

Combating the commercial sexual exploitation of children and adolescents in Brazil



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Combating the commercial sexual exploitation of children and adolescents in Brazil

Executive Summary

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Introduction

The Research presented in this report is the result of a partnership between the University of Nottingham Rights Lab (UK), the Federal University of Pernambuco (UFPE, Brazil), and the Freedom Fund (USA). The project was supported by the UK Arts and Humanities Research Council (AHRC) under project reference AH/V01336X/1, and coordinated by Prof. Valeria Nepomuceno, Dr. Ben Brewster, and Dr. Katarina Schwarz.

The overarching aim of the research was to analyse efforts to address the Commercial Sexual Exploitation of Children and Adolescents (CSEC) in Brazil, and specifically within the state of Pernambuco. The project centred the views and lived experiences of survivors to influence ongoing efforts to reform public policies aiming to combat CSEC in Brazil. The project was conducted with the following objectives:

1. To examine changes in the nature of CSEC in Brazil and its impact on survivors.
2. To identify challenges to the effective implementation of public policies to address CSEC.
3. To analyse and make recommendations on the national legal framework and public policy regulations that aim to combat CSEC.

To achieve these objectives, a mixed method approach was implemented across four data axes:

1. Narrative-inspired interviews with CSEC survivors and at-risk young people to understand their experiences of Brazil's CSEC referral and support systems.
2. Semi-structured interviews were conducted with key informant practitioners from state and non-governmental CSEC stakeholder organisations to understand policy implementation gaps and the realities of frontline response.
3. Administrative data was analysed from organisations at the national and state level (Pernambuco).
4. A comprehensive review of existing CSEC governance (inc. policy, legislation, and government response) was conducted at the state (Pernambuco) and national level

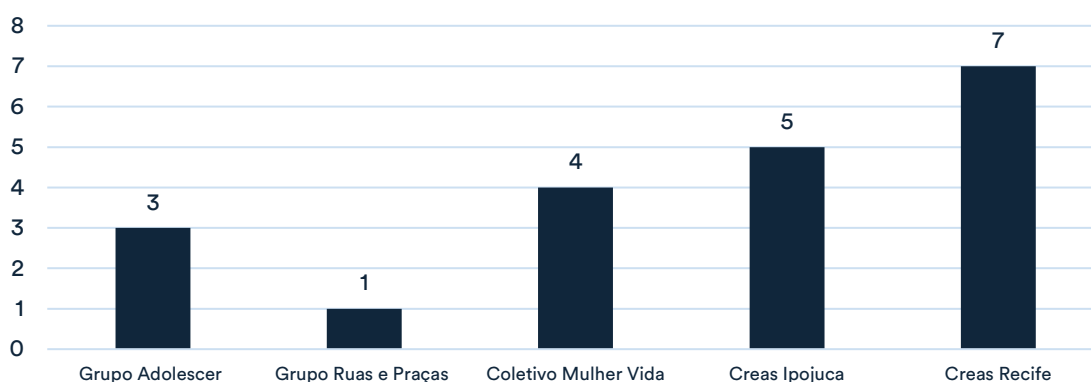
1. Results from the interviews with adolescents

20 interviews were conducted with adolescents in the Pernambuco region of Brazil. Participants were sampled from several non-governmental organizations and Specialised Reference Centres for Social Assistance (CREAS) that provide protection services to adolescent survivors of CSEC and those considered at risk. Participants were aged between 12 and 18 years and located in the cities of Recife, Olinda, and Ipojuca. All participants had been accessing services for at least six months. After introducing our study and its aims, interview participants were invited to reflect on their experiences of different support services. Participants discussed a range of topics and were given freedom to draw upon experiences they felt were important. These included their own experiences of exploitation, abuse, and harm, specialist support services, community initiatives, their family lives, and issues that affected their local communities more broadly.

1.1 The profile of adolescent participants

Among the adolescents interviewed, 12 were attending publicly funded CREAS services, while 8 were attending services provided by NGOs.

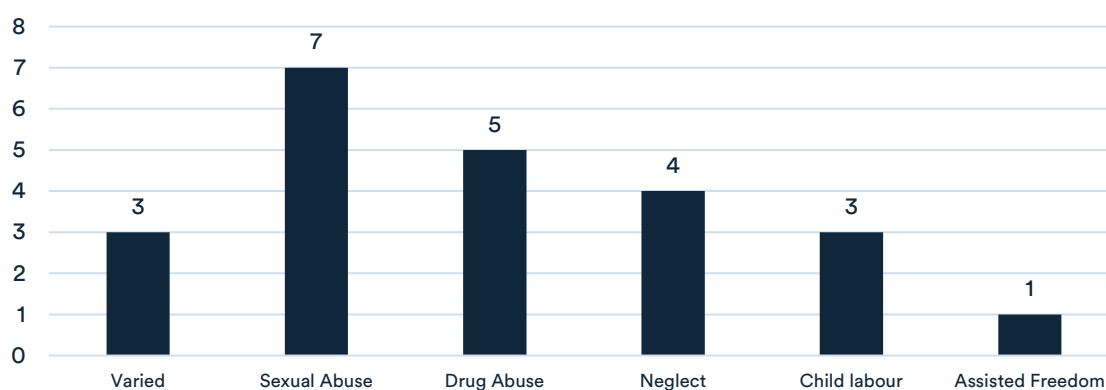
Graph 1 – Institutions supporting adolescent participants



Source: The Authors (2023)

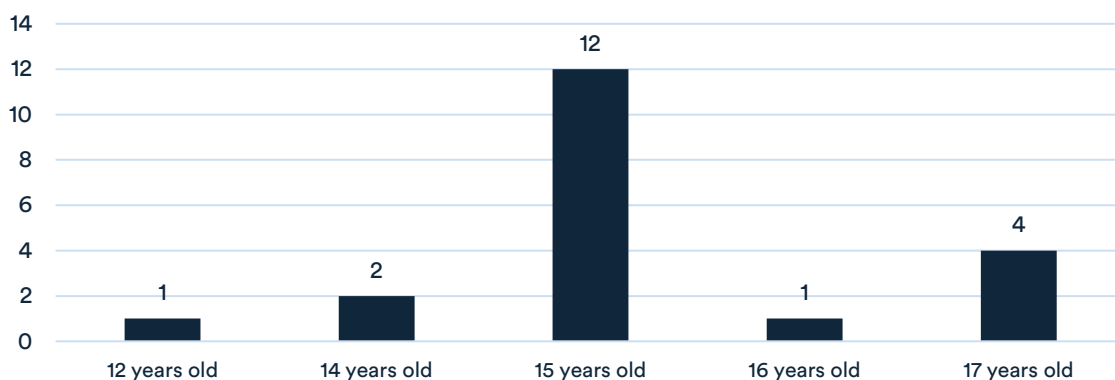
Participants attended services for various reasons. Among them, the following were identified:

Graph 2 – Reasons for attending support services



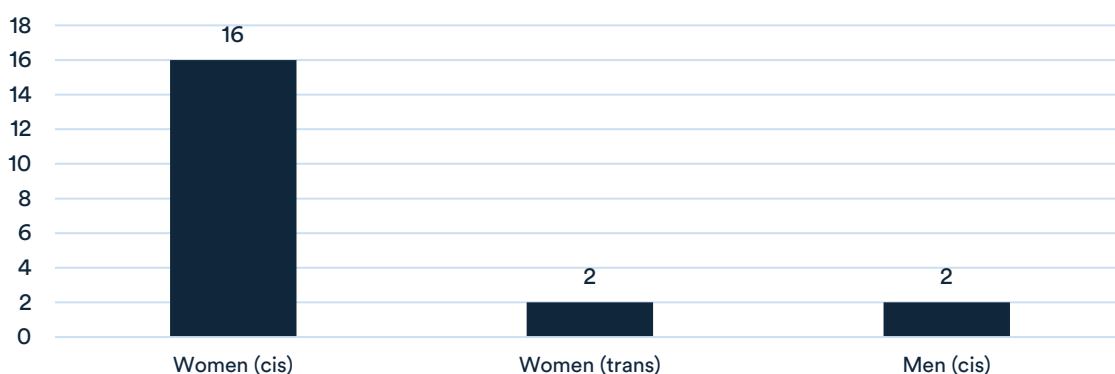
Source: The Authors (2023)

Graph 3 – Age of adolescent participants



Source: The Authors (2023)

Graph 4 – Sex and gender of adolescent participants



Source: The Authors (2023)

1.2 Research Findings

Out of the 20 young people who were interviewed, the majority resided in Recife, followed by Ipojuca and Olinda. 60% of the young people that were interviewed in Ipojuca, a popular tourist destination, were identified as being involved in child labour.

In the Recife, young people were often found to be accessing services for multiple and intersecting reasons. (i) 18% reported having experienced homelessness; (ii) 45% reported issues with drug misuse; (iii) 27% had experienced sexual abuse; and (iv) 36% had experienced neglect. 18% also reported having experienced sexual exploitation, although for many this was not the primary reason they were attending services.

The research team recorded and made transcripts based upon the interview data and took field notes during subsequent visits to services. Interviews were coded for the following themes: (i) life contexts that enhance vulnerability or protection; (ii) the child and adolescent rights guarantee system; (iii) the impact of services on adolescents; (iv) adolescents' perceptions of their communities; and (v) adolescents' perspectives on CSEC. Subsequent sections of the report discuss findings in relation to each of these themes.

1.2.1 Contexts that enhance vulnerability and protection

We consider that to build new knowledge on the phenomenon of CSEC, it is important to understand the experiences of adolescents and the different contextual factors that exist in their daily lives. The results from our research point to the presence of both vulnerabilities and protective factors in the lives of the adolescents we interviewed.

Regarding the *contexts that foster vulnerability*, studies on the Brazilian population (ABRAMOVAY *et al.*, 2002; CORGOZINHO, 2010) suggest that lower-income populations are often the most exposed to violence and food insecurity. The studies also suggest that social policies such as housing, sanitation, health, and justice, fail to meet the needs of these populations, and that the social vulnerability caused by these issues underpins many of the issues faced by the young people interviewed during our study.

Among the contexts that enhance such vulnerability are school dropout, child labour, lack of access to goods and services, broken family ties, drug dependence and misuse, the naturalisation of violence, social stigmas that affect self-esteem, and a lack of belief in the possibility for change. These elements contribute to maintaining inequalities and further compound the impact of harms such as CSEC.

Among the 20 adolescents we interviewed, five were not attending school during the interview period due to pregnancy or recent childbirth, were in the process of moving to another city, or were receiving treatment for drug dependence or misuse. Two further participants were away from their studies due to the impacts of the Covid-19 pandemic, which had either made it difficult for them to attend classes in-person or had caused them to lose interest in attending remotely.

