

COMMERCIAL EXPLOITATION OF CHILDREN IN NEW ZEALAND (CSEC II Project)

Executive Summary

Definition

In summary child prostitution is on a continuum of child sexual abuse. It spans from a range of adult sexual use of children (inappropriate touching to the full range of sexual activities) to the actual procuring of clients for the child in exchange for money or goods and may include photographing the young person.

Practising Safe Sex

Only 2% of respondents thought that the young people they knew who were having sex were practicing safe sex, 14% thought they were using safe sex most of the time, 36% thought they were using safe sex some of the time, 42% were practicing safe sex very little of the time and a further 7% were not practicing safe sex at all or it was not identified. The degree to which safe sex is not practiced all the time is of concern in regard to sexual health and unwanted pregnancies.

Growing Awareness

Since sending out the questionnaire counselors and youth workers have been made more aware that child prostitution could be a factor in some young people's lives.

Young People Having Sex For Goods or Money

There were 125 young people (under 18 years old) described by respondents as having sex for money and goods and 113 of these young people were under the age of 16 years old.

Contact with Child Prostitutes

Most respondents (88%) had regular contact with the young person though there was a small group (11%) who only saw the young person once or twice.

The Regions They Came From

There were instances of child prostitution reported in rural districts and towns as well as cities. They were reported in all districts except Coromandel, East Coast of the North Island, Wairarapa, Marlborough and the West Coast of the South Island. Given the response from the rest of the country it is possible that this may have been due to the lack of counseling services in these areas rather than an actual nil incidence of child sexual exploitation. On the other hand there is an exceptionally high number of incidences in Taranaki where it is known that the reporting and counseling services have been highly developed. Apart from these two exceptions the rate of incidence reasonably matches the population base with Auckland and Canterbury being the highest after Taranaki.

Socio Economic Groups

The research showed a clear pattern regarding the estimated income of the families of the children sexually exploited. 72% were shown to be from what was regarded on a scale as from Poor or Very Poor families. There is no evidence to prove that poverty causes sexual exploitation of children but the results of this survey do confirm that children from low income families are more vulnerable to being sexually exploited.

Circumstances

Most of the respondents (92%) commented on various aspects of the family circumstances. The factors that ranked highest in the family circumstances are the use of drugs (42%) and around several situations contributing towards the family being somewhat dysfunctional (35%). The next highest ranking related to mental health issues and then a number of issues around dysfunctional family situations through poverty, parental separation, alcohol, trauma etc.

Living Arrangements

Of the cases where this was reported there were 36 (49%) living at home; 12 (16%) with relatives; 11 (15%) living on the streets and the balance living with relatives, flatting or on their own.

Supports Available

While there are a number of counseling agencies available to assist, respondents said many do not have enough information about prostitution and sexual abuse and asked for more specialist training, on street workers and respite care.

Satisfaction with the Supports Currently Available

Of the counselors that responded to this question nearly all asked for improved resourcing to increase the number of youth counseling services. This include youth workers, community awareness programs, improved STD clinics, free transport for children to gain access to services, social workers at street level and remote access to counseling via telephone, texting, e-mail.

Stopping Child Prostitution

The main ideas were improved resourcing of agencies such as CYFs, parental and guardian education, public awareness and education programmes and a strengthening of family values and relationships.

Introduction

Background

The New Zealand Government attended the World Congress Against Commercial Exploitation of Children in Stockholm, August 1996, and have developed the plan of action agreed to. This document is referred to as "*Protecting Our Innocence*" 2001. A review of progress on this National Plan of Action Against the Sexual Exploitation of Children was undertaken in 2006 and it was found that whilst some progress had been made there was much yet to be addressed. An amendment of the *Crimes Act 1961*, promoted by ECPAT, makes it an offence for a New Zealand citizen or resident to engage in commercial sexual activity with children overseas. It is also an offence to promote or assist people to travel overseas where one of the purposes of the trip is to engage in commercial sexual activity with children.

