19: Child prostitution
- Article 20: Child pornography (referred to in this survey as child sexual abuse material or 'CSAM')
- Article 21: Participation of a child in pornographic performances
- Article 22: Corruption of children
- Article 23: Solicitation of children for sexual purposes (also known as 'online grooming').

Section 2: Introduction

1. Please state your country*
2. Please indicate the contact person for this survey (name, job title and contact details)*
3. In which year did the government first develop a national policy or strategy to address online child sexual exploitation and abuse (CSEA) and which Ministry, Department or Agency led the effort?*
4. Please describe what prompted the government to initiate this policy or strategy? (e.g. international commitments, high-profile domestic case, etc)*
5. What cross-border and/or international initiatives/alliances related to online CSEA does your country participate in?*
6. How has your country used the WPGA Model National Response? (select all that apply)*
 - As a guide for specific capabilities (e.g. policy, criminal justice, etc)
 - As a reference for good practice
 - As a basis for policy development
 - As a framework for measuring progress
 - Government has not used the Model National Response
 - Other (please describe)

Section 3: Policy and Governance

Model National Response Capability 1 - Policy and Governance	
Enablers	Cross sector, multidisciplinary collaboration
Outcome	Highest level national commitment to online child sexual exploitation and abuse (CSEA) prevention and response
Capabilities	<p>Leadership – An accountable national governance and oversight committee.</p> <p>Research, analysis and monitoring – National situational analysis of online CSEA risk and response; measurements/indicators.</p> <p>Legislation – Comprehensive and effective legal framework to investigate offenders and ensure protection for victims.</p>
<p>7. Does your country have a national governance or oversight committee to deal with CSEA and/or online CSEA? (e.g. an inter-ministerial or multi-stakeholder committee or taskforce)*</p> <p>Yes No (skip to question 9)</p> <p>8. Please provide further information about the committee (e.g. name, the date it was formed, its operational budget, and its membership including who leads the committee and any cross-sectoral representation, including from the technology industry)</p> <p>9. Please describe any challenges in developing, or plans underway to develop, a national governance or oversight committee</p> <p>10. Is there a national policy or strategy to deal with online CSEA?*</p> <p>Yes No (skip to question 12)</p> <p>11. Please provide further information about the strategy/policy (e.g. its name, the date it was introduced, monitoring/evaluation framework, and government budget allocated for its implementation)</p> <p>12. Please describe any challenges in developing, or plans underway to develop, a national strategy or policy</p> <p>13. Is national research, analysis and monitoring of CSEA and/or online CSEA undertaken? (e.g. crime threat assessments, nationally representative surveys of children’s online experiences, nationally representative surveys of CSEA)*</p> <p>Yes No (skip to question 15)</p> <p>14. Please provide further information (e.g. description of the surveys, dates, research methodology, and agencies/organizations involved)</p> <p>15. Please describe any challenges in developing, or plans underway to carry out, national research, analysis and monitoring of CSEA</p> <p>16. Is there national legislation in place to address CSEA, online and offline?*</p> <p>Yes No (skip to question 18)</p> <p>17. Please select all that apply</p> <p>There are specific laws criminalizing sexual acts against children involving penetration (i.e. forced sex, rape)</p> <p>There are specific laws criminalizing sexual acts against children not involving penetration (i.e. sexual touching)</p> <p>There are laws criminalizing technology-facilitated child sexual abuse</p> <p>There are laws criminalizing knowing possession of child sexual abuse materials (CSAM), regardless of the intent to distribute</p> <p>There are laws providing child-friendly measures for children suspected or accused of sex offences that ensure deprivation of liberty only as a measure of last resort and prioritise their rehabilitation</p> <p>There are laws requiring Internet Service Providers (ISPs) to report suspected CSAM to law enforcement or to some other mandated agency</p> <p>There are laws criminalizing online grooming, with the intent to meet the child offline</p> <p>There are laws criminalizing online grooming, regardless of the intent to meet the child offline</p> <p>There are laws providing for a national sex offender register</p> <p>There are laws making the reporting of sexual acts against children mandatory for certain professions</p> <p>There are laws requiring criminal records and other checks for employees and volunteers working with children</p> <p>18. Please describe any challenges in developing, or plans underway to draft, introduce and/or strengthen, national legislation to address CSEA</p> <p>19. Please describe if and how any of these initiatives/examples under the Policy and Governance capability can be considered good practice to share with other countries*</p> <p>20. Please describe overall lessons learned (including any gaps and challenges), upcoming plans and/or recommendations relating to any of these initiatives/ examples under the Policy/Governance capability*</p>	