14 of the interview participants spoke of sexual violence against them or a close relative – such as a sister, who for one participant had experienced attempted rape twice. Among them, two discussed having experienced situations of sexual exploitation specifically, while others spoke of having experienced different forms of sexual abuse.

As for *contexts that foster protection*, of note in our interviews were factors including the availability of and access to information and education, being able to participate in social projects, reduced exposure to violence, and the presence of family and institutional support networks. Despite experiencing significant and intersecting social and financial vulnerabilities, the adolescents we interviewed were able to identify factors that they understood to be protective or mitigating.

1.2.2 The Child and Adolescent Rights Guarantee System and other assistance mechanisms

Following the Statute of the Child and Adolescent (BRASIL, 1990), the establishment of Law No. 13,431/17 in Brazil created a system for assuring the rights of children and adolescent victims or witnesses of violence (BRASIL, 2017). This law is in turn governed by Decree No. 9603/2018 (BRASIL, 2018a), which established a collegiate management committee for the country's care and social protection network to regulate the committee and to improve service flows that prevent victimization (BRASIL, 2018a, n.p.).

Decree No. 9603/2018, further established that services should meet the following requirements: (i) to carry out assistance to children and adolescents in an efficient manner; (ii) avoid duplication of tasks; (iii) prioritize cooperation between agencies, services, programs, and public facilities; (iv) establish information sharing mechanisms; and (v) define the role of each institution or service and the professional who will supervise it (BRASIL, 2018a).

Among the research results, we observed two types of flows in relation to the victim assistance services: the *maze flow* and the *boomerang flow*. The *maze flow* occurs when there are many possible ways to access relevant services, but where services do not seem provide a route to protection (i.e., they are difficult and confusing to navigate, like a maze). The *boomerang flow* however is characterized by having direct access to a service, but where participants had accessed and subsequently left services, leaving them susceptible to re-victimisation, and perpetuating their exposure to violence and exploitation.

The Rights Guarantee System under Law No. 1869/1990, determines that all institutions in Brazil are required to report cases of violence against children and adolescents to the Child Protection Council (BRASIL, 1990), however the system suffers significant issues with under-reporting and non-notification.

An important aspect – perhaps the most important – of the Rights Guarantee System is the expectation that aligned institutions should work in a cohesive and collaborative way to guarantee the rights of children and adolescents. These institutions typically include Social Assistance Reference Centres (CRAS), Specialised Reference Centres for Social Assistance (CREAS), local health units, NGOs, and others. However, the research did not find these institutions to be collaborating effectively, and that a lack of institutional cohesion was having a negative impact on the quality of care provided by services to child and adolescent victims of violence.

1.2.3 The impact of support services on adolescents.

Adolescent interview participants also provided insights on the impact of different services, both positive and negative, on their lives.

As positive factors, participants cited the following benefits of attending services: (i) being welcomed, listened to, and having the opportunity to share; (ii) having their food insecurity reduced; (iii) having the potential for longer term life transformation; and (iv) being educated about and having access to information on their rights.

Among the elements evaluated as negative, participants noted the following: (i) Fear and insecurity associated with not being able to access appropriate services or information on them; (ii) exposure to different dimensions of violence while in the care of services; (iii) a lack of appropriate service infrastructure; and (iv) being stigmatized and not having access to support that considers needs based on their protected characteristics.

Participants noted positive and negative elements in relation to in both governmental and non-governmental services.

1.2.4 Adolescents' perceptions about their communities

Although the research did not explicitly focus specifically on how interview participants perceived the communities in which they lived, it emerged as an important factor in our analysis of the interviews. Multiple participants described situations of violence that they had experienced in the neighbourhoods where they lived, which were often low income. The main negative factors discussed included issues relating to: (i) drug trafficking and abuse; and (ii) violence against women, and police violence. Teenage pregnancy, while not characterized as violence was also identified by participants as being strongly present in their communities.

Participant's views on pregnancy seemed to be influenced by a number of factors, including embedded social stigma about their place in society, structural sexism that blames women for pregnancy, and the normalization of violence in day-to-day life, which prevents situations of violence, exploitation, and sexual abuse from being recognized and reported.



1.2.5 Adolescents' perspectives on CSEC

CSEC comprises – together with sexual abuse – a broader phenomenon: sexual violence, understood as “[...] the use of the body of children and adolescents by someone who aims, with this, to obtain sexual satisfaction or some gain of a material nature” (MENDONÇA, 2015, p. 251). Sexual violence against children and adolescents is often divided into the following subcategories: (i) sexual abuse, which is characterized by forced interpersonal sexual relationships, that may be intra- or extra-familial; and (ii) commercial sexual exploitation, which has a commercial and profit-oriented nature (FALEIROS, 2004).

Considering the severity of CSEC and the pressing need to address it, Brazil validated and regulated – by Decree No. 6481 of 2008 (BRASIL, 2008a) – Convention No. 182 of the International Labour Organization (ILO), which establishes the List of Worst Forms of Child Labour (WFCL), prohibiting any child or adolescent from being subjected to a list of activities – among them CSEC (ILO, 2000).

Some of the adolescents we interviewed claimed that they were not familiar with CSEC and did not acknowledge that they were aware of CSEC within the communities where they lived, or among people with whom they had close personal relationships. While some participants were unfamiliar with CSEC specifically, they did recognise other forms of sexual violence and discussed factors that they believed were driving those issues. Others however did not know of CSEC, nor did they articulate any of the contributing factors they thought could lead to it. Such responses could be indicative that adolescent participants either were simply not aware of CSEC cases, had difficulty understanding the specifics of CSEC as a form of sexual violence, were traumatized by their experiences and did not want to discuss it, or that the issue is so normalized within their communities that it did not stand out to them.

From the interviews, adolescents identified what they believed to be the main contributors to sexual exploitation. Firstly, they linked CSEC to the socioeconomic needs and conditions of their families. Second, they rationalised sexual behaviour and noted the potential for victims to be stigmatized, and third, they linked sexual exploitation to drug dependence and misuse.

Some adolescent participants also presented a somewhat paradoxical position regarding CSEC. In many cases, they initially denied knowing what CSEC was or the existence of it in their communities, but later came to describe different situations that typified CSEC. We believe that this position is related not only to the non-acknowledgment of CSEC, but also to the characterisation, guilt, blame and stigmatization that exists around CSEC, which can result in ongoing or re-victimization.

2. Results from the interviews with experts

In addition to interviewing adolescents, we also conducted interviews with a sample of key informant CSEC experts. Key informant interviewees were identified and sampled purposively based on their extensive knowledge about CSEC, as well as their personal and professional experiences in working on issues related to CSEC. Ten professionals from the areas of Social Assistance, Education, Justice, Health and Safety, Government, and Civil Society were interviewed. Interviewees were 60% male and 40% female and had spent variable amounts of time in professional roles related to CSEC. 24% had worked for between 5 and 15 years on CSEC related issues, 59% between 15 and 35 years and 17% between 35 and 45 years.

2.1 Research findings

Interviewees were asked questions aligned to seven axes and their responses were analysed thematically.

Axis 1: CSEC concepts and meanings.

Axis 2: Context and externalities.

Axis 3: Intersections of CSEC with race, class, and gender.

Axis 4: State efforts to address CSEC.

Axis 5: Implementing the Child Rights Guarantee System.

Axis 6: The crime of CSEC.

Axis 7: CSEC and the Covid-19 pandemic.

2.1.1 Axis 1: CSEC Concept and Meaning

Key informant expert interviewees highlighted that CSEC and prostitution are frequently conflated, causing CSEC to be underrecognized and, therefore underreported. One interviewee discussed:

CSEC is type of violence against children and adolescents that is perpetrated for the for profit or financial, material advantage, among other reasons. Children and adolescents are victims. [...], but unfortunately there is still the image of the female adolescent who 'prostitutes herself' and is not a victim, it seems as if she would engage in prostitution on her own free will. Hence, it generates a series of problems – among them, the scarcity of CSEC complaints. People do not denounce it because they see the adolescent in this situation of prostitution, not as a victim but acting as an adult who is prostituted, and this is not criminalized in Brazil as in most countries in the world (RESPONDENT, 2022, n.p.).

Experts reported that CSEC fuels a lucrative illicit market, characterized by violence, child labour, and the dehumanization of children and adolescents who are exploited and treated as objects or commodities. The importance of using the terminology of 'CSEC' is due to the understanding that exploitation is being facilitated for commercial purposes, and that networks involved can be local, regional, national, or even international in scope. For this reason, ILO includes CSEC on its list of the worst forms of child labour (ILO, 2000).

In sexual exploitation, there are often recruiters who mediate the sale or exchange of sexual services between victims and demand-side sexual offenders ('customers'). In cases which do not involve someone acting in this role as a recruiter or mediator, it is still classified as sexual exploitation. In these cases, the demand-side offender acts as both the exploiter and abuser. In some parts of Brazil, children and adolescents are also subjected to sexual exploitation as a response to food insecurity and impoverishment.

Sexual exploitation is often discussed in four different forms: (i) the production sexual exploitation material, (ii) sex trafficking, (iii) sexual exploitation of children in travel and tourism, and (iv) sexual exploitation for the purposes of prostitution. In the latter case, some authors refer to the exploitation of children for the purposes of prostitution, however the term 'prostitution' must be used carefully in this context, however. Prostitution is often used to refer to consenting activity among adults. Instead, sexual exploitation is used to emphasise that children are being subject to exploitation, and that they are not responsible for the violence against them. For similar reasons, the term CSEM is preferred over child pornography within this context.

The connection provided by the ILO resolution¹ between child labour, slave labour, and the sexual exploitation of children and adolescents contributes to the debate on child and adolescent exploitation as one of the worst forms of child labour, and therefore, one of the worst forms of modern slavery.

2.1.2 Axis 2: Context and externalities

Between 2016 and 2022, and especially following the election of Jair Bolsonaro to the Brazilian Presidency in 2018, Brazil experienced several social setbacks. These included significant reductions in culture, health and education funding, and labour and social security reforms which intensified the neoliberal agenda of the Brazilian state. Unemployment, poverty, and hunger increased as a result and Brazil's social policies and service networks were left with only minimal funding and support. The country's return to the World Food Programme's hunger map also demonstrated worsening conditions and impoverishment for large segments of the Brazilian population, which were later compounded by unprecedented economic crisis in Brazil, and the Covid-19 pandemic.

Prejudice, intolerance, indifference, and hatred towards minority groups also intensified during this period, affecting children and adolescents, women, people of colour, indigenous communities, people with disabilities, the elderly, and the LGBTQIA+ population. Adultism, sexism, and racism also intensified.

