



Child Sex Tourism

the need for an urgent UK response

Report of the conference hosted by the Michael Sieff Foundation held at Cumberland Lodge February 1996
Chaired by Mrs Ann Winterton, MP



Baroness Faithfull

President, Michael Sieff Foundation

Welcome

On behalf of the Sieff Foundation I welcome you all. Our thanks go to Mrs Sieff not only for organising this conference but for what she has done over the past 10 years in bringing people together to discuss subjects such as this one.

We are grateful to Mr Marshall for the Sexual Offences (Conspiracy and Incitement) Bill which he is taking through Parliament at the moment. This is the first step as it will enable registered organisations to deal with organised child abuse in other countries. The next step is to deal with individuals involved in the abuse and has to be done in the context that every country in the world has a different jurisdiction. I wish you a successful conference.



Anne Badger

Campaign Coordinator, Coalition on Child Prostitution and Tourism

Setting the scene

Child sex tourism is an issue in this country because British nationals and citizens are amongst those who sexually exploit children in other countries. It is now time to take urgent action.

Child sex tourism has to be seen in the context of commercial sexual exploitation of children which is increasingly taking on an international dimension. Activities include child pornography, the trafficking of children across national borders for prostitution, child brides and child sex tourism. Most children involved in child sex tourism are post-pubescent although children as young as three are involved.

This conference report is dedicated to the memory of Lucy Faithfull, our late president, who died shortly after the conference

Topics discussed

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The international dimension of the sexual exploitation of children demands an international response. The campaign 'End Child Prostitution in Asian Tourism' (ECPAT) recognised this at their meeting in Bangkok in June 1994 and, as result, the first 'World Congress against the Commercial Sexual Exploitation of Children' takes place in August 1996 hosted by the Swedish Government.

The governments of all the UN member states are invited to attend this World Congress and to sign a common plan of action. The British Government has been invited to send a delegation but it has not yet been confirmed which Ministers will attend. Non-governmental organisations, the police, the travel and tourism industry will also be represented.

In the lead up to the World Congress, we must ensure that all appropriate action is being taken in Britain. Britain is a 'demand' country for child sex tourism and should take responsibility for the actions of its citizens. ECPAT has shown that the fourth largest group of foreign sex tourists is from Britain. At present, there are four British men on trial for sexual offences against children in South-East Asia and a British GP has just finished serving a sentence for child molestation in Cambodia.

According to UNICEF and ECPAT, more than one million children are commercially sexually exploited in Asia. This is totally unacceptable – and it is also occurring in Africa (e.g. Kenya, Morocco, South Africa), South and Latin

Britain is a 'demand' country for child sex tourism

America (e.g. Cuba, Dominican Republic and Brazil) and Eastern Europe (e.g. Romania, Poland and Estonia).

Although there is local demand in these countries, a major contributory factor in the growth of this exploitation is the increasing number of visitors from Europe, Australasia, Japan and North America. The countries which supply these tourists must take responsibility and act to stop such child abuse. Demand from more affluent consumers can act to 'legitimise' commercial child sex abuse in some countries and increase the profit margins of those involved in procuring and selling the children involved.

Article 34 of the UN Convention on the Rights of the Child, which Britain ratified in 1991, calls on states to 'take all appropriate national, bilateral and multilateral measures to prevent all forms of child sexual abuse'. Twelve other main tourist-sending countries have introduced or modified legislation so that they can prosecute their citizens at home for sexual offences against children committed overseas. Four other countries are currently considering such extraterritorial legislation.

UNICEF, the Council for Europe, the UN Commission on Human Rights and ECPAT all support this legislative action. As a 'demand' country, Britain should follow the example taken in these other countries. If British nationals avoid jurisdiction in the country where an offence takes place, then our laws should ensure they can be tried on their return home.

Child sex tourism is part of the widespread exploitation of children, sexual or otherwise. It comes from complex

social and economic issues – poverty, debt-related problems, the importance of foreign exchange receipts and the subordinate position of children, especially girls, within families and communities. But there would be no child sex tourism without demand from customers. Professor Viti Muntahborn, former UN Special Rapporteur of the Sale and Trafficking of Children, argues that:

'Existing analyses of the causes of this phenomenon (child sex tourism) tend to be too simplistic and focus on the push factors of the supply side such as poverty and debt-related issues, rather than the pull factors of the demand side such as the prevailing values of a consumerist hedenocracy which dominate models of tourism and travel, and which give consumerist priority over human rights.'

Children and young people are being treated as consumer items along with the other commodities on offer in the holiday experience. Child sexual abuse is one of the worst violations of a child's basic human rights – all aspects of a child's development and health are affected.

The Coalition on Child Prostitution and Tourism was formed in March 1994 and will come to an end following the World Congress. The Coalition now represents seven major non-governmental organisations (Anti-Slavery International, CAFOD, Christian Aid, Jubilee Campaign, NSPCC, Save the Children UK and World Vision UK) and is the UK branch of the international ECPAT campaign. It believes that Britain could do more to target the activities of British nationals who travel overseas to sexually abuse children. This conference of representatives from all the key sectors is a welcome step.

■ Child sex tourism is a violation of children's human rights. If we ignore what is happening to the millions of children being commercially sexually exploited today, we are condemning other children to the same abuse tomorrow.



Lesley Roberts

Coordinating Committee, NGO Group on the UN Convention on the Rights of the Child

UN Convention on the Rights of the Child

Sex tourism and the involvement of children is not new but it has increased vastly over the last two decades. The rise is partly due to easier international travel and more liberal sexual attitudes – and the mistaken idea that the younger the prostitute the less the risk of AIDS.

Until 10–15 years ago, there were hardly any non-governmental organisations working in the field in the

developing world; there are still very few and they have limited impact. But over the last ten years, enough information has been gathered to convince us that something should be done – before more children's lives are wrecked by sexual abuse.

A major step forward is the UN Convention on the Rights of the Child, which provides a framework for

The Convention is now the most widely ratified international human rights treaty

principles and policy. It applies internationally, so we can use it to cover child sex tourism – where nationals of one country travel to another to commit a crime.

The Convention is now the most widely ratified international human rights treaty. Since 1989 over 180 countries have agreed to abide by its principles and take measures to implement its provisions. All the major tourist-sending countries, except the USA, and all the countries who have acknowledged problems of sex tourism have ratified the Convention. They are therefore bound to cooperate to enforce its principles.

All ratifying States permit, limit and proscribe the sexual act in various ways. If they are defined by law, the ages for consent, marriage and prostitution vary – usually between 16 and 18 years. The Convention defines the period of childhood:

'A child means every human being below the age of eighteen years.'

The Convention does not give us minimum ages of consent for sexual intercourse, for marriage or for prostitution, but it does give us guiding principles for establishing what these ages should be and the approaches we should take to implement them.

The principles which underline the Convention are non-discrimination, putting the best interests of the child first and consulting children in matters that concern them. These principles mean that a child is seen as a person in their own right, with their own rights and needs, rather than dependent on adults as a member of a household or family. In the Convention the rights of the child are balanced with parental rights and the evolving maturity of the child – physical, mental and emotional.

The Convention has enabled progress to be made in many countries on a range of issues concerning basic rights. These include birth registration, primary school education, juvenile justice, child labour, children involved in armed conflicts (including child soldiers) and female genital mutilation. Its international provisions have enabled progress in areas such as international adoption, refugee children and commercial child sexual exploitation.

The articles specific to child sex tourism are:

Article 34: *States' parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes, States' parties shall in particular take all appropriate national, bilateral and multilateral measures to prevent:*

(a) the inducement or coercion of a child to engage in any unlawful sexual activity;

(b) the exploitative use of children in prostitution or other unlawful sexual practices;

(c) the exploitative use of children in pornographic performances and materials.

and

Article 35: *States' parties shall take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of, or traffic in, children for any purpose or in any form.*

Since the Convention has come into force many countries have reviewed their legislation concerning children's rights. There are new laws in Sri Lanka, The Philippines, Thailand and Brazil. In response to campaigning, France, USA, New Zealand, Australia, Germany and Belgium have introduced specific legislation enabling prosecution of their citizens for child sexual abuse overseas. Many other European countries already have legislation which covers this. Italy, Canada and Ireland are currently reviewing their legislation.

■ **The British Government has agreed to the relevant articles of the Convention, and this is a legally binding commitment. It has taken some measures but more can and should be done.**



WANCHAI Roujanavong

Deputy Director, International Cooperation in Criminal Matters Division, Office of the Attorney General of Thailand, Chairman of the Coalition to Fight against Child Exploitation (FACE)

Fighting child sexual abuse

To protect children we need to prosecute those who commit child sexual abuse offences abroad. We can do this by extraterritorial legislation and international mutual legal assistance. This means an offender can be punished no matter where the offence takes place.

What is Thailand doing?

Thailand is a developing country with unequal distribution of wealth. The two main factors that push women and children into the commercial sex business are poverty and unhappy homes. Social values have deteriorated and materialism and consumerism increasingly influence

people's lives. Illegal prostitution businesses earn huge profits and they are not efficiently suppressed because the law is not being properly enforced and there are many loopholes in outdated laws. Tourism is now an important industry but it has increased demand for prostitutes and has brought many new problems to Thailand.

All these factors combine to bring more women and children into commercial sex businesses in various forms. The National Commission on Women's Affairs of Thailand estimates that there are about 150,000 to 200,000 prostitutes, of which 15 to 20 per cent are children under the age of 18.