Section 4: Criminal Justice

Model National Response Capability 2 – Criminal Justice	
Enablers	Willingness to prosecute, functioning justice system and rule of law
Outcome	Effective and successful online CSEA investigations, convictions and offender management
Capabilities	<p>Dedicated law enforcement – National remit; trained officers; proactive and reactive investigations; victim-focussed; international cooperation.</p> <p>Judiciary and prosecutors – Trained; victim-focussed.</p> <p>Offender management process – Prevent re-offending of those in the criminal justice system nationally and internationally.</p> <p>Access to image database – National database; link to Interpol database (ICSE)</p>
<p>21. Does your country have law enforcement capability (i.e. specialised persons, units or services) with an explicit remit to respond to CSEA, both online and offline?*</p> <p>Yes</p> <p>No (skip to question 23)</p> <p>22. Please provide further information about the law enforcement capability (e.g. training provided to officers and budget for operations, key developments/milestones and dates)</p> <p>23. Please describe any challenges in developing, or plans underway to develop law enforcement capability in this specialist area</p> <p>24. Do judiciary and prosecutors dealing with CSEA cases have specialist knowledge and skills to enable positive judicial outcomes for victims?*</p> <p>Yes</p> <p>No (skip to question 26)</p> <p>25. Please provide further information (e.g. measures for child-centred and gender-sensitive victim and witness support especially in cases that include an online dimension and any key milestones/ dates)</p> <p>26. Please describe any challenges in developing, or plans underway to develop, specialist knowledge and skills for judiciary and prosecutors</p> <p>27. Is there a system to manage and rehabilitate child sex offenders to limit their ability to cause further harm to children?*</p> <p>Yes</p> <p>No (skip to question 29)</p> <p>28. Please select all that apply</p> <p>There is direct supervision of offenders when in custody or prison</p> <p>There is management of offenders in the community after their release from custody or prison</p> <p>There is ongoing collection, analysis and sharing of intelligence relating to offenders, nationally and internationally</p> <p>There is a national sex offender register (as defined by national legislation)</p> <p>There are statutory tools (such as notification requirements and court orders) to help manage offenders in the community</p> <p>29. Please describe any challenges in developing, or plans underway to develop, a system to manage and rehabilitate child sex offenders</p> <p>30. Does law enforcement in your country have access to and use specialist tools and data to carry out investigations of online CSEA?*</p> <p>Yes</p> <p>No (skip to question 32)</p> <p>31. Please provide further information on the specialist tools and data and specify if law enforcement is connected to and uses Interpol's International Child Sexual Exploitation database (ICSE DB). Please also describe any other transnational cooperation.</p> <p>32. Please describe any challenges in developing, or plans underway to improve access and use of, specialist tools and data including specifically to connect to the ICSE DB</p> <p>33. Is there a national child sexual abuse image database in place?*</p> <p>Yes</p> <p>No (skip to question 32)</p> <p>34. Please describe and outline training for officers who have access to the database. If the database is governed by legislation, please specify.</p> <p>35. Please describe if and how any of these initiatives/examples under the Criminal Justice capability can be considered good practice to share with other countries</p> <p>36. Please describe any overall lessons learned (including any gaps and challenges), upcoming plans and/or any recommendations relating to any of these initiatives/ examples under the Criminal Justice capability*</p>	