At a time when right wing politics and conservatism are continuing to gain ground worldwide, alongside increasing inequalities and poverty, the need for social transformation seems especially pertinent. One key informant we interviewed discussed:

No social advancement is given freely. It is taken by force by social fights. [...] we have laws, but we need meat, fire, we need jobs, income, clothes to warm us up in the cold, food at least three times a day, no pesticides, no poison. In short, we need health and education as a right of all and a duty of the State
(RESPONDENT, 2022, n.p.)

2.1.3 Axis 3: Intersections with race, class, and gender

Indicators point to the prevalence of CSEC among lower-income people, women, and Afro-Brazilians. When interviewed, we asked key informants to describe the typical profile of CSEC victims that encountered Brazil. One interviewee summarised:

[...] Brazil, which was the last [country] to abolish slavery, [...] which today keeps an entire population in the form of enslavement due to the colour of their skin, black populations, and indigenous populations too, mostly speaking. And where do these children and adolescents – who are trafficked, raped, live in constant suffering, are killed, and are not reported in the statistics – come from? They come especially from these unassisted populations or those with an absence of public and social protections [...] There is a movement resurfacing in the country of sexist, racist, homophobic, and transphobic men and women. And there is the intentional dismantling of all the infrastructure and protections that contributed to empowering parts of the population that did not previously have it (RESPONDENT, 2022, n.p.)

These factors signal that the historical context of colonialism should be considered in current approaches to address CSEC. Those victimized through CSEC are often economically precarious or find themselves socially stigmatised and vulnerable due to their race, ethnic background, or gender.

2.1.4 Axis 4: State efforts to combat CSEC

Interviewees generally indicated a belief that current state efforts to address CSEC were insufficient. The current minimisation of public social policies means that what public policies do exist are often fragmented, disjointed, or inefficient in their implementation, or discontinued entirely. What services are in place often suffer from a lack of financial investment, personnel, and data. One interviewee discussed:

The State says that there is no problem. [...] the State [...] when it does not enforce rights, it is one of the main violators. And then there are the large obstacles: political interests, lack of investment, and the severity with which the State should treat the situation (RESPONDENT, 2022, n.p.).

In Brazil, the human rights of children and adolescents continues to be disrespected despite Brazil being signatory to several UN instruments stating its commitments to address these forms of violence.

Just over two decades ago, Brazil took its first steps to develop proposals to address human rights violations, particularly in the areas of sexual violence and child labour. The following sections discuss the plans and public policies developed to address these phenomena.

2.1.5 Axis 5: Implementing the rights guarantee system

Two key informant interviewees reflected on Brazil's Rights Guarantee System:

On paper, everything is beautiful, but, with rare and honourable exceptions, it is not enough to address identification and support, let alone prevention (RESPONDENT, 2022, n.p.).

I don't want to acknowledge it; I don't engage with it, I don't take responsibility for it. That's [what I hear] when I talk about the invisibility of CSEC; it's pure hypocrisy [...] both socially, as well as from the family, society, and mainly the State. In fact, CSEC is not invisible; there is a lack of interest in fighting it. It's a disturbing issue (RESPONDENT, 2022, n.p.).

To implement the Child and Adolescent Care Policy it is fundamental for the State to act in the best interests of the population. To do this, it must increase its investments in Education, Health, Social Assistance, Justice, and Public Security, and take into consideration that CSEC has a severe impact on the lives of children and adolescents.

2.1.6 Axis 6: The crime of CSEC

CSEC disproportionately affects Development Assistance Committee (DAC) listed countries² Victims of serious forms of exploitation and trafficking come mainly from the global south and demonstrates how structural vulnerabilities act as key determinants and drive the prevalence of CSEC. One participant discussed:

[...] criminals act in a network: land transport to aviation; chains of hotels, bars, and restaurants. There is a significant interconnection, and they act in a very cohesive way; I will use the term 'organized'. And the institutions have not yet reached or are far from achieving this cohesion, this harmony, in the sense that each one can act effectively within their area. As for the structure of the teams and working conditions: I have never, never, never had the experience of a complete team, a team that can handle a territoriality (RESPONDENT, 2022, n.p.).

The commercial sexual exploitation of children and adolescents generates large profits for those who commercialise and profit from the exploitation of vulnerable children and adolescents. This crime occurs both nationally and internationally, with a broad criminal network operating with greater cohesion than the prevention networks that are in place to address them.

2.1.7 Axis 7: CSEC and the covid-19 pandemic

Key informants that we interviewed were unanimous in their appraisal that the Covid-19 pandemic had significantly worsened CSEC in Brazil. Additionally, they indicated that it had helped to facilitate an increase in the dissemination of CSEM through digital media. Several of our interviewees discussed how the pandemic had caused significant issues:

I speak from experience in these 12, 13 years working and I don't see, I can't see, any improvement. And it got worse with the pandemic. It's an endless battle! (RESPONDENT, 2022, n.p.).

The adolescents say: Ma'am, we can't take it anymore, because we report it at school, nothing happens; we report it to the Child Protective Council and nothing happens (RESPONDENT, 2022, n.p.). The policies, which were already fragile, became even weaker: families left the CRAS and CREAS, the Child Protective Council were paralysed, the schools interrupted classes (RESPONDENT, 2022, s. p.).

We lost some sources of complaints and the sexual abuser found himself facing people with more vulnerability, more weaknesses at home (RESPONDENT, 2022, s. p.).

3. State and national data

3.1 National data

National data and records from between 2019 and 2022 from the following sources were analysed to provide further understanding of CSEC in Brazil:

1. The Ministry of Women, Family, and Human Rights (MMFDH);
2. The Data Panel of the National Ombudsman for Human Rights (ONDH) (BRASIL, 2021);
3. Mapear project reports by the Federal Highway Police (PRF);
4. Census of the Unified Social Assistance System / Monthly assistance data from the Specialised Reference Centres for Social Assistance (CREAS)
5. Information System for Notifiable Diseases (SINAN) of the Ministry of Health.

In general, we identified several challenges including high rates of CSEC occurrence, issues with underreporting, and challenges with the performance of the Brazilian State in its efforts to prevent and identify forms of sexual violence against children and adolescents.

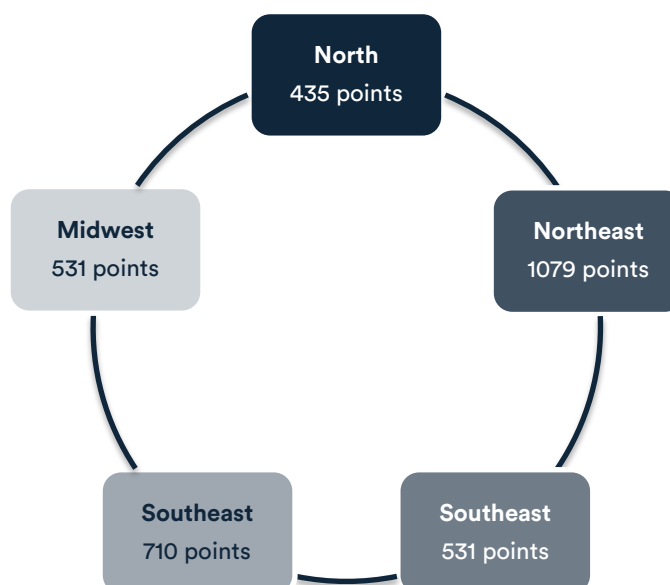
While we analysed all these datasets, the following analysis focuses on summarising national data from the Mapear Report, by the Federal Highway Police, and from SINAN (by the Ministry of Health), as only these institutions provide data specifically on the sexual exploitation of children and adolescents.

The Mapear report (2019-2020 and 2021-2022)

Among the official data published by the Brazilian government, the Polícia Rodoviária Federal (Federal Highway Police) survey is among those that are specifically aimed at monitoring the sexual exploitation of children and adolescents. The work has been carried out since 2003 and continues with the intention of mapping vulnerable and critical points along Brazil's federal highways that are high risk for the sexual exploitation of children and adolescents³ and assists in police highway surveillance.

The 2019-2020 report “[...] registered a total of 3,651 *points vulnerable* to sexual exploitation of children and adolescents across Brazil’s highways. This result represents an *increase of approximately 47% compared to the period covering 2017-2018* (BRASIL, 2020, p. 23). Below is the distribution of vulnerable points identified in different Brazilian regions.

Figure 1: Distribution of vulnerable points across the five regions of Brazil



Source: Brasil (2020)

The report highlights any analysis of the significant increase in the numbers of vulnerable points must consider social and institutional factors, and that such numbers do not necessarily indicate an effective increase in CSEC occurrence. Moreover, the report indicates a reduction in critical points identified by the survey since 2009, because of the positive impact of the Mapear project.

Table 1: Total number of critical points in the last five surveys

Year	Critical points
2009-2010	924
2011-2012	691
2013-2014	566
2017-2018	489
2019-202	470

Source: Brasil (2020)

The report – while pointing to the positive results of the preventive and remedial actions taken through the Mapear project, emphasizes that the mobility of criminal organizations and changes in their methods in response to the activities of police needs to be taken into account, since “[...] the decrease in the number of critical points does not mean that crime is decreasing. In some cases, yes, but in most cases there is a migration of these points” (BRASIL, 2020, p.24). The Northeast region of Brazil continues to be identified to have the highest number of vulnerable points: 1,079; it also surpasses all other regions in the number of critical points identified: 173 critical points, 237 high risk, 353 medium risk, and 316 low risk (Idem, p. 31). The state of Pernambuco occupies the 8th position in the distribution of points per federation, with a total of 133 critical points (Idem, p. 26).

The report also shows that of the 3,651 identified vulnerable points identified, 2,209 or 60.5% are in urban areas, with 1,442 or 39.5% of the points mapped in the survey occurring rural areas (BRASIL, 2020).

The report for the 2021-2022 biennium, the most recent edition of the Mapear report, explains that “[...] 9,745 points vulnerable to sexual exploitation on federal highways were mapped, of which 640 were classified as critical, representing 6.5% of the total catalogued points” (BRASIL, 2022, p. 14). As for geographic location, urban areas remain the main locus of vulnerability of children and adolescents to sexual exploitation. The Northeast region remains with the highest number of vulnerable points: 3,139. It also surpasses all other regions when the analysis factor is the criticality level: there are 177 critical points, 518 at high risk, 926 at medium risk, and 1,518 at low risk (BRASIL, 2022, p. 32).

In the 2021-2022 report, it was not possible to identify the distribution of vulnerable points by federation unit as in previous editions. Only the five states with the highest number of critical points were listed, namely: Espírito Santo, Ceará, Pará, Distrito Federal, and Mato Grosso (BRASIL, 2022, p. 35). The main facilities or areas most vulnerable to CSEC also do not appear in the report.