With no statistical information on the commercial sexual exploitation of children in New Zealand there has been little effort to study the extent and the characteristics of child prostitution in New Zealand. There is an ongoing study of prostitutes in Christchurch and Wellington where nearly one third of the people studied had started sex work before the age of 18 years. This study has recorded 93 people (under 18 years old) starting sex work compared with 87 people aged 18-21 and 123 over 21 years (Plumridge, 2000). Street workers appeared to be younger than those who start in the parlours.

In a study of six transgender sex workers on Karangahape Road Worth found that all six had started in their teens (Worth, 2000). "Tara's first experience of prostitution was at 14 and at 18 she continues to do sex work. Jasmine was 11 when she started sex work in Fiji:" (Worth, 2000: 18). Another, who had been sexually abused, had runaway from home when she was fourteen, and another had been physically abused by her extended family before running to the street (Worth, 2000: 19).

The relationship between childhood sexual abuse and the commercial sexual exploitation of children has not been clearly delineated but it appears in the background of many young prostitutes. In New Zealand all victims of commercial sexual offences are entitled to counseling services paid for by the Sensitive Claims Unit of the Accident Compensation Corporation (ACC) under the *Victim of Offences Act 1987*. Few families continue the counseling through the early pubertal years when crises are likely to occur as the child grapples with the cognitive significance of the abuse and the emotional fallout from this developmental stage. Coupled with ongoing violence or denigration, running away becomes a real option. Children on the street are covered by the *Children, Young Persons and their Families Act 1989* and are in need of care and protection but many are elusive from such authorities. On the other hand agencies are often too stretched to assist them. In the Karangahape study one of the transgender people said how scared she was when she first started:

"I first started when I was fifteen, like when I started again, like ...do you know that K Road is territorial? ... I didn't know my territory, I didn't know they were territorial and when I went up to meet the Head Queen, for that night, I said that I'm not used to it [anal sex], she just laughed , and she said - don't worry boy, you'll get used to it. But I didn't. ... I was too scared to do it." (Worth, 2000: 20)

Anecdotal evidence suggests that most under-age prostitutes work on the street, at escort agencies or for a pimp, boyfriend or gang. Some, who are alienated from family, are in loosely formed groups who support each other.

New Zealand categorises juvenile offenders as those under 17 years of age and those between 10 and 13 years of age can only be charged with murder, manslaughter or minor traffic infringements. This definition of a young person's criminal responsibility is not widely known among young people so fear of punishment may prevent young people coming forward to get health and welfare assistance.

For the young transgender people in the Karangahape Road study, it was difficult for them to get employment dressed as women. Added to this it is also difficult for young people to get unemployment benefits to pay the rent and living expenses.

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Prostitution Law Reform Act 2003 (PRA)

In 2003 New Zealand the PRA was passed into law by the New Zealand government. The purpose of the Act was to decriminalize prostitution (while not endorsing or morally sanctioning prostitution or its use); create a framework to safeguard the human rights of sex workers and protect them from exploitation; promote the welfare and occupational health and safety of sex workers; contribute to public health; and prohibit the use in prostitution of persons under 18 years of age. The PRA also established a certification regime for brothel owners.

Section 7 of the Act deals with the Use of Under Age People in Prostitution. The PRA did not set out to prevent or address the cause of under age prostitution. However a Review of the Act carried out over five years following the passing of the Act did support the positive step made by the PRA in shifting criminal liability from the under age people who provide commercial sexual service to those who arrange , profit from, or receive those services.

Sections 20-22 make it an offence to facilitate or receive payment for the commercial sexual services of a person under 18 years of age. However it is not an offence under the Act for a person under the age of 18 to provide commercial sexual services. Rather they are considered to be the victim of the offences. A person under the age of 18 years who provides commercial sexual services is not termed a 'sex worker'. This is because the PRA refers to a person under 18 as being 'used' in prostitution, recognizing the exploitative nature and illegality of the use of under age people in prostitution.

There are considerable difficulties in determining the number of under age people used in prostitution in New Zealand. An earlier report by the PRA Review Committee reported an estimated 210 under age people involved in the sex industry at that time. Research carried out by the Canterbury School of Medicine revealed that 56% of street based sex workers were aged under 18 at entry into sex work.