Over the last ten years, Thailand has become aware of how serious the situation is. There are now more non-governmental organisations working in this field and they have expanded their activities. Three years ago the former Prime Minister, Chuan Leekpai, declared that his government's priority was to eliminate child sexual abuse, child prostitution and forced prostitution. The policy has been reaffirmed by the present government and is getting results.

Premises that provide children under 18 for commercial sex have been raided and the police responsible for the locality strictly punished. A task force has been set up to suppress the commercial sex business, child sexual abuse and prostitution. A Child Rights Protection Division has been set up within the Office of the Attorney General to

One problem is the damaging effects of repeated recall of a painful event by a child victim

help child victims and to monitor cases of child sexual abuse. And non-governmental organisations and government agencies are working together to protect children.

The present law defines sexual acts, even with the child's consent, as rape or molestation if the child is not over 15 (or under 16). Sexual intercourse with a girl not over 15 is punishable by imprisonment of 4–20 years and if the girl is not over 13 (or under 14), the sentence is 7–20 years. For an indecent act on a child (boy or girl) not over 15, the sentence is up to 10 years. A person who procures a girl is liable to a sentence of 3–15 years or 5–20 years, depending on her age. If the procurer uses force on a girl to have sex with another, the sentence is 10 to 20 years.

Parliament is discussing two bills to amend the Prostitution Suppression Act of 1960 and the Women and Children Trafficking Act of 1926. The amendments would increase the penalties and create many new offences. Any man involved in sexual activity with a child under 18 would be punished and parents who sell a child for prostitution would be harshly punished and may lose

custody of their child.

The bill has been drafted to amend the law to make it easier to prosecute such offences. One problem is the damaging effects of repeated recall of a painful event by a child victim. The proposed change to the law would mean that the court could accept a video-taped statement from a child as solid evidence. The video could be made during the police investigation, and to add reliability the child's statement would be made in front of a psychiatrist or social worker and a prosecutor. To protect the child and yet allow cross-examination after seeing the video statement, it

Another problem is when a case may not come to court for many months

would become possible for the child to be in a room linked to the court by video. A psychiatrist or social worker who has the child's confidence would be in front of the camera and would relay any questions from the prosecutor or defence lawyer to the child, rephrasing them if necessary.

Another problem is when a case may not come to court for many months. The child or its family is vulnerable to bribery or intimidation to run away during this period, and a homeless child may be difficult to locate. The amendment would make it possible, in such cases, to take testimony from the child soon after the offender is arrested. The child would be available for cross-examination at this time and would not then be needed in court.

Extraterritorial legislation

In the past, most legislation was to prosecute and punish an offender in the country where the offence was committed. Most countries did not extradite their own nationals to face trial in another country and could not prosecute an offender for a crime committed outside their jurisdiction. As a result, many child sex crimes went unpunished.

This is now changing and countries are amending their criminal law to include extraterritorial legislation for child sex offences – including Norway, Sweden, Denmark, France, Germany, USA, Australia and New Zealand. This type of legislation makes the offenders realise that they risk being prosecuted within the limitation of the offences no matter where they are.

Extraterritorial legislation is not new but most has been tailored to prosecute those involved in narcotic trafficking and serious crimes other than child sexual abuse. The legislation is being extended to cover child sexual abuse as we become more aware of the size of the problem and of our global responsibility to put an end to it.

At present Thailand has an extraterritorial law which covers rape in another country. We are now considering amending this law to cover all serious sexual offences.

Mutual legal assistance

To use extraterritorial laws successfully to prosecute an offender in his home country, evidence is needed to prove the offender's guilt. Most of the evidence will be in the country where the crime was committed. The most important testimony is that of the victimised child but the child's age must also be verified.

A treaty on mutual legal assistance with another country will make it much easier to obtain evidence from that country. If there is no treaty between two countries, they have to rely on their domestic law and good diplomatic relations. Thailand and Britain have signed a treaty on 'Mutual Assistance in Criminal Matters'. Thailand also has mutual assistance agreements with Canada and the USA.

Thailand also helps countries that have not signed an agreement, although cooperation is easier and faster when an agreement is in place. A Swedish national who had been arrested for child molestation was released on bail and left Thailand. Using extraterritorial law, he was investigated, prosecuted and convicted in Sweden. The Swedish prosecutor took statements from a witness in Thailand with the cooperation of the Office of the Attorney General of Thailand.

■ **The treaty on mutual assistance between Thailand and Britain is one step in helping to protect children in Thailand by deterring potential paedophiles. The next step is for the British Government to pass the bill on extraterritorial legislation. Further protection will come when more governments introduce such legislation.**



Ian Reynolds

Chief Executive, Association of British Travel Agents

What the travel industry is doing

I was alarmed and ashamed to learn from ECPAT that Britain was found to be the fourth largest contributor of sex tourists in Asia where around one million children are involved in prostitution. Members of ABTA share revulsion of those who travel to poorer countries specifically to abuse children. Nevertheless, it is a sickening reality that we must face and, in the Association's view, one which calls for both government and industry support.

The Association

ABTA was formed in 1950 and now represents about 600 tour operators and 2300 travel agents – well over 90 per cent of travel bookings. It acts both as a trade association, advancing the interests of members, and as a regulator, protecting the interests of consumers.

We are probably best known for our scheme of financial

protection, but we also enforce codes of conduct. Last year several members were removed for serious breaches of the code and £100,000 was received in fines for lesser offences. We also take action against any member who adversely affects the reputation of the association and its members. So we would remove any member engaged in organising tours involving the sexual exploitation of children.

We have a tradition of social responsibility. For example, the ABTA benevolent fund is a well established charity for those from the trade in need of financial assistance. Recently, we signed a memorandum of understanding with Customs and Excise to assist them combat drug smuggling.

Amongst our concerns is the sexual exploitation of children by those who travel overseas. Tourism is the world's fastest growing industry and the number of Britons travelling overseas, whether on business or leisure, is

Only legislative reform will lead the way

steadily increasing. Last year there were over 40 million trips overseas and around 14 million people took an overseas package holiday. At the same time, the choice of holiday destination on offer widened even further. While this widening of choice is to be welcomed, we are aware that some use it for sinister purposes.

What ABTA is doing

Over the past two years, ABTA has developed a relationship with the Coalition on Child Prostitution and Tourism which has enabled ABTA members to support the Coalition's fight against child prostitution. ABTA News reaches over 7000 members and has carried two feature articles on the issues of child prostitution. We were able to help the Coalition secure a stand at the World Travel Market last year, where there was considerable interest in its work. We were also able to help the Coalition carry out a pilot study of the views of ABTA members on combating child prostitution. There has been a desire from members to support the work of the Coalition and this includes supporting the introduction of legislation to enable those who abuse children overseas to be prosecuted here in Britain.

In August last year, ABTA wrote to the Home Secretary urging the Government to support the Sexual Offences (Amendment) Bill proposed by Lord Hylton, which would give British courts extraterritorial jurisdiction to try sexual offences against children committed overseas. Our members thought such legislation would send a simple, clear message to paedophiles and sex tourists that 'there is no escape from prosecution'.

The Home Secretary replied that the Government thought it best to concentrate its efforts on effecting the

extradition of child offenders from Britain, but that it would follow closely the trial in Sweden of a man charged with abusing a 13-year-old boy in Thailand. This case was successfully brought in Stockholm last June and the offender prosecuted. I hope the Government will now take a fresh look at Lord Hylton's bill.

What else can ABTA do?

As Britain's leading trade body, this question is often asked of us. How can travel agents and tour operators help? The problem is that those who abuse children overseas mostly travel independently. This is why the Government's legislation to prosecute those who incite or conspire to organise sex tours is, in ABTA's view, insufficient. Our members believe that extraterritorial jurisdiction is essential if paedophiles and sex tourists are to be successfully stopped. Extradition is a limited power and offenders may abuse children in more than one country. To effect the extradition of a British national to each different country would be impractical and, where no extradition arrangements exist, it would be impossible.

We accept that there may be legal obstacles in securing testimonies and admitting evidence, but the value of having such legislation on the statute book is enormous. It would not only act as a deterrent but also show Britain's commitment to ending child prostitution overseas.

ABTA members are willing to distribute information to customers telling them about changes in the law affecting those who abuse children overseas. This could help raise awareness of the problem, as well as the penalties facing those who offend. It is understandable that travel agents are reluctant to hand out material that may discourage clients from travelling to certain destinations and they would feel much more able to lend their support if there was clear government commitment to combat child prostitution. Commitment is also required from overseas governments who must have the political will to end child prostitution and provide the financial and human resources to tackle the problem at local level.

The next step

ABTA will continue to support the Coalition's attempts to achieve extraterritorial jurisdiction. We are also keen to explore other ways that our members may be able to help combat child prostitution and will shortly be looking at:

- incorporating information on child prostitution and sex tourism in staff training courses
- ways in which ABTA could work with other trade associations to establish a code of conduct or memorandum of understanding covering this issue
- how our pilot study could be extended to solicit the views of all our members on how we as an industry can help end child prostitution overseas.

As we understand it, our members believe that only

legislative reform will lead the way and that extraterritorial jurisdiction is now overdue.