3.1.2 Information System for Notifiable Diseases (SINAN)

The research *corpus* was composed of documents accessed from the Ministry of Health’s website, more specifically data and information systematized by the Secretariat of Health Surveillance of the Ministry of Health (SVS/MS), with consultation of epidemiological bulletins (BE) from 2019 to 2022 (BRASIL, 2023) and SINAN Net⁴, which is one of the health information systems. Here we present discussion of the SINAN Net data.

Access to SINAN Net is made possible by DataSUS, a computer system of the Brazilian Unified Health System (SUS) that collects, processes, and promotes information on health in Brazil based on records of compulsorily notifiable diseases, including interpersonal or self-inflicted violence. This search allowed us to select a wide range of registered and systematized notifications of violence between 2019 and 2021. Data referring to 2022 is not yet available.

The data presented below is based on this public data and reveals the reported extent of violence, and violations against the rights of children and adolescents. At the same time, the data demonstrates the persistent problem of underreporting in the country, evidenced by the low numbers of CSEC cases recorded. This does not invalidate the importance of the material generated, however. The findings remain relevant, and it is useful to see a representation of what *is* being recorded.

Using the information published on SINAN Net, we put together a table to provide an overview of the number of notifications of *sexual violence* – considering all available age categories and ranges covering children and adolescents. We also accessed notifications regarding *sexual exploitation* – equally considering all available age categories and ranges covering children and adolescents.

We find that sexual violence perpetrated against children and adolescents appears in extremely high numbers, standing at around 80% of the total, even when considering the chronic challenge of underreporting. It was also possible to access information about child labour and child labour characterized as sexual exploitation.

Table 2: Number of notifications referring to violence and sexual exploitation

Sexual violence notifications	2019	2020	2021
1 to 60+ years old	45.878	39.373	27.038
1 to 19 years old	34,212 (about 75%)	29,111 (about 75%)	20,251 (about 75%)
1 year old	441 Sex: (F) 374 (M) 67	566 Sex: (F) 494 (M) 72	390 Sex: (F) 316 (M) 73 (Ignored) 01
1 to 4 years old	6.024 Sex: (F) 4.770 (M) 1.252 (Ignored) 02	5.041 Sex: (F) 4.021 (M) 1.019 (Ignored) 01	3.381 Sex: (F) 2.711 (M) 670
5 to 9 years old	7.843 Sex: (F) 5.830 (M) 2.012 (Ignored) 01	6.518 Sex: (F) 4.021 (M) 1.019 (Ignored) 01	4.430 Sex: (F) 3.480 (M) 949 (Ignored) 01
10 to 14 years old	13.545 Sex: (F) 12.442 (M) 1.103	11.600 Sex: (F) 10.667 (M) 932 (Ignored) 01	8.422 Sex: (F) 7.837 (M) 585
15 to 19 years old	6.359 Sex: (F) 5.937 (M) 421 (Ignored) 01	5.391 Sex: (F) 5.061 (M) 329 (Ignored) 01	3.628 Sex: (F) 3.423 (M) 205
Child sexual exploitation materials	2019	2020	2021
	850	766*	490*
1 year old	8	10	7
1 to 4 years old	145	114	68
5 to 9 years old	284	250	161
10 to 14 years old	328	302	189
15 to 19 years old	85	60	46
		<i>* Total varies and there is not a record for ignored or blank notifications</i>	<i>* Total varies and there is not a record for ignored or blank notifications</i>
Sexual exploitation	2019	2020	2021
1 to 60+ years old	1.178	906	644
1 to 19 years old	953 Over 80%	745 Over 80%	523 Over 80%
1 year old	8 Sex: (F) 06 (M) 02	12 Sex: (F) 09 (M) 03	10 Sex: (F) 07 (M) 03
1 to 4 years old	131 Sex: (F) 100 (M) 31	102 Sex: (F) 83 (M) 19	71 Sex: (F) 59 (M) 12

5 to 9 years old	204 Sex: (F) 137 (M) 67	174 Sex: (F) 137 (M) 37	108 Sex: (F) 78 (M) 30
Sexual exploitation notifications	2019	2020	2021
10 to 14 years old	399 Sex: (F) 365 (M) 34	292 Sex: (F) 262 (M) 30	238 Sex: (F) 218 (M) 20
15 to 19 years old	211 Sex: (F) 194 (M) 17	165 Sex: (F) 140 (M) 25	96 Sex: (F) 80 (M) 16
Child labour	2019	2020	2021
	1.221	861 <i>* Total varies and there is not a record for ignored or blank notifications</i>	875 <i>* Total varies and there is not a record for ignored or blank notifications</i>
1 year old	36	21	22
1 to 4 years old	68	60	49
5 to 9 years old	242	101	120
10 to 14 years old	640	385	382
15 to 19 years old	232	225	241
Child labour/sexual exploitation	2019	2020	2021
	20	28	11

Source: The Authors (2023)

As for the regions where notifications were made, we note that:

1. Of the 45,878 cases of sexual violence recorded in 2019, 6,118 were reported in the North; 7,988 in the Northeast; 18,270 in the Southeast; 9, 274 in the South; and 4, 228 in the Midwest.
2. Of the 39,373 cases of sexual violence made in 2020, 5,299 were reported in the North; 7,106 in the Northeast; 15,407 in the Southeast; 7,783 in the South; and 3,778 in the Midwest.
3. Among the 27,038 cases recorded in 2021, the North registered 3,651 notifications; the Northeast, 5,699; the Southeast, 10,462; the South, 4,767; and the Midwest, 2,459. The analysis must consider not only absolute numbers, but also compare them with other elements, including the demographic recorded in each region.

There was a drop in most notifications between 2020 and 2021, which can be attributed to the Covid-19 pandemic. However, factors that have shaped the last four years in Brazil should also be considered. These include ever worsening living conditions, worsening violence and impunity, and a reduction in the supply of social services to the population. Data from the SINAN Net system corroborates the evidence that girls are the more commonly identified victims of sexual violence within the different identified forms.

3.2 Pernambuco state data

To assess the situation in the state of Pernambuco, we reviewed the following datasets:

1. Ministry of Health – Notifiable Diseases Information System (SINAN Net);
2. Data collection on abuse and sexual exploitation of Children and Adolescents in Pernambuco – (2019/2021) Secretariat for Social Development, Children, and Youth of the State of Pernambuco;
3. Technical note – General Directorate of Promotion and Surveillance of Risks and Harms to Health – No. 6/2022. (DGPVIDA), through the Accident and Violence Surveillance Coordination;
4. CIEVSPE Monitoring (2020);
5. Report 144 – Children and adolescents, ranging from 0 to 17 years old, victims of crimes against sexual dignity and child sexual exploitation materials – PE – Police Department for Children and Adolescents of Pernambuco (2019-2021).
6. SIPIA-CT (Information System for Children and Adolescents – Child Protective Council).
7. Child Labour CRAS, CREAS, SISC, and CadÚnico/PE.

In this executive summary report, we present data from the following:

- Sexual abuse and exploitation of children and adolescents in Pernambuco (2019/2021) by the Secretariat for Social Development, Children, and Youth of the State of Pernambuco.
- Technical Note No. 6/2020 - General Directorate of Promotion and Surveillance of Risks and Harms to Health.
- Report 144 – Children and Adolescents from 0 to 17 years of age victims of crimes against sexual dignity and children sexual exploitation material of the Children’s Police Department and Pernambuco Adolescents (2019-2021).

3.2.1 Data on the sexual abuse and exploitation of children and adolescents in Pernambuco (2019/2021)

The Secretary for Social Development, Children, and Youth of the State of Pernambuco⁵ (SDSCJ), through the Executive Secretariat for Social Assistance and Social Assistance Surveillance, forwarded the reports on sexual exploitation of children and adolescents described in the table below:

Table 3: Children or adolescents in situations of violence or violations, who joined the PAEFI

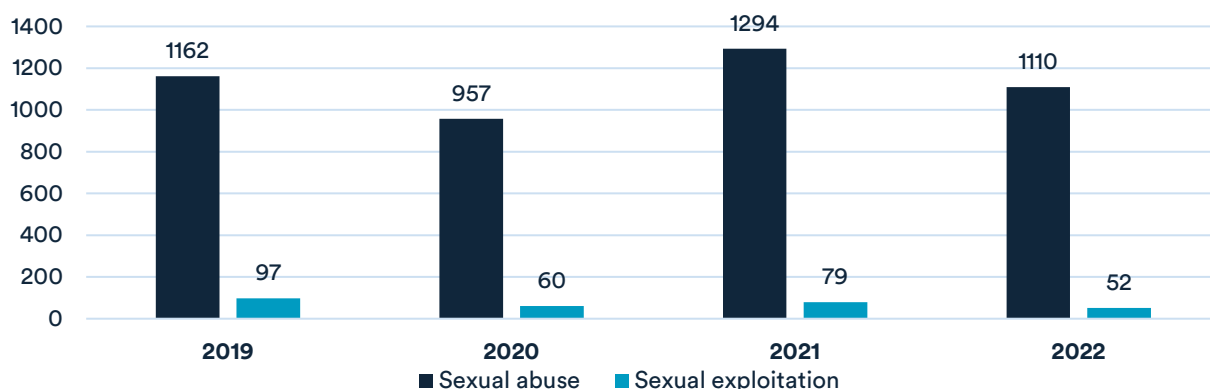
Violence situation or violence of rights situation	Year of reference		
	2019	2020	2021
Children or adolescents victims of sexual abuse	1162	957	1294
Children or adolescents victims of sexual exploitation	97	60	79
Total	1259	1017	1373

Source: Government of the State of Pernambuco (2022a).

We emphasize that the Protection and Specialized Assistance for Families and Individuals (PAEFI) service is part of Unified Social Assistance System and carried out by the CREAS. Among its responsibilities is the provision of assistance for victims of sexual violence (sexual abuse and/or sexual exploitation). Within this context, PAEFI becomes an important source of data for the study.