Section 5: Victims

Model National Response Capability 3 – Victims	
Enablers	Supportive reporting environment Aware and supportive public and professionals, working with and for children
Outcome	Appropriate support services for children and young people
Capabilities	<p>End to end support – Integrated services provided during investigation, prosecution and after-care.</p> <p>Child protection workforce – Trained, coordinated and available to provide victim support.</p> <p>Compensation, remedies and complaints arrangements – Accessible procedures.</p> <p>Child helpline – Victim reporting and support, referrals to services for ongoing assistance.</p>
<p>37. Is an integrated and personal end-to-end plan put in place to support (offline/online) CSEA victims through investigation, legal proceedings and beyond?*</p> <p>Yes No (skip to question 39)</p> <p>38. Please describe the services in place and any key milestones/ dates</p> <p>39. Please describe any challenges in developing, or plans underway to develop, integrated and personal end-to-end plans for victims/survivors</p> <p>40. Is there a specialist workforce trained, coordinated and available to provide support to (offline/online) CSEA victims?*</p> <p>Yes No (skip to question 42)</p> <p>41. Please describe the available workforce including any special capabilities/training/resources for supporting victims of online CSEA</p> <p>42. Please describe any challenges in developing, or plans underway to develop, this specialist workforce</p> <p>43. Are remedies and reparations available for (offline/online) CSEA victims, and their guardians/ caregivers, where relevant?*</p> <p>Yes No (skip to question 45)</p> <p>44. Please select all that apply</p> <p>There are services to aid the recovery of victims including medical, psychological, social care, legal, housing, education and training services</p> <p>There are accessible, fair and transparent compensation arrangements</p> <p>There are accessible advocacy services including support for self-advocacy</p> <p>There is an independent complaints procedure</p> <p>Child-friendly information and advice is available about these services</p> <p>45. Please describe any challenges in developing, or plans underway to develop, remedies and reparations for victims/survivors and guardians/ caregivers where relevant</p> <p>46. Is there a Child Helpline in your country?*</p> <p>Yes No (skip to question 48)</p> <p>47. Please provide further information about the Child Helpline (e.g. managing organization and referral partners, whether the service is free-of-charge, operating 24 hours per day, 7 days a week, languages available, technologies available, training for helpline operators in dealing with cases of child sexual abuse and any specialist content for online abuse, if online CSEA is a category tracked by the helpline)</p> <p>48. Please describe any challenges in developing, or plans underway to develop, the Child Helpline</p> <p>49. Please describe if and how any of these initiatives/examples under the Victim capability can be considered good practice to share with other countries*</p> <p>50. Please describe any overall lessons learned (including gaps and challenges), upcoming plans and/or any recommendations relating to any of these initiatives/ examples under the Victim capability*</p>	

Section 6: Societal

Model National Response Capability 4 – Societal	
Enablers	<p>Aware and supportive public and professionals, working with and for children</p> <p>Sufficient financial and human resources</p>
Outcome	Online CSEA prevented
Capabilities	<p>CSEA hotline – Mechanism for supporting online CSEA content; link to law enforcement and internet service providers.</p> <p>Education programmes – For: children/ young people; parents/carers; teachers; practitioners; faith representatives.</p> <p>Child participation – Children and young people have a voice in the development of policy and practice.</p> <p>Offender support systems: Medical, psychological, self-help, awareness.</p>
<p>51. Is there a dedicated hotline to report online material suspected to be illegal including child sexual abuse material?*</p> <p>Yes</p> <p>No (skip to question 53)</p> <p>52. Please provide further information including whether the hotline is part of the INHOPE international network of hotlines</p> <p>53. Please describe any challenges in developing, or plans underway to develop, the dedicated hotline</p> <p>54. Is there a national education programme to raise awareness of CSEA, offline and online?*</p> <p>Yes</p> <p>No (skip to question 57)</p> <p>55. Who does the programme target? (select all that apply)</p> <p>Children</p> <p>Young people</p> <p>Parents and guardians</p> <p>Practitioners</p> <p>Other</p> <p>56. Please provide further information about the programme (e.g. overview of content and integration into any mainstream curricula such as in schools or pre- or in-service training for practitioners and relevant dates of introduction and implementation)</p> <p>57. Please describe any challenges in developing, or plans underway to develop, the national education programme</p> <p>58. Are children and young people encouraged and enabled to give their ideas and influence the development of CSEA-related policy and practice?*</p> <p>Yes</p> <p>No (skip to question 60)</p> <p>59. Please provide further information</p> <p>60. Please describe any challenges in enabling, or plans underway to enable, child and adolescent participation</p> <p>61. Are there any offender support systems in place?*</p> <p>Yes</p> <p>No (skip to question 63)</p> <p>62. Please select all that apply</p> <p>There are support systems in place for people with a sexual interest in children to prevent them from acting on their interest</p> <p>There are support systems in place for convicted child sex offenders as part of their rehabilitation to prevent reoffending</p> <p>There are support systems in place for young people displaying sexually harmful behaviour</p> <p>There are support systems available for family and friends of child sex offenders</p> <p>63. Please describe any challenges in developing, or plans underway to develop, offender support systems</p> <p>64. Please describe if and how any of these initiatives/examples under the Societal capability can be considered good practice to share with other countries*</p> <p>65. Please describe any overall lessons learned (including gaps and challenges), upcoming plans and/or any recommendations relating to any of these initiatives/examples under the Societal capability*</p>	