Under the Act Police officers may request, but have no power to require age identification documentation from a person they suspect to be an under age person providing commercial sexual services. Police report that that this makes it difficult to proactively protect young people who are involved, or at risk of being involved, in under age prostitution. Likewise Police have no right of entry into a brothel or other premise and brothel owners are not required to maintain a record of the age identification of sex workers or provide such to the Police.

Aim of the CSEC Project

The primary objectives of this study were:

- 1 To survey the extent and the characteristics of commercial sexual exploitation of children in New Zealand;
2. To describe some of the characteristics of commercial sexual exploitation of children in New Zealand;
- 3 To produce a report detailing the results of the study and the implications for public health and child welfare policy.

Rationale for this Research

Knowledge of the extent and a description of the driving forces of the problem are required to enable the community to provide the educative, counseling, policy, law changes and economic support to counter child prostitution. The association between the use of illegal drugs, glue sniffing, street kids, excess consumption of alcohol, disease and prostitution is high and has led the government to fund the nationwide Prostitutes Collective in a bid to combat the AIDS virus and Hepatitis C. Anecdotal evidence suggests that childhood commercial sexual abuse may precede drug use and/ or prostitution but the extent of this association is not well documented. Saphira, (1987), noted that between 92 - 97 percent of former drug users in the Odyssey House Treatment programme had been sexually abused and all but one woman in prison on sex industry related offences had a personal history of incest.

The clinics for sexually transmitted diseases report that a small number of under-age youth present themselves. Clinic workers suggest it is only a percentage of what is actually going on and that young people do not present for fear of prosecution or entrapment. It is suggested that young people may be putting their lives at danger and spreading disease out of fear of the authorities. Information to enable strategic planning around a variety of health and welfare issues is urgently required.

Child prostitution would not continue without the clients/exploiters use of children for commercial sexual exploitation. Information is needed to profile the child prostitutes' clients/exploiters to enable prevention strategies to be put in place.

Definitions

Child prostitution is the use of children for commercial sexual purposes in exchange for money or goods. In New Zealand "children" are defined as under 16 years old and the United Nations as under 18 years old. New Zealand recognizes the vulnerability of the under 18 year olds by making it an offence to employ women under 18 years old in massage parlours (*Massage Parlours Act 1978*) and the PLR bill made it illegal to have commercial sex with a person under 18 years old. The United Nations has called for consistency around the world on defining the age of children (under 18 years is the proposal) but to date New Zealand has not responded to this.

Early definitions of adult prostitution saw it as non-marital sexual service for gain (Davidson, 1998). Jeffreys sees men's behaviour in choosing to use women in prostitution is socially constructed out of men's dominance and women's subordination. She maintains that

"An idea of prostitution' needs to exist in the heads of individual men to enable them to conceive of buying women for sex. This is the idea that woman exists to be used, that it is a possible and appropriate way to use her. A necessary component of this idea is that it will be sexually exciting to so use a woman" (Jeffreys, 1999).

Usually under-age sex is viewed as statutory rape. What has differentiated child prostitution from statutory rape is the exchange of money, drugs or other goods as payment for services rendered. There are two arguments to place the responsibility from the client/exploiters to the young person. There is the assumption the child sought out the particular john (exploiter) or the child was perceived as being older and therefore legally able to have sex. When exploiters photograph young people for pornography they frequently believe that it does not harm the child in anyway.

In some instances from the child's point of view child prostitution may be better renamed survival sex. Many of the children involved are known to have been sexually abused. From a therapist point of view it would be a safe assumption that most people under 16 years who are involved in child prostitution would have been sexually abused in order to have been in this position. At what point is childhood sexual abuse called prostitution? If a child is paid before or after sex by the offender then the ages of these child prostitutes are from preschoolers to sixteen years old. If a child is paid for sex by several offenders then we are more likely to classify it as an example of child prostitution. Survival sex is also what happens to children who are being sexually abused where money may not be involved but the trade is in meeting the emotional, physical and social needs of the child.

Coercion may also have a young person being made available for sex where the child receives no payment but receives protection from the threatened violence to either themselves or another party, with the payment going to, usually, the coercer. Another variation on this is the young person who has been introduced to drugs and must continue to have sex to maintain the habit or lifestyle that has been set up. Sometimes the coercion is more in the form of coaxing where peers encourage a young person into prostitution for monetary gain by showing them all the expensive things they could afford from prostitution.