Data from the CREAS monthly attendance record historical series on sexual violence against children and adolescents from 2019 to 2022 in Pernambuco shows data on the phenomenon of CSEC in different regions of the State:

Graph 5: Pernambuco – Data from 2019 to 2022 on sexual abuse and exploitation



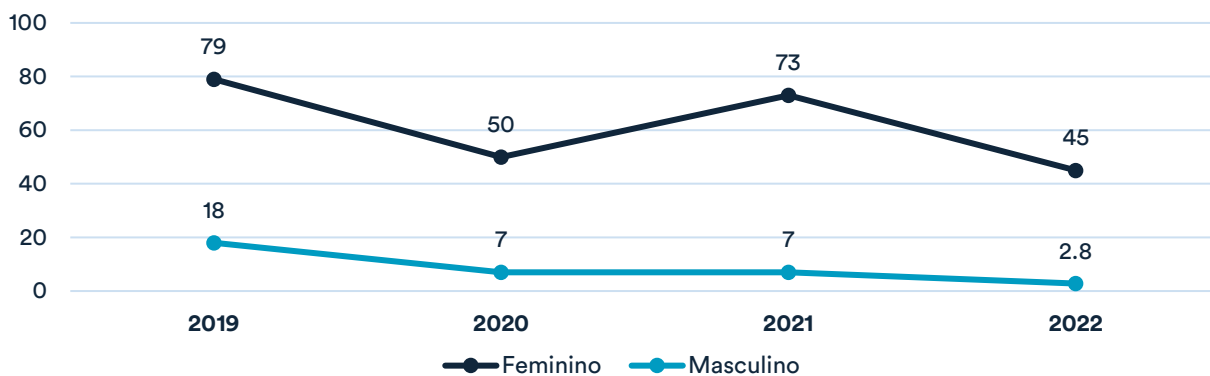
Source: Government of the State of Pernambuco (2022b).

The graph shows there are much fewer records for sexual exploitation than for sexual abuse, with sexual exploitation decreasing over the displayed reporting period (2019-2022), and further demonstrating a trend of underreporting. This underreporting seems to be verified when we analyse information about the previous demographic census in the state of Pernambuco, published on December 28, 2022, by the Brazilian Institute of Geography and Statistics (IBGE), which records that Pernambuco has 9,051,113 inhabitants (IBGE, 2022 *apud* G1-PE, 2022).

In addition, Pernambuco, according to statistics already mentioned in this report, occupies the 8th position in the country in relation to the critical vulnerability points for CSEC according to the Mapear report. Despite the impact of the Covid-19 pandemic, the data demonstrates the persistence and resilience of CSEC over this period, mainly due to the mobility, capacity, and financial profitability associated with it.

An analysis of sexual exploitation by gender between 2019 and 2020 in Pernambuco shows the following:

Graph 6: Pernambuco – Historical Series 2019 to 2022

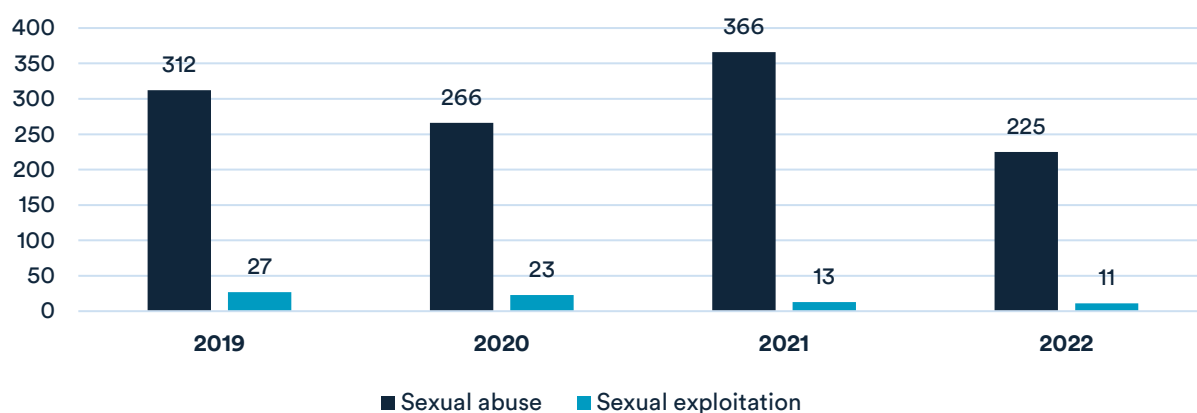


Source: Government of the State of Pernambuco (2022b).

While female victims are more regularly recorded as victims of CSEC, available data does not currently enable more detailed analyses based on victims' race or ethnicity, social class, or sexuality. The linkages between structural issues and CSEC in Brazil mean that it is important that data is also collected on these characteristics so that the development and effectiveness of public social policies to combat CSEC can be properly directed.

The State holds information on the crime of sexual exploitation of children and adolescents by region. In general, in the countryside (non-urban) areas of Pernambuco, formed by the Sertão of Araripe, São Francisco, Central, Pajeú, Itaparica, and Moxotó, the following can be observed:

Graph 7: Pernambuco – Sexual Abuse and Sexual Exploitation in the countryside 2019 to 2022

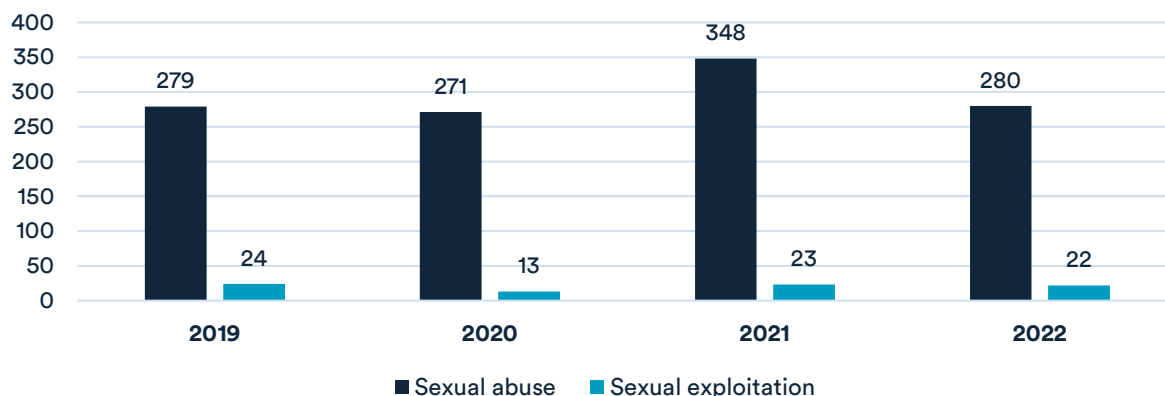


Source: Government of the State of Pernambuco (2022b).

The data shows a clear disproportion between recorded incidence of sexual exploitation (74 cases) when compared to sexual abuse (1,169 cases).

The Agreste region specifically, shows a reduction in cases between 2019 and 2020, and a slight increase from 2021 to 2022, but without significant changes:

Graph 8: Pernambuco – Sexual Abuse and Sexual Exploitation in Agreste 2019 to 2022

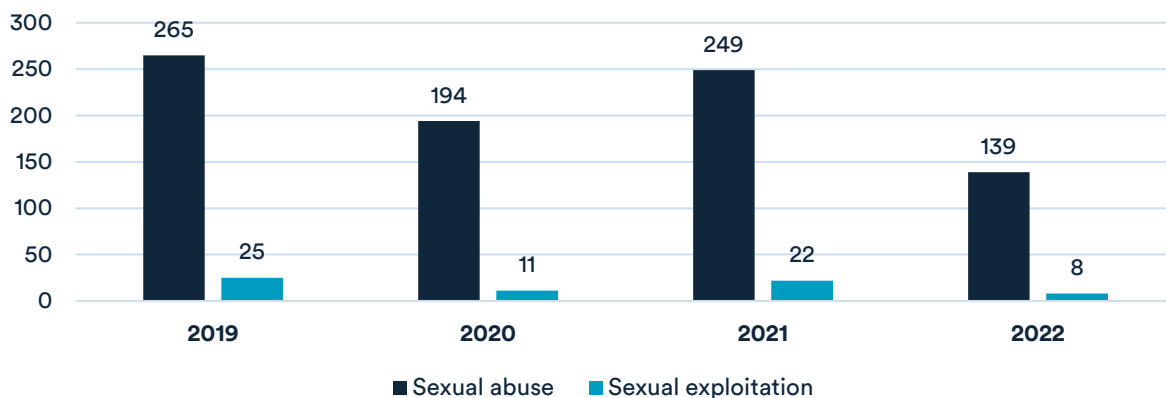


Source: Government of the State of Pernambuco (2022b).

In the Agreste region of the state, formed by the Brazilian Central, Northern, and Southern Agrestes, a total of 92 cases of sexual exploitation and 1,178 cases of sexual abuse were registered during the four years of the historical records.

The Pernambuco forest zone, formed by Mata Sul and Mata Norte, shows the following information, between 2019 and 2022:

Graph 9: Pernambuco Sexual Abuse and Sexual Exploitation in the Zona da Mata Region 2019 to 2022

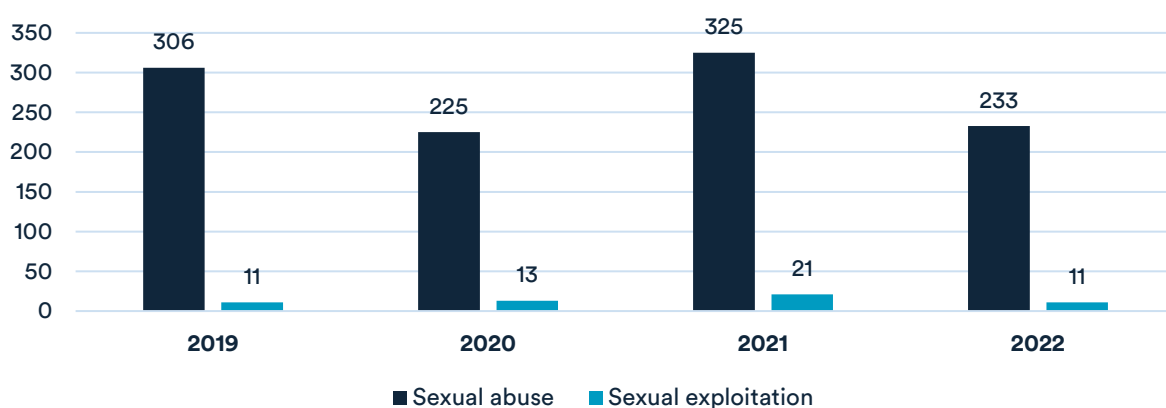


Source: Government of the State of Pernambuco (2022b).

The Zona da Mata is yet another area that shows a reduction in the crime of sexual exploitation of children and adolescents, with only 8 notifications in 2022.