■ In *ABTA News*, Anne Badger, Campaign Coordinator for the Coalition wrote: 'Child sex tourism has a negative impact on tourism in those countries where it occurs and casts aspersions on the integrity of foreign tourists and the tourism industry.' I agree and I am pleased that ABTA is able to play a part in fighting this evil trade in child prostitution. I hope that 1996 will be the year that the Government decides to listen to our concerns and that we will soon be able to send a clear message to paedophiles and sex tourists that their behaviour cannot and will not be tolerated a moment longer!



**Julia O'Connell Davidson and
Jacqueline Sanchez Taylor**

Department of Sociology, University of Leicester

The sex tourist: an insight through research

Not all child prostitutes in poor countries follow popular stereotypes. They are not all enslaved in brothels nor are they all prepubertal. The forms of prostitution range from paedophilia to liaisons that seem to include affection.

In our study of child sexual exploitation by tourists, we have interviewed more than 130 sex tourists in South-East Asia, the Caribbean and Latin America and observed many more. We have also interviewed child and adult prostitutes, pimps and brothel keepers. Our findings suggest that the situation is far more disturbing than the stereotypes imply. They show that there is no clear line between an 'ordinary' sex tourist and one who exploits children.

Forms of child prostitution

There are two points to note about child prostitution in poorer countries. First, because most child prostitutes are postpubertal, most clients are not technically paedophiles. Second, the social organisation of both child and adult prostitutes varies enormously in the countries which host sex tourists. Some are directly coerced into brothel prostitution where they endure conditions of virtual slavery, but many prostitute themselves independently.

There is no clear line between an 'ordinary' sex tourist and one who exploits children

Sex tourists can have sexual access to children in these exploited countries in a number of ways. They need not go into a brothel or a 'tacky' Go-Go bar. Often, most child

prostitution takes place on beaches and in parks, ordinary tourist bars and hotels. Also, especially in these informal settings, the prostitute–client exchange is usually very different to that which takes place in Europe. Women and children generally sell from 18 hours to two weeks full access to their persons, and perform the kind of acts that in the West are taken to signify affection. This makes it possible for a sex tourist to tell himself that the girl is not really a prostitute, and thus that he himself is not really a punter.

So the media stereotypes of child prostitutes and their exploiters tell only half the story. Some child prostitutes are only six years old and some are kidnapped or debt-bonded

They can sexually exploit adults and children, yet think of themselves as a 'good guys'

and enslaved in brothels. And there are men who abuse such children for sexual and psychological pleasure. But many children prostitute themselves independently when they have no other way of supporting themselves or their dependents. And many men sexually abuse such children without acknowledging that they are using a prostitute, let alone admitting to themselves that they are exploiting a child prostitute.

Because of this range in child prostitution, child sexual exploitation by tourists can only be understood in the context of sexual tourism as a whole.

Sex tourists

There are many types of people who are sex tourists. They range from 18 to 80 years old and are mostly men, but there are some women. They include manual workers, clerical workers, managers, professionals and the self-employed. They may be heterosexual or homosexual. And only a few British sex tourists take organised sex holidays. Most are either independent travellers or on ordinary package holidays. Others are on business trips or working abroad.

They have different sexual interests. There are paedophiles who travel to particular destinations to pursue their sexual interests more cheaply, easily and safely. But most are men who want multiple, anonymous sexual encounters with post-pubescent teenagers and women in their early twenties. Other sex tourists want a 'romantic' relationship with a smaller number of girls and/or women, and without acknowledging its economic basis. Alongside and often overlapping these groups, are men with specific 'racialised' sexual fantasies. They travel for cheap, easy and safe sexual access to Oriental, Asian, black or Latin women, men and/or children.

We have observed many sex tourists, of all different types, with child prostitutes as young as 13–15 years old.

Talking to such men, it is clear that most are not strictly 'paedophiles'. So why do they want to have sex with children?

To understand this it is necessary to recognise two things. First, sex tourists believe that they have some kind of 'natural' sex drive, with an irresistible biological compulsion to have sex with any 'beautiful' female they see. So they want easy sexual access to large numbers of women and girls. As one habitual sex tourist to Thailand put it:

'[in Thailand] any time, day or night, you can have anyone you want within seconds. You feel so powerful – you feel you're in control of your sex life.'

Second, postpubertal girls often conform to Western ideals of feminine beauty and the sex tourist generally has a taste for a particular physical 'type', rather than a specific sexual interest in children. A 37-year-old market trader from Fulham said of his 'girlfriend', who was 15 years old when he first met her:

'In England, the girls I fancy never fancy me, and the ones that do – I don't fancy. They tend to be fatter and older. But here, really beautiful girls fancy me ...'

In our society there are many men who think they have a biological need for penetrative sex with the females they find attractive – and female sexual charms are equated with youth. What marks sex tourists off from other men is that they break the taboos on having sex with young girls.

Few sex tourists would choose to use, say, a 14-year-old homeless junkie prostitute at Kings Cross. Yet feel they feel able to do so in South-East Asia and Latin America.

Cognitive distortions and sexual offending

From extensive research with men who sexually abuse children in Britain, one researcher concluded that:

'Distortion of attitude and belief, whereby children are portrayed as being in some way responsible for their own abuse, and that they are not harmed by sexual contact with adults and are able to consent to or gain benefit from such encounters, is one of the most common characteristics exhibited by child sexual abusers.' (Beckett, 1994)

Sex tourists show these kinds of distortions in relation to both the adult and child prostitutes they exploit.

The sex tourist tells himself that the women or children he abuses are responsible for their own abuse. The sex tourist ignores the fact that most of the children and women he abuses face a choice of prostitution or

starvation, and tells himself that prostitution is widespread because it is 'their way of life'. He tells himself that as the girls and boys approach him first, he does not seduce them and so they are responsible for their own abuse. As one man said of a 13-year-old he had sex with:

'She was expecting something, and it wasn't a lollipop.'

Sex tourists buy into sexualised racism and tell themselves that the women and children are not harmed by sexual contact with them. All the sex tourists we interviewed describe the cultures they visit as more sexually 'open', 'natural' and 'free' than Western culture. This allows them to delude themselves about the meanings attached to sexual behaviour in these countries.

For example, they may think that the way six-year-olds dance proves that they are more sexual than Western children, that girls in these countries are sexually experienced by age 14, that there is no stigma to prostitution and it is part of the 'way of life'. They may also distort the prevalence of incest and/or child prostitution in the host countries. Regular sex tourists and 'sexpatriates' tell themselves that the harm from adult-child sexual contact has already been inflicted by someone else, and that their own acts of abuse are not, therefore, the real crime. To quote a particularly repellent sex tourist in the Caribbean:

'Sex is a natural thing here. Everyone's at it, fathers do it with their daughters, brothers do it with their sisters, they don't care. They'll do it with anyone, they don't care who it is or how old they are. They're like animals. By the time a girl is 10 years old, she's had more experience than an American or Irish woman will have in her whole life. Girls learn it's the way to keep a man happy – it's a natural way to please men.'

Sex tourists construct a fiction in which the children and women they exploit both consent to and benefit from sexual contact with tourists. Their belief in white supremacy convinces them that all black and Asian people find them irresistibly attractive. So sex tourists who abuse debt-bonded children in brothels can tell themselves that it is better for the child to be abused by a nice, white tourist than by one of 'their own kind'. The fact that women and children desperately need money is taken as evidence that they both consent to and benefit from sexual contact with tourists. This is true of all different types of sex tourist. Large numbers of British men take annual or biannual trips to these poorer countries and say:

'If we stopped coming out here, I hate to think what would happen to these girls'

Not all sex tourists will admit to themselves that they are

buying the service of a prostitute. Some can only get sexual and psychological satisfaction from a woman or child's body if they tell themselves that they have a genuine and reciprocal sexual-emotional relationship. Informal prostitution fits in with this distortion. The polite process of pick up can be interpreted as mutual attraction, and when the woman or girl later confides her desperate need for cash, the man can look at the act of giving money as a gesture of compassion.

So because of the way prostitution is organised in these countries, combined with the economic desperation of sex workers, these men can pay for sex without having to see themselves as morally reprehensible or responsible. They can sexually exploit adults and children, yet think of themselves as a 'good guys' – both irresistibly charming and generous.

■ In the light of these attitudes and situations, any campaign to end child sexual exploitation must also be a campaign against racism, against sexism and, above all, against poverty and the massive inequalities of wealth and resources between the economically developed and underdeveloped nations.

Reference

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DISCUSSION SESSION

■ Homosexual paedophiles abroad ■

D.I. Bob McLachlan *Specialist Crime Operations, New Scotland Yard*

Dr Davidson, in your excellent presentation you focus on issues involving young girls. Most of the men that we come into contact with in the UK are homosexual paedophiles. Did you interview such men and, if so, did they exhibit the same cognitive distorted characters that you mentioned?

Dr Julia O'Connell Davidson *Department of Sociology, University of Leicester*

We've interviewed very few homosexual men. Most sex tourists are heterosexual men who are interested in young girls and it is harder to get interviews with homosexual men. The few homosexual men that we have spoken to seem to fit that pattern but we haven't interviewed enough.

■ Regulating the tourist industry ■

Dr Heather Montgomery *Social Anthropologist, Trinity College, Cambridge*

I am a social anthropologist and have worked with child prostitutes. I would like to know from ABTA why tours are organised

to places like Pattaya. The beach is polluted and the brochures have explicit hints about what's going on. Even respectable brochures use words like 'this hotel is not a family hotel, single women might be happier elsewhere'.