In all of these scenarios the common denominator is the client who actively pays money for sex with a child regardless of whether the child approaches the person or not, or ends up with the money. In a study of European attitudes to child sex tourism clients were thought of as mainly older men and married men. In an earlier study of under age prostitution in New Zealand the young people reported the first person who paid them for sex was often a business man(52%) or a tradesman (26%),(Saphira & Herbert, 2004)

In summary child prostitution is on a continuum of child sexual abuse. It spans from a range of adult sexual use of children (inappropriate touching to the full range of sexual activities) to the actual procuring of clients for the child in exchange for money or goods and may include photographing the young person.

Consent to Prostitute

A common social worker and public idea is that teenagers might choose prostitution as a job and, as such, any intervention is paternalistic and a denial of their rights to make a choice. Making a choice to work as a prostitute assumes a situation of informed choice, of equalling compelling alternatives that would be available to what is, often, a disenfranchised teenager. Such an idea of choice and consent overrides the realities of family breakdown, child abuse, life on the street, life with an addiction and personal damage. The notion of choice puts the responsibility for prostitution on to the sex worker rather than the client/exploiter. Jefferys (1997) maintains that for the vulnerable and often victimised young person there may be too few available and alternative options to choose from.

Barry (1995) suggests that in a liberal idea of consent "it confines sex to a matter of consent and will and does not consider how sex is used, how it is experienced and how it is constructed into

power.” However, young people often feel they have made a free choice as the alternative is to lose their self respect. There is often a long path of violence, pressure, coercion, hunger and desperation before a young person may get to working in the sex industry. As MacKinnon (1989) points out, when faced with no alternative, the strategy to acquire self respect and pride is: *I chose it*. Any exploration into child prostitution in New Zealand must take these issues into account and offer some solutions that give the young people self respect rather than try to gather their self image from the predicament that they may find themselves in.

Overseas research

Much overseas research has been based on runaways. In the USA there has been an emphasis on the procuring of teenagers for prostitution by pimps and city based gangs most of which are involved in hard drug dealing. They admit that only a fraction of prostitutes are ever arrested which makes generalisations difficult.

Studies of runaways reveal that over half were victims of sexual or physical abuse at home, 60 percent had parents who abused alcohol and/or drugs, 25 percent had been raped, and almost all came from dysfunctional families. One study found that 78 percent had been forced to submit to sexual intercourse before age 14 and another study found 90 percent of girl prostitutes had been sexually molested (Giobbe, 1990). In one of the first books written on sexual abuse the author makes a connection of how child sexual abuse, and more particularly incest, trains girls for prostitution, "The father, in effect, forces the daughter to pay with her body for affection and care which should have been freely given. In doing so, he destroys the protective bond between parent and child and initiates his daughter into prostitution." (Herman, 1981)

On the other hand Davidson reports some sought the excitement, adventure, money and sex they felt others were experiencing by being prostitutes (Davidson, 1999). There has been some evidence to show that some child prostitutes suffer from mental illness, many have a host of emotional disorders and as many as fifty percent have attempted suicide at least once. On the other hand "virtually all teenage prostitutes have tried at least one illicit drug (many have abused legal drugs)" (Davidson, 1999).

Women involved in prostitution talk about methods both psychological and physiological that they use to protect their self concept (Hoigard & Finstad, 1992). Most avoid kissing, learn to dissociate and concentrate on making tricks as short as possible. The use of alcohol and drugs both legal and illicit is common.

Why Study Child Prostitution in New Zealand?

In a study of attitudes towards child sex tourism in Europe more people in Ireland, Sweden, Luxembourg, and Austria, thought child sex tourism exists in New Zealand more than in their own country (INCRA, 1998).