The last area of the state is the Metropolitan Region of Recife (RMR), formed by 14 municipalities. It houses a significant portion of the state’s population, and its records demonstrate the following:

Graph 10: Pernambuco Sexual Abuse and Sexual Exploitation RMR/PE 2019 to 2022

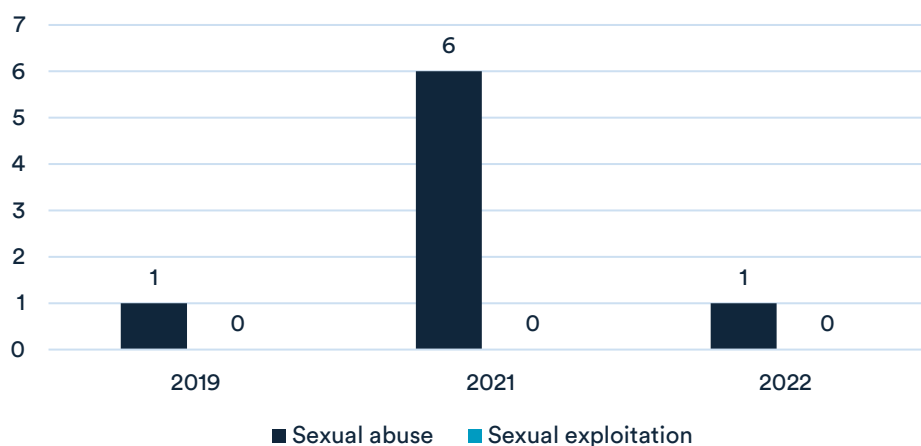


Source: Government of the State of Pernambuco (2022b).

The data shows a reduction in notifications in the most populous region of the area, with only 56 records across the four years, and shows – as indicated by the key informants in our interviews- that addressing CSEC was not a priority issue. The data also further indicates that significant investment is needed to promote and improve the reporting infrastructure to deepen and expand available data, and to enable more detailed analyses. Such data will provide greater insight into CSEC and can inform and galvanize public policies and resourcing to address it.

Finally, we have data from the state district of Fernando de Noronha, as shown in the following graph:

Graph 11: Pernambuco Sexual Abuse and Sexual Exploitation Fernando de Noronha – 2020 to 2022



Source: Government of the State of Pernambuco (2022b).

The graph shows a total lack of records on sexual exploitation, which is surprising, particularly as the archipelago is a tourist area⁶ with intense circulation of people and money, and, therefore, considered to be more prone to CSEC. In regions with levels of tourism, it is necessary that the authorities and the service industry are educated on CSEC and receive training in order to identify and report it. Those facilitating CSEC are known to use different networks, such as hospitality and transportation, to avoid detection.

3.2.2 Reported cases of sexual violence against children and adolescents in Pernambuco

Technical Note No. 6/2020 by the General Directorate for the Promotion and Surveillance of Risks and Damage to Health (DGPVIDA) provides a summary of reported cases of sexual violence against children and adolescents (0-18 years old) residing in Pernambuco, registered in the Information System for Notifiable Diseases (SINAN) in the period between 2019 and 2021. The note also provides figures by a range of characteristics, including gender, race, ethnicity, type of sexual violence, degree of kinship or relationship to the aggressor, sex of the probable aggressor, and referrals to the protection network.

Within, the technical note shows that 37.3% of cases of sexual violence registered by the state of Pernambuco were against children and 62.7% against adolescents.

Table 4: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to year of notification and age group. Pernambuco 2019-2021

Year of notification	0 to 11 years old	12 to 18 years old	Total
2019	514	823	1337
2020	420	698	1118
2021*	508	907	1414
Total	1442	2428	3870

Source: Government of the State of Pernambuco (2022a).

According to this information, we see that adolescents (those over 12) stand out as the most commonly reported victims by age, following national trends. One of the reasons provided for the larger numbers of reports concerning adolescents is that they are more likely to self-report than children (under 12 years).

The data also shows that victims are most commonly female:

Table 5: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to the sex of the victim. Pernambuco 2019-2021

Sex	2019	2020	2021*
Male	154	102	127
Female	1183	1016	1288
Total	1337	1118	1415

Source: Government of the State of Pernambuco (2022a).

The prevalence female CSEC victims demonstrates that this crime takes advantage of systemic gender inequalities and power imbalance, which in turn subjects women and girls to various forms of violence, including sexual violence.

The data also shows persistent oppressive racial dynamics in Brazil, and shows how children and adolescents from certain racial and ethnic backgrounds are more commonly victimized.

Table 6: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to the victim's race or colour. Pernambuco 2019-2021

Race or Colour	2019	2020	2021*	Total
White	215	158	187	560
Black	112	92	113	317
Yellow	27	14	15	56
Brown	955	837	1064	2856
Indigenous	7	4	8	19

Source: Government of the State of Pernambuco (2022a).

The racial inequalities that contribute to the disproportionate exploitation of certain groups is also reinforced by deep class and gender inequalities.

When we start to examine the type of sexual violence, we find five different forms:

Table 7: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to type of violence⁷ Pernambuco 2019-2021

Type of sexual violence	2019	2020	2021**	Total
Rape	989	872	997	2858
Sexual harrassment	363	341	398	1102
Sexual exploitation	42	29	43	114
Child pornography	47	26	34	107
Other Types of Sexual Violence	92	50	61	203

Source: Government of the State of Pernambuco (2022a).

The table shows that, between 2019 and 2021, there were 21,823 reported cases of interpersonal or self-inflicted violence against children and adolescents living in Pernambuco. Of these cases, 4,384 involved sexual violence and, but only 114 on sexual exploitation specifically. This seems to be a very small number of cases, which may be the result – as reported through our key informant interviews – of the inability of the Rights Guarantee System to adequately identify and record the phenomenon. Another possibility is that CSEC is not reported at all as there is little confidence in the Rights Guarantee System itself, and people fear being exposed after making reports.

Data is also provided on the relationship between perpetrators and victims, and their gender, shown below:

Table 8: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to the probable perpetrator's degree of kinship. Pernambuco 2019-2021

Kinship	2019	2020	2021**	Total
Father	96	104	133	333
Mother	31	30	54	115
Stepfather	86	98	111	295
Intimate Partner ⁸	338	309	450	1097
Acquaintance/Friend	281	189	215	685
Unknown	189	166	145	500
Others ⁹	235	189	246	670

Source: Government of the State of Pernambuco (2022a).

Table 9: Distribution of cases of sexual violence against children and adolescents (0 to 18 years old) residing in Pernambuco, according to the perpetrator's sex. Pernambuco 2019-2021

Sex of the Probable Perpetrator	2019	2020	2021*	Total
Male	1154	1020	1197	3371
Female	27	28	34	89
Both Sexes	37	16	42	95
Ignored/Blank	119	54	142	315
Total	1337	1118	1415	3870

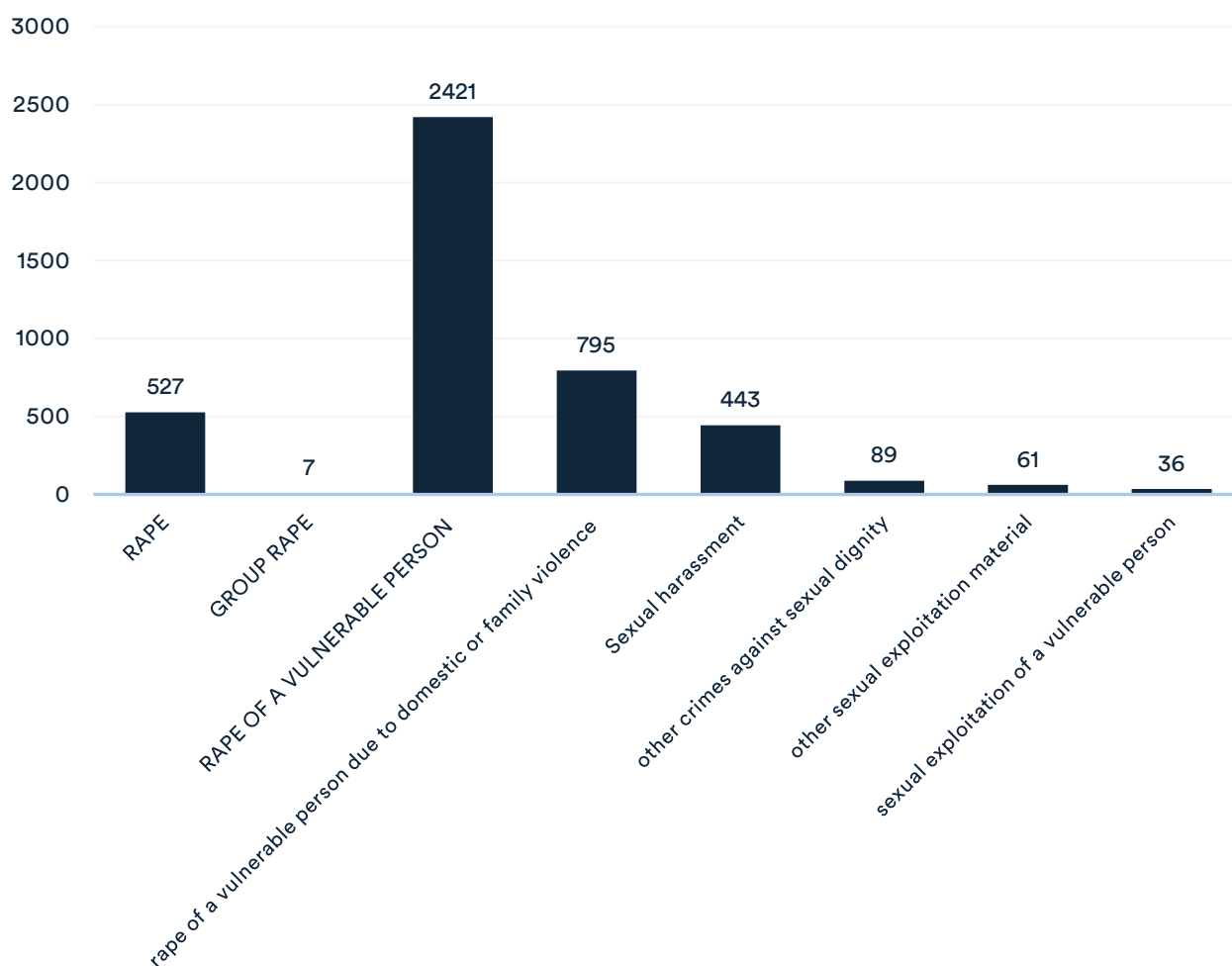
Source: Government of the State of Pernambuco (2022a).

Unfortunately, the available data do not allow for further detailed analysis on the nature of perpetrators. The document made available by the Pernambuco state Health Secretary makes visible, regarding referrals to the protection network¹⁰, that health policies and the Child Protection Council become important sources of information and gateways for filing charges and identifying sexual violence, and that financial, training, human, and structural investment in the policies is essential to achieve this. Between 2019-2021, the Child Protection Councils made the most referrals out of all agencies, with 1,936 cases of sexual violence registered. The health network referred 1,573 cases over the same period, and the Child and Adolescent Police Station 618 cases.