Alex Woolfall *Press Relations Officer, ABTA*

It's difficult to take action when brochures use ambiguous language, such as 'throbbing nightlife'. We recently did take action against one of our members whose tour brochure had photographs which were clearly aimed at sex tourists.

More and more innocent people want to travel to new destinations and one of the many places featured in Far Eastern brochures is Pattaya. If tour operators didn't produce brochures to destinations where there was prostitution, then even Amsterdam and Paris would be out. We need to identify the offenders who are using child prostitutes, and there must be legislation in place so that they can be prosecuted. It's not enough to just stop people going to a destination.

Wanchai Roujanavong *Deputy Director, International Cooperation in Criminal Matters Division, Office of the Attorney General of Thailand, Chairman of the Coalition to Fight against Child Exploitation (FACE)*

Pattaya is less popular with ordinary people now – they are being driven away by the moral pollution. It's mostly sex tourists and curious people, and I don't think it will survive just by sex tourism. It could become a lovely place again although the transition would be difficult.

Anne Badger *Campaign Coordinator, Coalition on Child Prostitution and Tourism*

We are putting together a working party with key people from the tourism industry and people from non-governmental organisations to look at developing a code of conduct. I hope that will help to address this issue.

Larry Hesse *Travel Consultant, Travel-Related Services*

I have a few points. First, it might be possible to lobby the EC to make rules about how brochures should look. Second, there are many tourism training courses, not just ABTA ones, and these should educate students about sex tourism. Finally, I think it would be helpful if governments recognised travel and tourism as a single industry. Hotels, airlines and cruise liners are thought of as transport, and travel agents are looked on as retail. Proper recognition as an industry would make it easier to monitor and control.

Alex Woolfall

The package travel regulations, which came into force into the UK in 1992, do have a provision regarding statements made in brochures. ABTA has a code of conduct and it clearly states how we expect copy in brochures to be written. We would like to add a provision whereby hoteliers who have allowed child prostitution to take place on their premises would no longer be used by the tour operator. But even if you stop copy being salacious in a brochure or make it more difficult for people to go to the destinations, it still won't stop them going. The only way you will stop paedophiles and sex tourists will be when they realise that even when they get back to the UK they can still be prosecuted.

Brian Donnelly JP *Head, Voluntary Organisations' Consultancy Service*

I suggest that brochures could carry a warning. If you are travelling to Singapore on Singapore Airlines you get a piece of paper

saying if you are in possession of drugs it is a capital offence. There is no reason why something similar can't be done by tour operators or airlines.

Alex Woolfall

Our members would be delighted to use a leaflet which makes people aware of a potential problem and outlines the law. The Australian Federation of Travel Agents have produced a leaflet which is entitled 'Child Sex Tourism and the Law' and they give it to customers who book holidays to certain destinations.

Comment from the floor

Tour operators who incite people to break the law in a foreign country should be prosecuted.

Ann Winterton *Chair*

I have just been given a leaflet called 'Sex with Children is a Crime' which is given out by the National Commission on Women's Affairs in Bangkok to all incoming tourists. This shows that the Thai Government is very aware of the issues and is trying in many different ways to do something about them.

■ Economic pressures and the need for education ■

Barbara Lawes *Grants and Projects Officer, The Mother's Union*

Our members work in many countries, but not Thailand, where child sex tourism and sexual exploitation of women and girls is very common. The issue I'd like to see addressed is the economic necessity of prostitution for girls. I'd like to see more money going into training so that children have greater opportunities.

Denise Ritchie *Barrister and Solicitor, Buddle Findlay Solicitors, Chairperson, ECPAT NZ Inc, Auckland, New Zealand*

We recently received a grant in New Zealand from Save the Children Fund on the basis that we would use half of it towards funding a programme in Thailand. We also have an exchange programme from the social work department in New Zealand to help train social workers in other countries. There are quite a few options that could be explored in terms of assisting local people to train. But one of the key areas is for countries to raise the age for compulsory education.

Lesley Roberts *Coordinating Committee, NGO Group on the UN Convention on the Rights of the Child*

The UN Convention on the Rights of the Child is wide-ranging and includes education and discrimination. Many of the countries that we are talking about today have begun to make changes and some have national coalitions which cover many different organisations. They can then work on a range of things. The whole area of registration of births and marriages is very important to combat discrimination against girls. But in the Thailand, for instance, many of the girls in the worst situations don't have papers, so there is a lot to be done.

Wanchai Roujanavong

We are doing what we can. We have a programme to encourage children to continue with their study by providing loans free of interest. We have raised the compulsory level of education and we are promoting investment in the north and south to create jobs. We cannot solve the problem overnight with our limited resources. If we get aid from other countries it will speed up the process.

Dr Eileen Vizard

I'm a child psychiatrist and I work with convicted and non-convicted paedophiles and child abusers. We have heard about attitudes of distortion and strategies which are mostly focused on girls. I don't want us to lose sight of the fact that there is a small subgroup of classic abusers who specifically target boys.

■ Extradition ■

Question from the floor

I wanted to ask Mr Wanchai if he has any successful experience with extradition.

Wanchai Roujanavong

We do prefer to prosecute in our jurisdiction. But some countries cannot extradite or don't want to extradite, particularly when they are unsure about the standard of justice in another country. So we need an alternative for when extradition doesn't happen.

Anne Badger

We should be looking at each case individually and ideally the person should be prosecuted in the country concerned. If they have already left the country, extradition might be a possibility. If it's not possible or is going to be very lengthy or involve lots of different countries then we need extraterritorial legislation.

Lee Hughes *Principal, Criminal Policy Department, The Home Office*

I just want to make two comments. First, it is actually possible to extradite people even if there is no extradition treaty. Second, there is a danger from a conspiracy of silence among tour operators and child molesters.



Bob McLachlan

Detective Inspector, Metropolitan Police Organised Crime Group, Paedophilia Unit, New Scotland Yard

Paedophiles – a police perspective

The law should be as much about prevention as detection, as should the activity to enforce it. To do this we need to understand the methods and behaviour patterns of abusers. There is much still unknown about the motives and methods of those who abuse children. We are continually seeking new opportunities to identify offenders and investigate their crimes against children. There have been tremendous positive leaps forward in the way that children's evidence is both obtained for and presented in our courts of law and we want to go on developing more effective ways of protecting children.

Child sex offences can and do take place through situational opportunity, and such offences are as serious and as damaging as any other form of child sexual abuse. However, when the opportunity is removed, so is the situational offender. In contrast, a preferential child abuser

will not be swayed from his focused objective by lack of opportunity.

Preferential child abusers are the persons most likely to be the subject of investigation by my unit. We now know more about this type – from research carried out by my unit, together with information from the National Centre for Missing and Exploited Children in the USA and the Behavioural Science Unit of the FBI.

What do we mean by the terms 'child abuser' and 'paedophile'? I consider child abuser to mean anyone who engages in any illegal sexual activity involving children, whereas the term paedophile refers to someone whose preferred route to sexual excitement is by actual or fantasised sex with pre-pubertal children. The paedophiles' sexual fantasies and erotic imagery focus on children and

We need to understand the methods and behaviour patterns of abusers

one type of paedophile – the preferential child abuser – seeks out children to sexually abuse.

So although the terms child abuser and paedophile are often used to mean the same thing, this is not necessarily so. And for an investigating officer to identify and trace intelligence and evidence in these types of crime, he needs to understand the types of behaviour patterns and the different kinds of child abuse.

Preferential child abusers have a definite sexual preference for children. They have sex with children not because of some situational stress or insecurity but because they are sexually attracted to and prefer children. Their behaviour is highly predictable and they have the potential to abuse large numbers of victims. They have a need for frequent and repeated sex with children and show three main behaviour patterns.

Seducer

The first is the seduction pattern. The offender engages children in sexual activity by courting them with attention, affection and gifts. He may first persuade the parents to allow access on the basis that he is a nice neighbour or reliable person wanting to help. He will then seduce the children over a period of time, gradually lowering their sexual inhibitions.

Most paedophiles prefer children of a certain sex in a certain age range. The older the age preference of the paedophile, the more exclusive their gender preference. A paedophile may identify a child he wants to sexually abuse but who is not yet at the preferred age – the seduction can then be over a number of years. The seducer will not rush things. They wait until the victim reaches the point where they allow sex in return for the attention, affection and

other benefits they receive from the offender.

Many of these offenders are simultaneously involved with multiple victims. What makes them so successful is their ability to identify with children. They know how to talk to them, but more importantly, they know how to listen to them. Their adult status and authority is also important in the seduction. They often target children who are victims of emotional or physical neglect. And they are likely to use threats, blackmail and physical violence to avoid identification and disclosure.

Introvert

The second major behaviour pattern is the introverted offender who has a preference for children but lacks the interpersonal skills necessary to seduce them. He typically engages in a minimal amount of verbal communication with his victims and usually abuses strangers or very young children. He is more likely to hang around playgrounds and other areas where children congregate and where he can watch them.

Sadist

The third major behaviour pattern is the sadistic offender. He has a sexual preference for children but, in order to be aroused or gratified, must inflict pain or suffering on the child victim. He is a highly dangerous individual who will typically use force to gain access to a victim, and is more likely than any other preferential child abuser to abduct and murder his victims. Some seduction abusers have become sadistic abusers, but it is not known whether the sadistic needs developed late or were latent. Fortunately, there do not appear to be many sadistic offenders.