Currently there is no statistical information on the commercial sexual exploitation of children in New Zealand. Previous research by an Otago medical team suggest that between 20 and 33 percent of girl children have experienced some form of sexual abuse. They reported that 20 percent of the random sample of women they interviewed had been vaginally penetrated before the age of 16 years (Anderson & Merry, 1992). The researchers found that childhood sexual abuse had a significant impact on the later health of the women (Mullins et al, 1988). In 1997/98 the Department of Child Youth and Family Services received 18,378 notifications of sexual abuse that required some intervention by social workers (4-5% of the total child population) (New Zealand Government Report, 1998). It is known that early exposure to

sexual abuse can lead child victims as teenagers into prostitution and commercial sexual exploitative situations (Briere, 1990).

In the 1998 Annual report on sexually transmitted diseases there were 39 cases of children under 15 years old and 1522 cases involving young people aged between 15 and 19 years old. Some of these cases involve sex in exchange for money or goods.

In New Zealand people under the age of 18 years old are barred from working in massage parlours but this has been difficult to enforce.. Children on the street are covered by the *Children, Young Persons and their Families Act 1989* and are considered in need of care and protection but there is little intervention unless a complaint is laid. Even then services are so stretched it is unlikely intervention will be effective unless the young person wishes for assistance.

Minority groups with socio-economic inequalities are reported to have difficulties accessing health care (Jackson et al, 1998) and young people who are having sex for money are no exception. Sexually transmitted diseases if left unattended can lead to serious complications and are more amenable to early intervention (Smith, 1998).

Without more quantitative and qualitative information it is difficult to know the extent of commercial sexual exploitation and child prostitution and how many are seeking health care.

The Aim of Project CSEC II

The intention of this study is to investigate the extent and some of the characteristics of child prostitution in New Zealand.

Method

Questionnaires (1487) were sent to key informants, most of whom were counsellors and /or social workers, community workers, psychologists, throughout New Zealand. The questions covered the background of known cases, supports available for child prostitutes and whether these were adequate and asked for suggestions on ways to stop the commercial exploitation of children.

Results

Number of Respondents

There were over 133 questionnaires returned uncompleted as the address was inaccurate or they did not work with young people under 18 years old. Many of those who did not work with this age group were interested in the topic while others admitted that they had not thought about the possibility of children having sex for money or being involved in the sex industry.

1. Sexually Active Children

There were 137 respondents who did work with children.

Those who worked with children knew 113 young people under 16 years of age who were sexually active.

Only 2 respondents thought that the young people they knew who were having sex were practising safe sex, 14% thought they were using safe sex most of the time, 36% thought they were using

safe sex some of the time and 42% were practising safe sex very little of the time. There didn't appear to be any significant difference in the practise of safe sex or not between the regions.

Table I Children Thought to be Practising Safe Sex

All of the time	2	2%
Most of the time	17	14%
Some of the time	45	36%
A little of the time	52	42%
None of the time	5	4%
Don't know	4	3%
Total	125	100%

2. Contact with Child Prostitutes

Most respondents (66%) had regular contact with the young person over an extended period. It is of concern quite a large group (22%) only saw the young person once or twice and another significant group who saw the young person on only one occasion.

Table II Amount of Contact with Young people

Once or twice	14	11%
A few times (<=3)	27	22%
Weekly	65	52%
Regularly	17	14%
No Direct Contact	2	2%
Total	125	100%

3. The Regions They Came From

There were instances of child prostitution reported in rural districts and towns as well as cities. They were reported in all districts except Coromandel, East Coast of the North Island, Wairarapa, Marlborough and the West Coast of the South Island . Given the response from the rest of the country it is possible that this may have been due to the lack of counseling services in these areas rather than an actual nil incidence of child sexual exploitation. On the other hand there is an exceptionally high number of incidences in Taranaki where it is known that the reporting and counseling services have been highly developed. Apart from these two exceptions the rate of incidence reasonably matches the population base with Auckland and Canterbury being the highest after Taranaki.