3.2.3 Reports of crimes against the sexual dignity and sexual exploitation of Children and adolescents in Pernambuco

The Police Department for Children and Adolescents of Pernambuco published data on crimes against the sexual dignity and child sexual exploitation of children and adolescents, covering 2019-2021. The report provides information on the city, date, sex, age, and total number of people involved in crimes against the sexual dignity of children, and child sexual exploitation. Within, it presents crime across nine categories: (i) rape; (ii) group rape; (iii) rape of a vulnerable person; (iv) rape of a vulnerable person due to domestic or family violence; (v) rape due to domestic or family violence; (vi) sexual harassment; (vii) other crimes against sexual dignity; (viii) child sexual exploitation material; and (ix) sexual exploitation of a vulnerable person. The occurrence of these crimes was recorded according to the graph below:

Graph 12 – Nature of crime against children and adolescents/PE



Source: The Authors (2023).

The data relating to the rape of a vulnerable person (2,421) stands out, with considerably higher incidence when compared to the crimes of collective rape (7), child sexual exploitation material (61), and sexual exploitation of a vulnerable person (36).

Considering the focus of the research on CSEC, in this report we focus on child sexual exploitation materials and the sexual exploitation of a vulnerable person. For that, we disaggregated the data by year to better visualize the dynamics of these crimes and their distribution in Pernambuco.

Of note is that there were only 9 cases of sexual exploitation of a vulnerable spread across 9/185 of the municipalities that make up the entire state. It is also interesting to note the absence of reports made in cities that have the highest population density in the state (Olinda, Recife, and Jaboatão dos Guararapes), and suggests that the recording and investigation of these crime types is not currently being prioritised.

Pernambuco is considered somewhat of a CSEC hotspot in Brazil, something which has been corroborated by other documents summarised in this executive report and confirmed through our interviews with key informant experts. However, despite this the region also suffers from underreporting and a lack of coordination across its municipalities. In 2020, and following the emergence of the Covid-19 pandemic, only 15 cases were reported, with only 1 involving a male victim and only 2 cases involving children under 11 years of age. This reporting trend continued into 2021 where only 12 cases were recorded, with little correlation in terms of where across the different municipalities CSEC occurred, further compounding difficulty in establishing patterns that would help to inform interventions.

Only 36 cases of sexual exploitation of a vulnerable person were registered across the three-year period between 2019 and 2021. Within that time only 27 municipalities filed notifications. CSEC also manifests as what Secretary of Health report calls child pornography (CSEM)¹¹. In addition to the Statute of the Child and Adolescents, CSEM is criminalised by Law No. 11,829/2008, which amends Law 8,069/1990 and strengthens the fight against the production, sale, and distribution of child pornography, as well as criminalising the acquisition and possession of such material and other behaviours related to paedophilia on the internet (BRASIL, 2008b).



4. Analysis of public policies, laws, and regulations

For the fourth axis of the research, we conducted a review of the international, national and state-level legal instruments, norms, regulations, and public policies that govern the response to CSEC in Brazil, and in Pernambuco specifically, which eventually totalled 64 documents.

We adopted a methodology inspired by the Manual for the Measurement of Juvenile Justice Indicators, by the United Nations Children’s Fund (UNICEF) and the United Nations Office on Drugs and Crime (UNODC) (UNICEF; UNODC, 2006), and aimed to provide descriptive information about laws and public policies related to CSEC.

To conduct the analysis, we prepared a set of 8 qualitative indicators regarding aspects of law and public policy efforts to address CSEC. The indicators were developed based on the main national policy guidelines for addressing sexual violence, taken from Brazil’s 2013 National Plan to Combat Sexual Violence against Children and Adolescents (BRASIL, 2013) and in Brazil’s third National Plan to Combat Human Trafficking of 2018 (BRAZIL, 2018b). The indicators cover the areas of accountability, victim assistance or attention, and prevention. In the analysis we consider these areas and some of their definitions as key indicators.

We have also defined four characteristics that we considered to be important for an effective public policy system in combatting CSEC: (i) the degree of specialization of the justice system; (ii) what the country does to prevent children and adolescents from becoming victims of CSEC; (iii) what the country does to meet the needs of children and adolescents who become victims of CSEC; and (iv) whether children and adolescents have channels to express their opinion on the conditions and suitability of the assistance provided by protection services.

The methodology indicates the creation of tools to collect information about the existence of these elements across the different legal and public policy instruments, which we assess according to UNICEF and UNODC (2006, p. 114):

The extent to which a particular aspect examined by a Policy Indicator is adequately protected by law or policy is measured using a score of 1 to 4 as the overall score for each policy analysis tool. The number of points in each column of the tool (law and policy) is counted and converted into a percentage. This can then be used to assign an overall score to the indicator (UNICEF; UNODC, 2006, p. 114).

The UNICEF and UNODC (2006) approach assess public policy indicators on a scale of 1-4. The levels that appear in UNICEF and UNODC (2006) and that we will adopt in the research are: Level 1 (does not exist in law or policy); Level 2 (is weakly protected by law or policy); Level 3 (is moderately protected by law or policy); and Level 4 (is well protected by law or policy). According to UNICEF and UNODC (2006, p. 115): The methodology is not limited to assigning the level, but can be used for further reflection:

Careful analysis of the completed tool can show where legislation, policies, or guidelines need to be strengthened. Greater protection is usually guaranteed when these aspects are catered for in law and when there is a set of policies or guidelines that provide practical implementation details. [...] in which the policy analysis tool reveals that an aspect is not strongly protected by legislation and exists only in guidelines or standards, the management team may recommend for the inclusion of the principle in law. Conversely, where the aspect is protected by law but there are no standards for its implementation, the management team can recommend that policies or guidelines be developed to help understand and implement it at the local level (UNICEF; UNODC, 2006, p. 115).

After creating the eight indicators, we defined their analysis tools or elements. Below, we present the indicators and tools used:

Indicator 1: Specialised justice system for children and youth

Analysis Tools:

1. Existence of specific legal provisions for sexual crimes committed against children and adolescents;
2. Existence of specific legal provisions for CSEC;
3. Existence of courts specialized in judging crimes against children and adolescents (sexual crimes).

Indicator 2: Mechanism for filing complaints on CSEC cases

Analysis Tools:

1. Existence of a system for filing complaints;
2. Existence of a service flow for filing complaints;
3. Existence of specialised services for filing complaints and notifications of CSEC in an articulated manner within the scope of the Rights Guarantee System;
4. Existence of courts of specialized assistance to CSEC survivors.

Indicator 3: Access to Justice

Analysis Tools:

1. Existence of mechanisms and instances for filing charges on CSEC cases;
2. Existence of free legal services for CSEC cases.

Indicator 4: Accountability of CSEC perpetrators

Analysis Tools:

1. Existence of statutory procedures that more effectively hold CSEC perpetrators to account;
2. Existence of defined and ongoing public security and intelligence actions to combat CSEC;
3. Existence of police stations and expert services specialized in investigating crimes against children and adolescents;
4. Existence of integrated centres able to respond more quickly to cases of sexual abuse and/or exploitation, with the presence of institutions such as specialised police stations, courts, prosecutors, forensic experts, and protection services;
5. Existence of international cooperation agreements on matters related to combatting sexual abuse and/or exploitation, with emphasis on cases of trafficking for the purpose of sexual exploitation and child sexual exploitation materials, respecting international conventions, treaties, and specific legislation;
6. Addition of CSEC enforcement to the responsibilities of the Ministry of Labour;
7. The number of existing Child Protection Councils per municipality, observing the parameters established by Conanda;
8. International protocols ratified by Brazil.

Indicator 5: CSEC Survivor Assistance

Analysis Tools:

1. Existence of programs, services, and actions to identify children and adolescents exploited through CSEC;

2. Existence of shelter institutions for victims of CSEC;
3. That services are provided in appropriate and adequate places;
4. That services are performed in places separate from adults;
5. Existence of governmental and non-governmental programs or projects for situations of trafficking for the purpose of sexual exploitation;
6. Partnerships with international networks to locate people abroad and assist victims of human trafficking;
7. Existence of local shelter networks for victims of CSEC;
8. Existence of mechanisms for safely repatriating victims of human trafficking;
9. The availability of professional training opportunities for adolescents in situation of CSEC;
10. Existence of programs and services that monitor and support families of children and adolescents in situations of abuse and/or sexual exploitation;
11. Existence of norms that guide schools and health and social assistance units that have adopted integrated notification forms for cases of abuse and/or sexual exploitation;
12. Offer of specialised care and culturally competent care that respects territorial, ethnic issues, and other diversity criteria, especially in relation to children and/or adolescents in situations of abuse and/or sexual exploitation that come from indigenous communities;
13. Availability of specialised support for children and adolescents in situations of sexual abuse and/or exploitation, who have dependence or histories of misuse with alcohol and other drugs;
14. Existence of resources from municipal, state, district, and national funds for for use on actions to combat abuse and/or sexual exploitation total and proportional to the budget of the respective funds of the National Health Surveillance Policy (PNVS);
15. Existence of referral mechanisms for the engagement of strategic business sectors and worker unions to promote interventions. These should include awareness campaigns and employee training to make supply chains more aware of the issue of abuse and/or sexual exploitation of children and adolescents;
16. Existence of mechanisms for listening to the opinions of children and adolescents about the protection services offered.

Indicator 6: Integrated and Intersectoral System of Information, Identification, Assistance, and Support of Victims of CSEC.

Analysis Tools:

1. Existence of a national and local integrated information system on CSEC;
2. Existence of state and municipal committees to combat human trafficking;
3. Number of CSEC complaints that are made to official reporting channels;
4. Existence of integrated service protocols (health, education, social assistance, socio-legal assistance, and other policies);
5. Existence of mechanisms for the mutual referral of CSEC cases;
6. Existence of integrated pathways and procedures in the policies for assisting in CSEC cases;
7. Standardization of formal procedures.

Indicator 7: CSEC Prevention

Analysis Tools:

1. Existence of national and state campaigns on the subject of CSEC;
2. Existence and dissemination of a database on key stakeholder institutions;
3. Existence of programs and projects and the provision of educational, social, sports, and cultural spaces aimed at CSEC prevention;
4. Existence of programs, actions, and services implemented by governmental and non-governmental organisations aimed at preventing the trafficking of children and adolescents for the purpose of sexual exploitation;
5. Existence of implemented programs, projects, and services, in an intersectoral way, aimed at preventing abuse and/or sexual exploitation within the context of tourism;
6. Existence of professional training programs for the inclusion of adolescents into the formal workforce, in accordance with the normative framework;
7. Existence of Codes of Conduct in Tourism that hold the tourist industry accountable for actions to combat abuse and/or the sexual exploitation of children and adolescents;
8. Insertion of sexual education into school curriculum at both elementary and secondary levels, and the existence of national guidelines for education on human rights;
9. The inclusion of “prevention of abuse and/or sexual exploitation of children and adolescents” in the curricula and/or political-pedagogical projects of education secretariats.