Fantatising

What about paedophiles who only fantasise about sexually abusing children? Fantasising is not a criminal offence, but is as much a real and possible danger to children in our society. This is because many paedophiles collect material involving actual sexual abuse of children. Such material can only be produced through child exploitation and so the collector is responsible for the occurrence of the sexual abuse he is watching. If paedophiles did not exist there would be very little child pornography.

A paedophile will save this material (photograph, film, video cassette or computer images) and it becomes their most cherished of possessions, because the collection represents their sexual fantasies. Thankfully legislation is in place to deal with the British producer, distributor, advertiser or possessor of indecent photographs of children.

Some paedophiles only collect and fantasise about the material without acting out their fantasies, but for many the arousal and fantasy fuelled by the material is a prelude to sexual activity with children. Child pornography is also used in other ways by paedophiles. It is used with potential

victims to accustom them to the idea of sex between children and children, or adults and children. It is also used by the abuser to validate his behaviour and distorted thinking processes.

We are now finding more instances where offenders have recorded their abuse of children on video or photographs for these purposes. The content of such videos or photographs is evidence of the crime irrespective of where it has taken place. The offences identified as a result of discovery of such evidence range from indecent assaults to rape – undeniable evidence of some offences which attract life imprisonment. If the evidence is of offences committed abroad by British nationals, the evidence can be submitted to the country where the recorded offences were committed, but only if the country can be identified through examination of the evidence. If the country cannot be identified and the offences were not committed in Britain, the offender cannot be prosecuted for those offences. We can only prosecute for importing or possessing indecent photographs.

Profile of offenders

Most offenders fit into many of the following categories. They are typically male, over 25, single, never married, live alone or with parents and have limited involvement with adults in a relationship. Those who are married have a 'special relationship' with low sexual expectations. They have an excessive interest in children with many young friends and associates. They have an age and gender preference, and some have access to children.

They create opportunities to gain access to children. Other than simply hanging around places where children congregate, they will assume the role of 'nice man' in the area – one who likes to entertain or look after children after school or take them away on day or weekend trips. They may seek employment where they will be in contact with children or where they can eventually specialise in dealing with children. They will become involved in activities with children, often excluding other adults.

They may also travel to places where access is easier because there is less risk of prosecution for offences against children. Paedophiles are often highly intelligent, well educated and financially and socially established.

■ It is impossible to calculate how many paedophiles there are and it is easy for people to become obsessive and start to distrust everyone. The problem is real but does not need to be exaggerated. The most effective way of combating this crime is through awareness and acknowledgement that society cannot and should not put the responsibility on the shoulders of the child victims of paedophiles to tell us about their suffering.

A video tape was then presented by Ray Wyre of the Faithfull Foundation in which a confessed child sex abuser was interviewed. When the man was asked whether he would risk sexually abusing children abroad if he could be prosecuted in this country he replied that he certainly would not.



The need for an urgent British response

The campaign 'End Child Prostitution in Asian Tourism' (ECPAT) is a response to awareness of the massive sexual abuse of children in developing countries which rely on tourism as a source of foreign earnings. This occurs in countries in Asia, Central and Latin America, Eastern Europe and Africa so the campaign is now worldwide. It is directed towards the first international World Congress on the Commercial Sexual Exploitation of Children, taking place in Stockholm in August.

ECPAT has concentrated on increasing public awareness and on researching the problem of child sexual exploitation, but has also been aware of the role of laws and law enforcement in protecting children. In too many countries the legal machinery fails to cope with the abuse of the nation's children: laws are not adequate, or if they are adequate, they are inadequately enforced. In each country in which ECPAT has a group, therefore, a major part of that group's work is to seek to improve the legislation and its enforcement.

Nor is commercial sexual exploitation of children just a local problem in any one jurisdiction; there are international ramifications. Children are trafficked across frontiers, children are abused by non-nationals, offenders may be arrested in one jurisdiction and escape to another, offenders transport child pornography across frontiers or convey it internationally via computer networks. ECPAT has therefore been working closely with Interpol, and in particular with the Standing Working Party on Offences

Children will continue to be exploited unless the law can be enforced

against Minors. It has also been working with other intergovernmental organisations and with international non-governmental organisations. It is encouraging that governments, non-governmental organisations and intergovernmental organisations are now working together to combat such an extensive problem.

Current laws

The need to make changes at national level is different in each country. In developed countries, police and customs forces often have specialised units to investigate or prosecute sexual crimes against children, such as the Paedophilia Unit at New Scotland Yard or the New Zealand Customs special enforcement programme called the Customs Child Pornography Project. The laws in such

countries would usually be adequate to cover any child abuse case, and special units just need to increase the effectiveness of enforcement.

In less developed countries, there are some special child protection units, such as the Task Force against Child Abuse of the Department of Justice in the Philippines, which was set up to prosecute cases of child abuse. But it is difficult to make such projects effective when they lack

States have recognised duties and responsibilities towards all children, no matter where they are

financial resources, have no training or equipment, and operate in a society where delays are endemic and corruption is rife.

The law for the protection of children in the Philippines is quite advanced, but the power to enforce it is minimal. Brazil also has an advanced law dealing with the rights of children and adolescents, but the abuse of children is widespread, with the police force among some of the greatest abusers. In some countries, the age of consent is distressingly low. In Sri Lanka the age of consent was recently raised from 12 to 16 and yet a man who rapes a girl of over 12 and under 16 would not be guilty of an offence if she is his wife.

With the best laws in the world, children will continue to be exploited unless the law can be enforced. Local ECPAT groups have therefore campaigned for both improvements in legislation and better law enforcement.

New laws

In countries where travel to developing countries is large, ECPAT has focused on the introduction of legislation to enable prosecution at home for child sexual crimes abroad. Some countries already had such laws, and they have been encouraged to use them. For example, a Scandinavian law which had been mainly used for economic and narcotic offences was used in Sweden last year to convict a Swedish national of sexual offences against a Thai child. In Germany, nationals could be prosecuted for an offence committed abroad, but only if it was an offence in both countries. The law was amended in 1993 to allow prosecutions for child sexual offences, even if the offence is not an offence in the jurisdiction in which it was committed. France made a similar change to its law in 1994. Comprehensive legislation was passed in Australia in 1994 and in New Zealand in 1995. Similar legislation is being considered in Canada, Italy and Ireland.

The move towards such changes has been supported by the widespread ratification of the 1989 UN Convention on the Rights of the Child. In Europe, since 1991, there has been further support under Recommendation R(91)11

from the Council of Europe. It refers to the UN Convention on the Rights of the Child, and recommends the introduction and implementation of measures to reduce child sexual abuse – including extraterritorial jurisdiction. My reading of the Convention is that states have recognised duties and responsibilities towards all children, no matter where they are, and they may have to adjust their justice systems to fulfil those duties. The responsibility is to all children; the carrying into effect is limited by jurisdiction.

There is no suggestion that extraterritorial legislation is the only answer to the problem, or that it is a perfect solution. Quite the contrary. The ideal is for a child sex offender to be prosecuted in the jurisdiction in which the offence has been committed, and dealt with under the laws prevailing in that jurisdiction. It is only if such an offender evades that process that his own country should take action against him.

Enforcement

Once laws are in place, they need to be enforced. For this, cooperation between disciplines and between law enforcement agencies is vital. For example, cooperation between police forces and customs officials within national jurisdictions can increase the detection and successful prosecution of child sex offenders. On an international scale, such cooperation is gradually developing, and new opportunities are being understood and explored. Through Interpol and through bilateral contacts, police officers can exchange or share information about the movement of paedophiles, missing children, records of convictions etc. Customs officers inform their colleagues abroad about seizures of material where there is a link to another jurisdiction. Whole networks of paedophiles have been detected through such cooperation. Police officers and customs officials involve each other in the follow-up of criminal investigations and special units with combined expertise are being established.

Mutual assistance treaties are being developed – but much can be done without such treaties. The law in Thailand provides for legal assistance to a requesting state on a reciprocal basis, without any treaty. In Germany, mutual assistance in criminal matters with states outside Europe takes place without a treaty. The European Convention on Mutual Assistance in Criminal Matters of 1959 obliges ratifying states to give mutual legal assistance. Such cooperation would be more effective if it became generalised and streamlined.

British law recognises the importance of protecting children from sexual abuse. The Children Act of 1989 is comprehensive and was passed after much research and deliberation. It brings together all the law on the care and upbringing of children and the provisions of social services for them, and so provides a consistent set of legal remedies. There are statutory duties on local authorities to investigate all suspected cases of child abuse. The

Paedophile Unit at New Scotland Yard is developing a coordinating role with national police forces and international cooperation through Interpol.

The British position

Yet, the British Government has resolutely opposed the proposed legislation to extend the law to cover offences committed abroad by British nationals. The current laws show a commitment to protect British children, so is this reluctance an unwillingness to protect foreign children? Such an attitude ignores the international obligations which come from the UN Convention on the Rights of the Child and the Council of Europe Recommendation, and could be seen as racial discrimination.

■ I urge the Government to reconsider its position, and to support Lord Hylton's Bill.



Denise Ritchie

Barrister and Solicitor, Buddle Findlay
Chairperson, ECPAT NZ Inc., Auckland, New Zealand

New Zealand's legal approach

Three years ago New Zealand was confronted with evidence, both hard and anecdotal, that New Zealand paedophiles, casual sex tourists and businessmen were amongst adults seeking sex with children while overseas. The public, supporting the national ECPAT campaign, demanded a response from the New Zealand Government.