Table III (a) Child Prostitute by Regions

Region	Under 16 yrs	16-18 yrs	Total	Total Percent
Northland	1		1	1%
Auckland	13	1	14	11%
Coromandel			0	0%
Waikato	5	2	7	6%
Bay of plenty	4	1	5	4%
Central Plateau	1		1	1%
East Coast			0	0%
Hawkes Bay	3	1	4	3%
Wairarapa			0	0%
Taranaki	31		31	25%
Manawatu-Wanganui	4		4	3%
Wellington	2		2	2%
Nelson	13		13	10%
Malborough			0	0%
West Coast			0	0%
Cantebury	31	3	34	27%
Otago	2	4	6	5%
Southland	1		1	1%
Unknown	2		2	2%
Total	113	12	125	100%

The incidence in provincial towns (40%) is notably high compared to the cities (31%) in the large cities and 27% in the provincial cities). This is a reminder that education and the supply of services needs to be replicated throughout and not centred just on the main cities.

Table III (b) City and Country Instances Reported

Large City	32	26%
Provincial City	28	22%
Provincial Town	41	33%
Country District	1	1%
Don't know	23	18%
Total	102	100%

4. Age

Whilst most (86%) of the children who had been sexually exploited were teenagers under 18 years of age 15% were younger than this. In all cases but particularly in the case of the younger children the degree of parental care and control has to be questioned. In fact in some situations there is evidence of parent/ guardian involvement or granting of access to the child. The highest age bracket of exploited children are the 14 and 15 year olds. This possibly indicates some physical maturity but they are still of an age prone to manipulation. There didn't appear to be any

significant difference in the dispersion of age groups between the regions but the numbers were small.

Table IV Age of Child Prostitutes

Below and 10 years old	2	2%
11 years old	2	2%
12 years old	7	6%
13 years old	7	6%
14 years old	24	19%
15 years old	27	22%
16 years old	7	6%
17 years old	5	4%
Under 16 but specific age not known.	44	35%
Total	125	100%

5. Ethnicity

The figures reveal a disproportionate level of Pakeha 45% compared to Maori 41% in relation to population statistics. The figure for those of Pacific origin (<1%) appears lower than expected and it could be that some of those included in other (14%) may include some of Pacific origin in addition to the Asian, Indian and European immigrants contained in this category.

The higher figures for Auckland (14) could be attributed to population whilst the higher figures for Taranaki (31) and Canterbury (20) could indicate a more robust reporting system being in place. Conversely the low number for Wellington is surprising and suggests further research is indicated to quantify this result. Another unexpected statistic is the number of Maori involved in Nelson and Canterbury compared to the other regions.

Table V Child Prostitutes by Region and Ethnicity

Region	Pakeha	Maori	Pacific	Others	Total
Northland		1			1
Auckland	2	5		7	14
Coromandel					0
Waikato	3	4			7
Bay of plenty	2	2		1	5
Central Plateau	1				1
East Coast					0
Hawkes Bay	2	2			4
Wairarapa					0
Taranaki	16	15			31
Manawatu-Wanganui	1	2		1	4
Wellington	2				2
Nelson	7	6			13
Malborough					0
West Coast					0
Canterbury	9	4	1	6	20
Otago	4	2			6
Southland		1			1
Others	1	1			2
Total	50	45	1	15	111
Percent	45%	41%	<1%	14%	100%

Note: 14 children from couldn't be identified because of shortage of information provided.

NB. The variation of the total in this table compared to other tables showing a higher number is due to the fact that some counselling was conducted by telephone only and the ethnic origin of the child was not sighted or established.

6. Socio Economic Circumstances

There is a clear indication that most (72%) of the children sexually exploited were from Poor or Very Poor families. A further 15% were from average income families whilst only a small proportion (5%) were from families with an above average income.

There is no evidence to state that poverty causes sexual exploitation of children but this result confirms that children from poor families are more vulnerable to pressures that result in them being sexually exploited. The tables indicate a higher of families either Poor or Very Poor in the Auckland, Nelson and Canterbury regions.

Table VI (a) Estimated Income of Family

Above Average Income	4	5%
Average	11	14%
Poor	36	44%
Very Poor	23	28%
Don't know	7	9%
Total	81	100%

Note: in addition to this table, there are 44 for whom this information was not gathered.