Indicator 8: Monitoring and Evaluation of Plans and Policies

Analysis Tools:

1. Existence of a monitoring and evaluation system for plans to address abuse and/or sexual exploitation of children and adolescents at the national and state levels;
2. Existence of a monitoring system for policies to combat CSEC.

Source: The Authors (2023)

4.1 Results of the law and policy analysis

We now present the results of applying the indicators, according to the elements of the indicators defined above. The following table summarizes the extent to which existing law and policies, applicable in Brazil, address those indicators:

Table 10: Indicators – Percentage and Level in Law and Policy

Indicators	% Law	% Policies
Specialised Justice System for Children and Youth	100% (L4)	0% (L1)
Mechanism for Filing Complaints on CSEC Cases	0% (L1)	25% (L1)
Access to Justice	0% (L1)	50% (L2)
Accountability of CSEC Perpetrators	12.5% (L1)	50% (L2)
CSEC Survivor Assistance	6.25% (L1)	18.75% (L1)
Integrated and Intersectoral System of Information, Identification, Assistance, and Support of Victims of CSEC	0% (L1)	0% (L1)
CSEC Prevention	0% (L1)	9.09% (L1)
Monitoring and Evaluation of Plans and Policies	0% (L1)	0% (L1)

Source: The Author (2023)

The results of the analysis show, for example, that the law includes all three elements of the indicator, scoring 100% and suggests that the law can be measured as Level 4 regarding the existence of a specialised justice system for children and adolescents. However, no elements of the indicator are present in existing policies (0%, level 1), and shows that while the indicator is well met by law, it is currently non-existent in policies. The same scoring approach applies to the other indicators.

This simple visualization of the indicators shows that Brazil currently has more public policies than legal regulations regarding the different CSEC indicators. Indicator 1 is the only one in which Brazil appears at level 4, and addresses 100% of the criteria within the indicators, and shows that the specialised justice system for children and youth is well protected by law. However, there is an apparent contradiction in that indicator 3 – access to justice, contains no legal protections, and appears only in policies in a small way. Indicator 4 which assess the extent to which CSEC perpetrators are accountable also shows a complete lack of legal provision, and only weak protection by policy.

The results on mechanisms on the existence of mechanisms to support the filing of charges for CSEC cases are equally worrying. They do not exist in the law and only receive cursory recognition in policies. Formal mechanisms that provide assistance to CSEC survivors are not included in either law or policy. We can affirm that this lack of protection compounds vulnerability among children and adolescents to CSEC and increases the susceptibility of survivors to further victimization.

Two indicators did not score in either law or policies. The first, is Indicator 6, on the Integrated and Intersectoral System of Information, Identification, Assistance, and Support for Victims of CSEC. The elements of analysis contained within indicator 6 include, for example, the existence of committees to combat human trafficking, the number of people who are recorded by reporting channels, flows and protocols for integrated care, and other factors. Committees, while they do exist in some places are not universal. Those that do exist have varying levels of formality and capacity. While reporting channels exist, they are underutilised, and official statistics give a false impression that CSEC is not widespread. Since the approval of the Statute of the Child and Adolescent in 1990, the country has failed to develop policies to guarantee rights in an integrated manner.

Indicator 8 - Monitoring and Evaluation of Plans and Policies - also does not score in either law or policy. Despite efforts by the Brazilian government to prepare and implement plans to combat sexual violence, a lack of robust monitoring and evaluation of these public policy instruments, has limited their effectiveness, with some going through no evaluation at all.

It is extremely revealing and worrying what indicator 7 presents on the state of efforts to prevent CSEC. The results show an almost complete lack prevention elements in law and policies. While there have been, and are prevention campaigns about CSEC, they are sporadic. There are no programmes, projects, and services that act in an intersectoral manner on prevention, and while a Code of Conduct in Tourism was previously established, it has not been implemented.

The indicators clearly show that laws, policies, and their guidelines need to be significantly strengthened to guarantee the rights of victims of CSEC.

5. Recommendations

Below, we present a synthesis of recommendations for key Brazilian stakeholders to establish, promote and implement policies to address CSEC, and to contribute to ongoing discourse and consultation as the National Plan to Combat Sexual Violence against Children and Adolescents, and, likewise, to Pernambuco's state plan, are reformulated. The research recommendations are directed towards society in general but consider the importance of the state in the establishment and promotion of policies to combat CSEC.

5.1 Recommendations to improve the quality of support and assistance to child and adolescent victims of CSEC.

- Specialist training should be provided to frontline service professionals who work directly with child and adolescent CSEC victims.
- Referral pathways should be reviewed to improve the structure of referral and assistance mechanisms to ensure that child and adolescent victims are able to access appropriate support and follow-up services.
- Services need to ensure that the rights and entitlements of children and adolescents are being adequately met and consider the specific needs of those who have experienced intersectional harms, and their protected characteristics (including ethnicity, race, and gender).
- The voices of children and adolescents should be incorporated into service design.
- Services should take care to ensure that victims are made to feel welcome and are not stigmatized, and that care is provided in an empathetic way.
- Children and adolescents should be informed about their rights and should be kept informed throughout their engagement with services.

5.2 Recommendations for Improvements to data and reporting

- The quality and quantity of CSEC reports should be increased, and processes should be put in place to ensure that those within municipal and state departments are empowered to make reports.
- Reports, including those made to the Dial 100 reporting hotline, should mandate the recording of additional data about suspected CSEC cases, including on the characteristics of victims and perpetrators (age, ethnicity, gender, etc.), and the nature of exploitation to enable more detailed analysis on the dynamics of CSEC and vulnerability.
- Government departments, including Health, Social Assistance, Justice, and Public Security should collaborate on data recording and sharing to improve the cohesion of victim assistance services and to assist in the identification of criminal networks.

5.3 Recommendations for policy implementation

- Prevention programmes should be rolled out nationally to ensure that prevention actions are embedded across policies, networks, projects, and services that aim to address CSEC in Brazil.
- Robust monitoring and evaluation processes should be implemented to ensure that government programmes act effectively to guarantee the rights of children and adolescents, and that policies are implemented in accordance with national legal frameworks.
- There should be significant financial investment in public social policies to adequately address CSEC, noting the magnitude and complexity of the problem. Budget should be prioritised to ensure assistance and care to children, adolescents, and their families who are affected by CSEC, and to ensure adequate equipment and infrastructure is available to assistance networks.
- Intersectionality needs to be embedded across public social policies and efforts to address CSEC, with the development of actions to prevent, account for, and to monitor the most vulnerable areas and those considered at the highest risk of CSEC.

5.4 Recommendations for education and awareness raising

- Investment should be made in education campaigns.
- Efforts should be made to secure the commitment of public authorities, at the municipal, state, and federal levels, to combat CSEC. This should include activities aimed at increasing recognition of the problem, problem diagnosis, and the implementation and monitoring of actions according to the national, state, and municipal plans.
- Broad investment should be made in educational and media campaigns at state and national levels, and investment in efforts increase the population's knowledge about CSEC, with the aim of improving reporting.

5.5 Recommendations for regional networks to ensure the provision of adequate services

- Investment should be made in training to ensure the availability of specialised personnel to manage CSEC cases and should consider the need for awareness of intersectionality, and the specific needs of individual children and adolescents according to their characteristics (including race, ethnicity, age and gender).
- Robust financial, training, and security investments should be made in regional reporting and protection networks, to support similar efforts at the national level.
- Collaboration and coordination should be strengthened across the various groups and institutions who are responsible for CSEC response.

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7. Notes

¹ The ILO Convention 182, approved by Decree-law No. 178/1999 and enacted by Decree No. 3597/2000, conceptualizes, in Article 3, item “b”, the use, recruitment, or offer of children for prostitution as one of the worst forms of child labour (ILO, 2000).

² The DAC List of Overseas Development Assistance (ODA) recipients includes all countries and territories that are eligible to receive ODA funding. These are all low- and middle-income countries based on gross national income (GNI) per capita, as published by the World Bank. The list also includes all the Least Developed Countries (LDCs) as defined by the United Nations (UN).

³ Mapear, uses the acronym “SEC” (or CSEC with only one “C”) to designate the sexual exploitation of children and adolescents. In the research, we used the acronym “CSEC” (with two “C”) to designate the commercial sexual exploitation of children and adolescents, denoting it as a commercial crime.

⁴ The SINAN Net website can be accessed at: <https://datasus.saude.gov.br/aceso-a-informacao/doencas-e-agrivos-de-notificacao-de-2007-em-diante-sinan/>.

⁵ According to the institutional website, SDSCJ’s mission is to promote and expand social development with direct and articulated actions with other public bodies and society, in constant defence of the rights and protection of children and youth, in the fight for the reintegration of individuals in situation of social vulnerability and equity for discriminated groups, inducing and guaranteeing rights, fostering a culture of peace (SDSCJ, 2023).

⁶ In the annual figures of the tourist flow, presented by the District Administration of Fernando de Noronha, the island received a total of 33,836 tourists in 2020. Around 87% are domestic tourists. Among national visitors, São Paulo was the state from which the largest number of visitors came, followed by Pernambuco, Rio de Janeiro, Minas Gerais, and Bahia. Ceará, Distrito Federal, Paraná, Paraíba and Rio Grande do Sul are also among the top ten states with outbound tourists to the archipelago. Fernando de Noronha welcomed people from all states in the country in 2020.

In total, 13,185 tourists came from the Southeast region, 10,822 from the Northeast, 2,853 from the South, 1,744 from the Midwest, and 808 visitors from the North (GOVERNMENT OF THE STATE OF PERNAMBUCO, 2021). More than one type of sexual violence may be reported.

⁷ More than one type of sexual violence may be reported.

⁸ “Intimate partner” includes spouse, ex-spouse, boyfriend, girlfriend, ex-boyfriend, and ex-girlfriend;

⁹ “Others” includes the field “other bonds” and the options recommended in the closed variables “brother or sister,” “carer,” “employer or boss,” “person with institutional relationship,” and “stepmother.”

¹⁰ The other institutions that make up the protection network that are included in the document are: Public Defender’s Office; Other Police Stations; Social Assistance, Education and Women’s Care Network; Women’s Police Station; Prosecution Service; and Justice for Children and Youth.

¹¹ We use the term used in the report only to be faithful to how the SDS presents the nature of the crime. However, we clarify that the understanding of the study researchers is in line with the critical literature that informs that children and adolescents do not engage in prostitution but are victims of sexual exploitation, and that it is not ‘pornography’ that is produced but Child Sexual Exploitation Material (CSEM).