The Minister of Justice (the Hon. Doug Graham) responded for the Government as follows:

'The suggestion that New Zealand offenders be brought to justice in New Zealand [for their involvement in child prostitution overseas] is not practicable. Aside from difficulties of establishing a case to answer in another country, persons cannot be punished for offences committed in another state.'

Our Government has since accepted that the constitutional and evidential hurdles *could* be overcome. Parliament enacted the Crimes Amendment Act 1995 which makes sexual conduct with children overseas an indictable offence under New Zealand law and triable in New Zealand courts.

The law today

Sexual conduct is now defined to include sexual or anal intercourse, attempted sexual intercourse, indecency and an indecent act. Children are defined as boys and girls under the age of 16 years. And an offender faces the same penalties that apply to the offence when committed in New

Zealand (maximum imprisonment of 7 to 14 years).

The law not only focuses on the child sex offender. Those who organise or promote child sex tours now face a maximum imprisonment term of seven years. This includes travel arrangements made for another with the intention of facilitating child sexual offences, even if an offence is not committed. It also includes the printing or publication of information to promote conduct that would constitute an offence.

How the law was passed

Attempts at lobbying the Government to pass the law were initially met with resistance. Debate focused on three issues relevant to the current debate in Britain:

- Can such a law be passed?
- Should such a law be passed?
- How effective would it be?

Can New Zealand and Britain pass laws restricting the activities of our citizens outside their home territory?

Both New Zealand and Britain are common law jurisdictions and to understand why they can pass such laws we need to consider:

- constitutional law
- international treaties
- international law.

With respect to constitutional law, three points are highly significant.

- Under New Zealand's Constitution Act 1986, Parliament is supreme.
- There is an implied power granted to the legislature to enact extraterritorial law. Three earlier New Zealand constitutional statutes expressly granted such power.
- Extraterritorial provision exists in other statutes (covering treason, slave dealing, bigamy, hijacking, hostages, torture, narcotics and more). Many of these also exist in British law. In fact, in enacting the War Crimes Act 1991, not only did the British Parliament agree to prosecute crimes committed outside its territory, against foreign victims, it also agreed to prosecute persons who were not even British citizens or residents at the time they committed the offences.

Concerning international treaty obligations, there are several relevant international human rights instruments to which New Zealand and Britain are states' parties or signatories. The most significant is the UN Convention on the Rights of the Child, which places a positive obligation on both New Zealand and Britain to take all appropriate national, bilateral and multilateral measures to prevent sexual exploitation of children – and the measures include legislation. Other human rights instruments make specific

reference to slavery, servitude, trafficking and exploitation, torture and cruelty, inhuman or degrading treatment or punishment.

With respect to international law, two principles are relevant: nationality and universality. The principle of nationality gives a state jurisdiction to prosecute its citizens for offences committed overseas. Under the principle of universality, a state may pass legislation covering nationals and non-nationals for conduct that is internationally unacceptable. These two principles are pivotal to both the recent New Zealand law and Lord Hylton's Bill, and have been used to support previous extraterritorial laws.

As there is no jurisdictional impediment to passing the law, the next question is: should it be passed?

The institutionalised commercial sexual exploitation of children around the world has reached endemic proportions. The UN Commission on Human Rights has likened conditions of the trade to slavery, declaring it to be a crime against humanity. The emotional, physical, spiritual and psychological devastation of large numbers of children is made worse by the fact that many children have the HIV virus. To meet the soaring demand for child sex by locals and foreigners, abductions and trafficking in children both within and between countries has become commonplace.

It can no longer be the sole responsibility of the state in which the offence occurred to prosecute such conduct. The child sex trade is market driven. The dynamics are simple – supply and demand – and New Zealand and British citizens are amongst those contributing to the demand. The United Nations has called upon the international community, both tourist-receiving and tourist-sending states, to address both the demand and supply and to

The approach in New Zealand is: let's pass the law and then find a way to overcome any difficulties

introduce measures to end the trade. Leaders such as the former Thai Prime Minister, Chuan Leekpai, have acknowledged that they need help from tourist-sending states if the trade is to end.

An increasing number of tourist-receiving and tourist-sending states have improved laws and their enforcement to protect children from commercial sexual exploitation. The New Zealand Government accepted it had a moral obligation as a responsible member of the international community to enact appropriate legislation. It further acknowledged it had international treaty obligations to do so. Britain has similar moral and international treaty obligations and the British Parliament should enact Lord Hylton's Bill. The approach in New Zealand is: let's pass the law and then find a way to overcome any difficulties.

Whereas in Britain it appears to be: there will be difficulties so let's not pass the law.

How effective would such a law be? Effectiveness depends on:

- whether the law is simple and clear
- provision for determination of age and the taking of evidence (e.g. satellite video-link evidence)
- whether traditional safeguards available to an accused and fundamental legal principles of justice are upheld (i.e. balancing rights of the accused with rights of the child)
- the commitment of law enforcement agencies, both local and international
- the commitment, both local and international, to training, information-sharing and resources.

We have all been heartened by Mr Wanchai's report on the successful prosecution in Sweden. The Home Office stated that conviction would have been unlikely in Britain because of the higher standards of evidence required. It cites practical obstacles, the requirement of oral testimony and cross-examination of witnesses together with physical evidence, difficulties in obtaining evidence and compelling the attendance of foreign witnesses.

Surely the answer lies in taking a proactive rather than a reactive stance. New Zealand has evidential standards and procedural requirements similar to Britain and yet is committed to enforcing the law on child sex abuse extraterritorially. We need the same commitment in Britain.

Extradition

The Home Office stated only last week that 'the most effective way our legal system can deal with [child sex tourism] is to extend our laws on conspiracy and incitement.' While this move is commendable, taken together with extradition it is not enough.

It will not achieve prosecution of enough child sex offenders. There are many countries who are not party to extradition treaties. Last year international attention focused on two British paedophiles who sexually abused children in Romanian orphanages – and there is no extradition treaty between England and Romania. Unless the British Government enters into a treaty with every country, paedophiles and child sex abusers will simply operate within countries where none exists.

Even where such a treaty exists, extradition is fraught with hurdles and even if successful, can take years to implement. Several years ago England refused to extradite a British doctor to New Zealand because of the difference in the definition of 'medical manslaughter' between our two countries.

Last year there was an outcry from the British expatriot community in Asia at the absence of 'due process of law' for British medical doctor, Gavin Scott, convicted for sexual abuse of minors in Cambodia. The Philippines is currently

proposing the introduction of the death penalty for child sex abuse offences by locals and foreigners. Is the British Government really committed to extraditing its citizens under such circumstances?

And extradition will not fulfil Britain's international treaty obligation to put in place appropriate legislative measures to protect children worldwide, not just those in countries where extradition treaties exist.

Conclusion

I believe the New Zealand approach in passing the Crimes Amendment Act 1995 is the appropriate response. With amendments to our evidentiary regulations and with the commitment and cooperation of law enforcement agencies both in New Zealand and overseas, we believe the law is workable.

■ As a responsible member of the international community, and to honour its international treaty obligations under the UN Convention on the Rights of the Child, Britain should now pass extraterritorial legislation. To refuse to pass such legislation will make it certain that for hundreds of child victims around the world there can and there will be no justice.

DISCUSSION SESSION

■ Child abuse at home and abroad ■

David Kendrick QPM *Metropolitan Police Service*

There is a danger that we are becoming complacent about the real problems on our own doorstep. We need the will in our community to actually deal with this problem. And to enforce legislation we need all the key players, including police, Crown Prosecution Service, the legal profession and the judiciary, to get the balance right between the rights of an accused and the responsibilities of a society.

Ray Wyre *Consultant, The Faithfull Foundation*

The Thai legal system could be more advanced than ours if they continue to develop it. It's almost impossible to get a man convicted in this country for abusing a child prostitute.

Helen Self *Researcher, University of Kent*

We have to look at male attitudes to sex in our society and the way our own law tends to criminalise prostitutes, leaving the client totally free.

Muireann O Briain SC *Legal Advisor, ECPAT*

We are here to focus on sexual abuse of children in other countries. There is huge concern about our own children and this should be focussed on elsewhere.

Valerie Howarth *Executive Director, Child Line*

There is a connection between what's happening to children on the streets in this country and what's happening to children abroad. It's to do with attitudes. If we cannot get convictions for abuse against rent boys in King's Cross, then we are not going to get jurisdiction elsewhere as we want.

Martin Cottingham *Christian Aid*

I don't think you can separate the two issues of protecting children overseas and protecting children here because preferential child abusers don't suddenly become law-abiding celibates when they are back in Britain. If you have extraterritorial legislation allowing you to prosecute them in Britain wherever evidence arises, then you are doing something important to protect children in Britain quite apart from children overseas.

Dr Julia O'Connell Davidson *Department of Sociology, University of Leicester*

We should be concerned that we haven't sorted things out here in Britain. I would also like to make a couple of points. First, I've interviewed men who started off as sex tourists and then came back to begin abusing in Britain, so sex tourism does affect British children. Second, I'm sure we'd find a way of enacting legislation if the situation was that 100,000 men were flying here every year to sexually exploit our 13- and 14-year-old children.