Table VI (b) Estimated Income of Family by Region

Region	Income	Above Average	Average	Poor	Very Poor	Don't known
Northland					1	
Auckland		1	1	5	5	2
Coromandel						
Waikato			2	5		
Bay of plenty				2	2	1
Central Plateau				1		
East Coast						
Hawkes Bay			2		1	1
Wairarapa		1				
Taranaki					1	
Manawatu-Wanganui		1		2		
Wellington			2			
Nelson			1	12		
Malborough						
West Coast						
Cantebury		1	2	6	9	2
Otago				3	3	
Southland			1			
Others					1	1
Total		4	11	36	23	7

7. Background Circumstances

There were a variety of background circumstances mentioned by the respondents. However the research showed a very high incidence of drugs being involved (42%). This aspect outnumbered any other circumstance by a significant majority. The next largest grouping 35 % is around several situations contributing towards the family being somewhat dysfunctional. These ranged from difficulties with parents who had separated, to alcoholic, criminal, violence, abuse, lack of parental controls and other dysfunctional traits.

Table VII Background Circumstances

Alcoholic family	8	5%
Dysfunctional family	4	3%
Criminal family	1	1%
Drug involvement	65	42%
Divorce/Blurred roles	13	8%
Mental health problems	21	14%
Violent family	7	5%
Poverty	9	6%
Immigration family	1	1%
Lured by Pedophile	2	1%
Family Exploitation/Abuse	5	3%
State care	4	3%
Prostitution family	1	1%
Internet contact	2	1%
Homeless	6	4%
Trauma-felt Abandoned	4	3%
Intellectually Disabled	2	1%
Total	155	100%

8. Living Arrangements

Most of the children who had been sexually exploited lived with either parents 49 % or relatives 16 %. A significant number 11 lived on the streets. A further 8 were either flatting or living alone. This means at least 19 of the children were living outside parental or guardian care at an age where they should have had some closer association with a caregiver.

Table VIII Living Arrangements For Child Prostitutes Under 16 years old

At home with one or both Parents	36	49%
With Relatives	12	16%
On the Street	11	15%
Flatting with Others	6	8%
Living Alone	2	3%
Other	7	9%
Total	73*	100%

*Note: in addition to this table, there are 45 for whom this information was not gathered. A further 6 indicated they habitually move from one place to another.

9. Support Services Available

While there are a number of counselling agencies available, respondents said many do not have enough information about prostitution and sexual abuse. They asked for more specialist training, street community workers and respite care. The table shows a high incidence of counselling but

this is not necessarily representative of the spectrum of support services available. This survey was conducted mainly through child exploitation counselling services and therefore their high profile in this particular table would be expected.

Table IX Services Offering Support to these Young People

Counseling	31
CYF/Youth aid	14
Youth workers	12
Health/Family Planning	6
Prostitutes Collective	2
Alcohol and Drug Services	3
WINZ/Employment	1
CAB/Information services	0
Salvation Army	1
Police	4
Sexual Abuse Centre	4
Total	78

10. Satisfaction with the Support Services Currently Available

Only 27% of the respondents stated they were satisfied with the support services available to them. The balance expressed room for improvement in the number of services that should be available and their access to them for relevant and effective help.

Table X Satisfaction with Services

Very Satisfied	5	7%
Satisfied	14	20%
Some of the time	31	44%
A little of the time	10	14%
None of the time	2	3%
Unsure	8	11%
Total	70	100%

11. Stopping the Commercial Exploitation of Children

The predominant issue expressed on stopping sexual exploitation of children was in terms of increased and improved education, awareness raising, more information, more publicity and more parental guidance. This accounted for about 30% of the ideas put forward. Other issues included stronger prosecutions, more emphasis on prosecuting the perpetrators, and stopping violence. A significant group of responses asked for CYFs to be better resourced and to have a closer involvement. There were also suggestions of safe houses being available for children, for earlier intervention to protect them and to have social workers available on the streets. The issues of post traumatic stress syndrome, the building of self esteem, the empowering of children and providing

practical alternative lifestyle options and job training were also put forward as contributing to preventing sexual exploitation.