Section 7: Industry

Model National Response Capability 5 – Industry	
Enablers	National legal and policy frameworks in accordance with the UNCRC and other international and regional standards
Outcome	Industry engaged in developing solutions to prevent and tackle online CSEA
Capabilities	<p>Takedown procedures – Local removal and blocking of online CSEA content.</p> <p>CSEA reporting – Statutory protections that would allow industry to fully and effectively report online CSEA, including the transmission of content, to law enforcement or another designated agency.</p> <p>Innovative solution development – Industry engagement to help address online CSEA.</p> <p>Corporate social responsibility – Effective child focused programme.</p>
<p>66. Are procedures in place to enable timely removal, or blocking, of child sexual abuse content?*</p> <p>Yes</p> <p>No (skip to question 68)</p>	
<p>67. Please provide further information (e.g. information about the entity that monitors implementation and any international collaboration and agreements)</p>	
<p>68. Please describe the challenges and barriers in ensuring timely removal, or blocking of child sexual abuse content</p>	
<p>69. Please describe ways that government is working with industry to report, block and remove online CSEA</p>	
<p>70. Does government engage industry and proactively encourage innovative solution development and corporate social responsibility to end CSEA?*</p> <p>Yes</p> <p>No (skip to question 72)</p>	
<p>71. Please provide further information about the ways in which government engages industry and encourages innovation solution development and corporate social responsibility to end CSEA</p>	
<p>72. Please describe the challenges or barriers in industry engagement</p>	
<p>73. Please describe if and how any of these initiatives/examples under the Industry capability can be considered good practice to share with other countries*</p>	
<p>74. Please describe any overall lessons learned (including gaps and challenges), upcoming plans and/or any recommendations relating to any of these initiatives/ examples under the Industry capability*</p>	

Section 8: Media and Communications

Model National Response Capability 6 – Media and Communications	
Enablers	Data and evidence on online CSEA
Outcome	Awareness raised among the public, professionals and policy makers
Capabilities	<p>Ethical and informed media reporting – Enable awareness and accurate understanding on the problem.</p> <p>Universal terminology – Guidelines and application.</p>
<p>75. Is the government supporting ethical, informed, and balanced media reporting of CSEA?*</p> <p>Yes</p> <p>No (skip to question 77)</p>	
<p>76. Please describe the way in which the government is supporting (e.g. through guidance, training, regulation, monitoring, etc)</p>	
<p>77. Please describe any challenges in developing, or plans underway to develop, government support for ethical, informed, and balanced media reporting of CSEA</p>	
<p>78. Please describe if and how universally agreed terminology has been debated, discussed, or adopted in your country</p>	
<p>79. Please describe if and how any of these initiatives/examples under the Societal capability can be considered good practice to share with other countries*</p>	
<p>80. Please describe any overall lessons learned (including gaps and challenges), upcoming plans and/or any recommendations relating to any of these initiatives/examples under the Societal capability*</p>	

Section 9: Closing

81. Please add any other comments including any recommendations based on your experience for any future iterations of the Model National Response

Thank you for participating in the survey!

Additional documentation

Please share any relevant supporting documentation. This can include the following:

Policy and Governance

- Terms of Reference for the oversight committee, and any other relevant documentation to demonstrate the work of this committee in the last two years
- Copy of the policy/strategy on online CSEA and any other relevant documentation to demonstrate the impact of the policy/strategy in the last two years
- Copies of recent surveys, reports of relevant government agencies such as annual reports and/or national threat assessments, research and monitoring framework (including outcomes and indicators that are tracked), and evaluations
- Reviews/evaluations of existing legislation
- Reviews/ evaluations of initiatives under the Policy and Governance capability that may be considered good practice

Criminal Justice

- Available data on numbers of investigations and arrests in the last two years
- Available data on numbers of successful prosecutions for cases of online CSEA in the last two years
- Documentation on offender management
- Reviews/ evaluations of initiatives under the Criminal Justice capability that may be considered good practice

Victims

- Documentation on any special measures for supporting victims of online CSEA
- Documentation about remedies and reparations available
- Available data on numbers of calls to the Child Helpline, disaggregated by subject of the call
- Reviews/ evaluations of initiatives under the Victims capability that may be considered good practice

Societal

- Annual reports or other documents which set out numbers and types of reports to hotline and action taken
- Documentation about education programs
- Documentation about child and adolescent participation
- Documentation on offender support systems
- Reviews/ evaluations of initiatives under the Societal capability that may be considered good practice

Industry

- Reports from the lead government agency mandated to lead on industry regulation
- Reviews/ evaluations of initiatives under the Industry capability that may be considered good practice
- Media and Communications
- Review/ evaluations of initiatives under the Media and Communications capability that may be considered good practice