■ **The need for liaison officers serving abroad** ■

Allan Levy QC *Child Law Barrister*

As there are police and customs officers serving abroad as liaison officers for potential drug offences, can we have police officers serving abroad trained to work in potential child sex offences?

Ann Winterton *Chair*

This would probably best be answered by Brian Drew from the National Criminal Intelligence Service. Certainly someone working abroad could help in the passing of intelligence.

Allan Levy

And if there was extraterritorial legislation in place it would be more effective.

Ann Winterton

The analogy with drug offences is useful. Once drugs were recognised as a problem, the necessary resources went into it. Ten years ago child abuse was a taboo subject, now lots of key players are involved, the police being one of them. If it gets the kind of attention that drugs investigations have today, then overseas officers would be a logical follow-on and would assist the system.

D.C.I. Brian Drew *Head of Specialist Crime Unit, National Criminal Intelligence Service*

We have been pushing for a long time for our drug liaison officers to have a wider role. That's now starting to happen and a number of them are being redesignated as crime liaison officers to encompass all aspects of serious organised crime. The extent of their role has yet to be defined but I hope it will include child sex abuse.

Denise Ritchie *Barrister and Solicitor, Buddle Findlay Solicitors, Chairperson, ECPAT NZ Inc, Auckland, New Zealand*

I believe that using liaison officers is really effective. New Zealand now has two officers in Bangkok: customs and police. As an example of how well this works, at the end of November I had a call to say a well known paedophile had just left for Thailand. Within an hour we had his passport number using our CAP system (centralised automatic passenger processing system) and customs and police were alerted. They contacted their liaison officers in Bangkok and the customs liaison officer contacted Interpol and the local Thai authorities. So everyone was alerted before the guy touched down in Bangkok. That's how effective it can be.

The law only became effective in New Zealand on 5 September

and with any law the offence must be subsequent to the law. We have monitored two paedophiles in Asia subsequently but we want to make sure that we have really good evidence before we bring the first case to trial.

■ **Mobilising public opinion** ■

Ann Winterton

How can we mobilise the public to move petitions into action?

Denise Ritchie

I think the success of our programme in New Zealand stems from a conference we held two years ago. We invited Father Shay Cullen who works in the Philippines and we targeted police, customs, the travel industry, and doctors in sexual abuse care and mental health. We got the top person in every discipline who spoke at our conference and we got good media coverage. Responsible media reporting is really effective. We had all the key professional people on our committee, working in task forces and using their skills. I work on a political and legislation and law enforcement task force with the Assistant Commissioner of Police and the International Coordinator of ECPAT. So you should build up a professional body of people, identify target areas and work on them. Get everyone on board, particularly the tourism board, the police, the customs, the justice department and make sure they feel they are an instrumental part of the campaign. So it's a government-run campaign with people from non-governmental organisations doing most of the work.

Anna Simpson *Peace and Justice Group of Paisley Action of Churches*

I'm not an expert and feel that I represent the ordinary person in the street. Publicity is very important – we have publicised this conference in our local paper – and I wondered what media coverage there would be of today?

Anne Badger *Campaign Coordinator, Coalition on Child Prostitution and Tourism*

There has already been a press release about the conference and we continue to try and keep the media interested, particularly the responsible media. And we hope there will be a lot of interest in the published report.

Comment from the floor

It seems a pity that the Home Office Minister has not been able to be here for the talks and discussion.

Ann Winterton

We understand that he is exceptionally busy and are pleased that he is able to come at all. There are some officials from his department here and they will report back fully on what has been said today.

Denise Ritchie

Mr Maclean is going to be interviewed tonight after the conference so that will generate some publicity. The person interviewing him is planning to use my views on the weaknesses of the UK system as a basis for asking questions. Also a couple of us are being interviewed tomorrow on *Woman's Hour* on the issue and they have been sent information about the conference.

■ **Visa requirements** ■

Comment from the floor

I would like to suggest that visa requirements could be used to control the movements of certain people.

Ray Wyre

The Home Secretary said that a bad law was worse than no law and if we could show that an extraterritorial law can work he would reconsider. We have heard the evidence today and at least 12 countries have introduced this law. Australia is going ahead with the prosecution and Sweden has already done so. So the conference is saying to the Home Secretary that it can work, we can overcome the problems and should implement it.

Wanchai Roujanavong *Deputy Director, International Cooperation in Criminal Matters Division, Office of the Attorney General of Thailand, Chairman of the Coalition to Fight against Child Exploitation (FACE)*

I believe it is enforceable. It will take time for everything to fall into place and for each country to sort out but it can be done.

■ The effect of restrictions on travel ■

Comment from the floor

A senior customs officer said the New Zealand law may have an effect on children in New Zealand when paedophiles or child sex abusers do not feel so free to travel.

Comment from the floor

For the past three years the Interpol standing working party has brought together law enforcement officers from around the world. We are addressing how we can prevent paedophiles and sex tourists from travelling and committing the offences and we are having some success. We are working closely with the non-governmental organisations both in our own countries and abroad.

Tim Thomas *Senior Educational Psychologist, Dyfed County Council*

I support Mr Wanchai in saying that children are our future and failure to push through legislation might reflect a lack of concern for children generally. We should put far more emphasis on the needs of children and spend more on supporting those affected. Millions were spent on a recent trial where 12 people were charged and five found guilty of horrendous abuse, yet very little has been spent on the children afterwards.



Allan Levy QC
Child Law Barrister

Summing up and recommendations

I want to look at the issues under four headings. The extent of the problem, why the Government should act, what the Government proposes to do and what appropriate measures should be taken.

Extent of the problem

Of foreign nationals arrested as sex tourists in Asia over the past three years, the highest number came from the USA, then in descending order, Germany, Australia, Britain, France, Japan, Canada, Switzerland, Denmark and

Sweden. So we, in Britain, are high up in the league table. The extent of the problem is immense, with one million child prostitutes estimated in South-East Asia.

Why the Government should act

This country has a duty to other countries' children and this is an obligation voluntarily undertaken under our ratification of the UN Convention on the Rights of the Child. We now have an opportunity to act.

Legislation is the obvious course. British legal jurisdiction already applies to some offences committed in other countries and should be extended to child sex crimes. Given the difficulties of bringing witnesses to Britain, video evidence by satellite link, already used in certain kinds of criminal trials, could be used appropriately.

What the Government proposes to do

The recent Sexual Offences (Conspiracy and Incitement) Bill introduces offences of conspiracy and of incitement to commit certain sexual acts outside Britain. It's a start but does not go far enough.

Mr Reynolds of ABTA said this new legislation is insufficient and wrongly targeted. Dr O'Connell Davidson's research supports that observation. This Bill taken together with extradition is not an effective substitute for extraterritorial legislation.

What appropriate measures should be taken?

Twelve countries have already introduced extraterritorial legislation: Norway, Sweden, Denmark, Finland, Belgium, France, Germany, Switzerland, USA, Iceland, Australia and New Zealand. This list includes the USA, even though it has not ratified the UN Convention on the Rights of the Child. It also includes Australia and New Zealand, with common law systems very similar to Britain, and eight European countries.

Lord Hylton's Bill would successfully introduce extraterritorial legislation into British law.

Recommendations

- The Government should introduce extraterritorial legislation to enable the prosecution of British citizens and nationals who travel abroad to abuse children sexually.
- The use of video satellites for giving evidence should be extended to include child sex cases.
- Police authorities or the Home Office should use Police Liaison Officers, stationed in the relevant foreign countries, in child sex cases as they already do in drug cases.

■ **The Government should adopt a proactive role to the problem of child sex tourism rather than a reactive role and should fulfil its obligations under the UN Convention on the Rights of the Child.**

■ **The Government should send a high level delegation to the World Congress in Sweden this August.**



Rt. Hon. David Maclean, MP

Minister of State, Home Office

The British Government's view

The Home Office wants to protect children and we will do anything that works. But we are not interested in token gestures. These might fool the public into thinking that something is being done – but they will not fool the child molesters.

Why extraterritorial legislation will not work

We believe that giving our courts jurisdiction over crimes committed abroad would be a token gesture. A Swedish national may have been convicted in Sweden for sexually assaulting a 13-year-old boy abroad but this doesn't mean it would have happened here. The boy's evidence would have been torn apart in a British court as he said that he settled on the final version of his story after being threatened by a police officer in his own country waving a gun at him – and he was looked after and prepared for his court hearing by a non-governmental organisation. And in Sweden the court preferred his version of events to the defendant's because the defendant had admitted to assaulting the boy to an off-duty Swedish police officer posing as a fellow child molester. The conversation was video-taped clandestinely by a Danish television crew. In similar circumstances I think conviction in Britain would

Giving our courts jurisdiction over crimes committed abroad would be a token gesture

have been extremely unlikely. So while I am happy that the pervert was convicted in Sweden, their legal system is different to ours.

I find it offensive that many tourist-receiving countries are agitating for Britain to extend its jurisdiction. They say they will investigate the crimes and gather the evidence. Then the officials, witnesses and victims will come to

Britain for the trial. Are they really asking us to believe that they can demonstrate in this country that evidence was obtained fairly, that suspects were read their rights, that forensic evidence was fairly obtained and analysed and was not contaminated in any way? It's beyond belief.

Why don't they seek to extradite the suspect and try them in the country where the crime occurred? The evidence is available there, so are the witnesses. We have no problem with extraditing our nationals – unlike the Swedes. We are happy to do so subject to the normal rules.