Table XI How to stop the Commercial Sexual Exploitation of Children

Ways of stopping Commercial Exploitation of Children	Total	Percent
Addressing post trauma/self esteem/empowerment/assistance	4	3%
Education young people/TV Campaign	13	9%
Practical alternatives lifestyle options/job training/youth resources	6	4%
parent/general education	23	15%
Hold clients accountable/men stopping men from using them	5	3%
Respite care (no questions asked)	4	3%
Social workers on the streets	1	1%
Reduce poverty	4	3%
Stiffer penalties	6	4%
More information, speaking out	4	3%
Registration/legalisation	2	1%
CYF involvement/more resourcing	16	11%
Illegalize pornography	6	4%
Specialist group & provide staff training	13	9%
Stop abuse & violence	5	3%
Increase Public Awareness of child prostitution	10	7%
Earlier intervention required	9	6%
Improved inter-agency cooperation	7	5%
Provision of safer home	2	1%
More aware of vulnerability of children with intellectual disability	2	1%
Strengthening family values and relationship	7	5%
Grand total	149	100%

12. Other Ways Health and Welfare Agencies Could Contribute

This table is in response to a question directly to the Counselling agencies surveyed (not addressed to children). It reflects the views of some practitioners to further improve the services they were offering.

Most of the responses recommend an extension of services being offered. This included such things as more funding being made available to counsel youth; an increase in the delivery of counselling methods to include telephone, texting, e-mailing; improved counselling in rural areas; improved access such as social workers on the streets and free transport for children to attend counselling.

Table XII Other Ways Your Agency and Health & Welfare Agencies Could Improve the Situation of Young People Having Sex for Money or Goods

Other Ways Your Agency and Health & Welfare Agencies Could Do	Total	Percent
Provision of free transportation service for children attending counseling sessions	1	4%
WINZ benefits avail at younger age	3	12%
Increase community input and awareness	2	8%
Social workers on the streets	3	12%
Better services for youth living in rural areas	2	8%
Improved STD clinics	2	8%
More funded counseling available for youth	6	24%
More counseling options provided for children, such as telephone, email or texting counseling	4	16%
Additional funding to support local residential drug programme	2	8%
Grand total	25	100%

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Prevention

Prevention can be seen under three traditional stages:

1. Primary Prevention

Reducing the circumstances that lead to the commercial sexual exploitation of children such as eliminating pornography, child abuse and violence, stopping the sexual exploiters of children, and training young men not to be abusers/ offenders/ exploiters.

2. Secondary

There should be better resourcing and care for abused children, training males not to be abusers/ offenders/ exploiters, reducing youth poverty, and free tertiary education.

3. Tertiary

Make abusers/ offenders/ exploiters accountable, have in place more social workers out on the streets at night, reduce poverty and assist dysfunctional families, provide respite care for runaways.

Discussion

This survey of the extent of child prostitution in New Zealand has led to several pieces of information. By undertaking this study a number of counsellors have become aware that child prostitution could be a factor in young people's lives.

The results of this study indicate that there are a number of cases of commercial sexual exploited children throughout New Zealand both in cities and in country districts.

In processing the questionnaire returns some counsellors had said they had only seen the young person twice yet they stated that the young person had not been physically or sexually abused. Given the very nature of such abuse and the difficulty people have in disclosing such information it would appear to say they did not know would have been a more appropriate response. This suggests counsellors may need more training in the delicate nature of disclosure of abuse and to ensure the information is freely given.

Interviews suggested boys were sexually exploited in some areas but there were no questionnaires supporting the interviewers' statements. However the surveys returned were only from those respondents who were motivated to respond to the survey. The Male Call research carried out by the New Zealand AIDS Foundation (1996) found that 96 males under 20 years old had been paid for having sex with a man in the last six months (Saxton, pers. com. 2001). In South Auckland, Te Huarahi Oranga O Te Po Ki Manukau outreach services run a mobile service and 25 % of the people they assist are between 13 and 18 years old and over 30% are gay males.

There were no discernable double ups on the descriptions of the young people and the numbers are probably a conservative estimate. There was no information given from Child Youth and Family Services or truancy officers.

The backgrounds of the children reported were similar to that in the literature (e.g. Giobbe, 1990) and while there was mention of a boyfriend and/or gang involvement in some instances, it was not the widespread pimping reported in overseas research.

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