I find it offensive that tourist-receiving countries should try to pass the buck in this way. Let's not kid ourselves that this problem will be solved here. It won't be. But the authorities in the tourist-receiving countries could end this trade tomorrow if they wished. Child brothels flourish openly on the streets in many places, I am told. They are unlawful but are allowed to operate. Why?

I have no objection in principle to taking action to seriously punish these perverts and to take measures which will deter them from offending. Lord Hylton's

The Home Secretary has announced a review of extraterritorial jurisdiction

introduction of the Sexual Offences (Amendment) Bill has done much to highlight this issue and I have listened very carefully to all that has been said both inside Parliament and more generally. Although I understand and sympathise with what Lord Hylton is trying to do, for the reasons I have just given his Bill is flawed and will not provide a workable or effective solution to the problems it seeks to address.

Some might say that even if we can't enforce the law, we should take jurisdiction over sexual offences against children for declaratory purposes. What good would that do? These perverts are devious characters who plan their activities carefully. They will know it to be an empty gesture by the Government – and if we try to convict them here and fail, we lose the opportunity to extradite them.

What the Government is doing

We work hard in international organisations, such as the UN, to combat child prostitution. We supported the adoption, in 1992, of a programme of action for the prevention of the sale of children, child prostitution and child pornography and have urged all countries to implement the measures it contains. We raise the question of child prostitution with the authorities in tourist-receiving countries. We are a party to the UN Convention on the Rights of the Child and support the work of its associated committee in monitoring states' compliance with the provisions of that convention.

Corruption is a major contributor to child prostitution. Widespread corruption allows this evil trade to flourish. We

therefore strongly support the work in the UN, the Council of Europe and in other international forums which will help governments fight corruption.

We are prepared to extradite our nationals and to provide mutual legal assistance to foreign authorities investigating crimes involving British nationals. This includes searching for evidence in this country, taking witness statements from people here and arranging for witnesses to be taken to the country concerned to give evidence.

We have also brought forward proposals to make it an offence here to conspire or incite others to commit sexual offences against children abroad. John Marshall's Sexual Offences (Conspiracy and Incitement) Bill, due for a second reading in the House of Commons, would implement these amendments.

The future

I was impressed by suggestions from the police that some perverses bring back evidence on video of their abuse of children and that these videos may be sufficient evidence to convict them here for their acts abroad. They can be prosecuted for possession of child pornography but we should look at what else we can do.

The Home Secretary has, therefore, announced a review of our policy on extraterritorial jurisdiction. From time to time we should examine whether the arguments which underpin the territorial nature of our jurisdiction remain valid in the light of changing circumstances – such as the availability of video evidence. The review will look at the implications for both policy and procedure of any change to the current position. It will include the problem of sex tourism – but also other serious crimes committed by British nationals abroad such as rape, violent assault, crimes on board aircraft.

I don't want to raise expectations that change will occur as a result of this review. The practical difficulties of successfully prosecuting under extraterritorial law will not be easy to overcome. But this is not a cosmetic exercise – it is a thorough review involving representatives of the police and Crown Prosecution Service as well as Government officials. The review will report later this year.

■ We are doing what we can and will continue to search for effective ways to combat this problem. But this trade will not end until the tourist-receiving countries stop trying to pass the buck, accept their responsibility to do something effective and enforce their own laws. They must put the protection of their children above the lure of the foreign currency they receive from this awful trade.

Conference delegates applauded the announcement by the Minister that the Home Office would review extraterritorial legislation. However, everyone was

dismayed at the suggestion from the Home Office that tourist-receiving countries were trying to 'pass the buck'. The participants felt that this view was clearly not supported by the actions being taken in so many tourist-receiving countries, some of which had been described during the day. The participants felt that many of the difficulties expressed by the Home Office concerning the Swedish trial had also been refuted during discussions earlier in the day.

Speakers

Baroness Faithfull Anne Badger	President, Michael Sieff Foundation Campaign Coordinator, Coalition on Child Prostitution and Tourism
Lesley Roberts	Coordinating Committee, NGO Group on the UN Convention on the Rights of the Child
Wanchai Roujanavong	Deputy Director, International Cooperation in Criminal Matters Division, Office of the Attorney General of Thailand, Chairman of the Coalition to Fight against Child Exploitation (FACE)
Ian Reynolds	Chief Executive, Association of British Travel Agents
Julia O'Connell Davidson	Department of Sociology, University of Leicester
Bob McLachlan	Detective Inspector, Metropolitan Police Organised Crime Group, Paedophilia Unit New Scotland Yard
Muireann O Briain SC Denise Ritchie	Legal Advisor, ECPAT Barrister and Solicitor, Buddle Findlay Chairperson, ECPAT NZ Inc., Auckland, New Zealand
Allan Levy QC Rt. Hon. David Maclean, MP	Child Law Barrister Minister of State, Home Office

Delegates

Catherine E. Barnes	Human Rights Policy Department, Foreign and Commonwealth Office
Jacqui Bernard	Social Care Group, Department of Health
Vivienne Bolton	President, Association of Inner Wheel Clubs of Great Britain and Ireland
Graeme Brown	Social Policy Manager, The Children's Society
Maggie Burns	Asia Desk Officer, Catholic Institute for International Relations
Martin Cottingham Trevor de Tute	Christian Aid Administrator, The Michael Sieff Foundation
Jon Doble	Policy and Development Unit, Barnardo's
Brian Donnelly JP	Head, Voluntary Organisations Consultancy Service

Delegates cont'd

Bryan Drew	D.C.I., Head of Specialist Crime Unit, National Criminal Intelligence Services	Margaret Pitt	Schoolteacher
Lynn Dunning	Children's Rights Advisor, Assistant Head Teacher	Hattaya Puljareon	Third Secretary, Ministry of Foreign Affairs, Thailand
George Gelber	Head, Public Policy Unit, CAFOD	Patricia Ready	Chair, Justice for Overseas Domestic Workers
Zerbanoo Gifford	Co-Director, Anti-Slavery International	Jim Reynolds	D.C.I., Head of Paedophilia Unit, New Scotland Yard
John Griffin	Area Manager, Children's Services, NSPCC East London C & F Centre	Jim Richards	Director, Catholic Children's Society
Andrew R. Hardie QC	Dean, Faculty of Advocates, Advocates Library	Jacqueline Sanchez Taylor	Department of Sociology, University of Leicester
Jim Harding	Director, NSPCC	Helen Self	Researcher, University of Kent
Lord Robert Haslam	Chairman, The Michael Sieff Foundation	Atchara Shayakul	Second Secretary, Royal Thai Embassy, London
Gill Haworth	Director, Overseas Adoption Helpline	Elizabeth Sieff	Founder, The Michael Sieff Foundation
Larry Hesse	Travel Consultant	Anna Simpson	Member, Peace and Justice Group of PACT
Valerie Howarth	Executive Director, Childline	Julie Taylor-Browne	Police Research Group, Home Office
Nicola Howels	Parliamentary and Social Policy Officer, Barnardo's	Tim Thomas	Educational Psychologist, Dyfed County Council
Lee Hughes	Principal, Criminal Policy Department, Home Office	Roger Thompson	Director of Children's Services, NSPCC
Michael Jarman	Director of Child Care, Barnardo's	Maryanne Ure	National Secretary, Justice and Peace Scotland
Barbara Kahan OBE	Vice-President, National Children's Bureau	Eileen Vizard	MRCPsych, Consultant Child Psychiatrist
David Kendrick QPM	Metropolitan Police Service	Rosemary Wass	GB Area President, World Federation of Methodist Women
Barbara Lawes	Grants and Projects Officer, The Mothers Union	Alan Whaites	Manager, Policy and Research, World Vision
Edna Llewellyn	Lecturer in the field of health studies	Sarah Williams	Adviser, NCVCCO
Alison MacPherson	Consular Department, Foreign and Commonwealth Office	Canon Michael Wilson	Church of England International and Development Affairs Committee
Heather Montgomery	Social Anthropologist, Trinity College, Cambridge	Claire Wilson-Thomas	Public Policy Department, CARE
Heather Moore	Product Development Manager, Simply Travel	Alex Woolfall	Press Relations Officer, ABTA
Rachel O'Brien	Press Officer, The Children's Society	Ray Wyre	Consultant, The Faithfull Foundation
Maura O'Donohue	Head of AIDS Section, CAFOD		

Update following the conference

■ **Lord Hylton's Sexual Offences (Amendment) Bill** successfully passed its third reading in the House of Lords on Tuesday 19 March. This Bill would enable Britons to be tried at home for sexual offences committed against children overseas.

■ **The first Australian to be tried under the new Australian Child Sex Tourism Law will be sentenced towards the end of April. He has pleaded guilty to all charges relating to the sexual abuse of children in the Philippines. This case demonstrates that a similar law could work in Britain, which has a similar legal system.**

■ **The governments of 69 countries have announced their intention to attend the World Congress against the**

Commercial Sexual Exploitation of Children, to be held in Stockholm this August. Whilst the British government has not yet responded officially, the Prime Minister made the following announcement on 12 March 1996 in response to a parliamentary question:

'We intend to take part in this Congress in response to an invitation I have received from the Swedish Prime Minister. The British Embassy is in close touch with the organisers in Stockholm but a final decision has still to be made on the composition of the United Kingdom delegation.'

Anne Badger, Campaign Co-ordinator of the Coalition on Child Prostitution and Tourism, March 1996.