



Federal Ministry for  
Family Affairs, Senior Citizens,  
Women and Youth

# Plan of Action 2011 of the Federal Government of Germany

for the Protection of Children and Teenagers  
from Sexual Violence and Exploitation



Ladies and gentlemen,

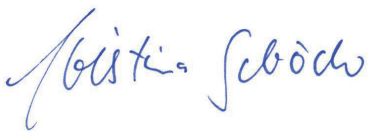
Children playing peacefully or boisterous teenagers hanging out: these visions trigger in adults nostalgic memories of the time when they were growing up. However, not everybody has a happy and care-free childhood. Indeed, the recent discovery of abominable cases of abuse in institutions alarmed people on all social and political levels. Once again we were reminded of the responsibility we bear in protecting children and teenagers from sexual violence and exploitation.

We must rise up to this responsibility and intensify the efforts we have undertaken in the last few years. The Federal Government of Germany is determined to increase the safety of children and teenagers. The basis for these renewed efforts is the Plan of Action 2011 for the Protection of Children and Teenagers from Sexual Violence and Exploitation which has been outlined by my ministry. Following our first Plan of Action from 2003, our Plan of Action 2011 brings all specific measures together under the roof of one overall strategy while taking into account the insights and recommendations outlined by the Round Table on the *Sexual Abuse of Children*.

The agenda we have set ourselves will be additionally revised by a Federal Government / States Working Group in a simultaneous monitoring process. That means that this Plan of Action will be regularly updated, and that we will make sure that we achieve the goals we have set. Furthermore, our Federal Government / States Working Group will serve as an interdepartmental and interdisciplinary committee that will constantly guide the implementation of the measures and initiatives proposed.

It would not have been possible to bring these initiatives to life without the support from the people affected by sexual abuse. They have taken a frequently difficult and very personally troubling path to bring many deplorable situations to light. With their participation at the Round Table on the *Sexual Abuse of Children*, many of them have had the possibility to help lay out our Plan of Action 2011. I have great respect for their courage and their hard work.

Ultimately, the implementation of the Plan of Action 2011 is a challenge to all of society. Let us not forget the best way to protect children and teenagers is cooperation, and it requires all players to work together peacefully and respectfully. I am convinced that the Plan of Action 2011 for the Protection Children and Teenagers from Sexual Violence and Exploitation will bring us one step closer to our goal of creating a world that is safe and surrounded by an atmosphere of trust and security for children, where they can grow up in an untroubled environment.



**Dr. Kristina Schröder**  
German Federal Ministry for Family Affairs,  
Senior Citizens, Women and Youth



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# A | Preamble

## Preamble

We all jointly bear the responsibility of protecting girls and boys from sexual violence and exploitation. Cases of sexual violence towards children and teenagers that have increasingly become public in the last few years have demonstrated once again that our protection was, and still is, frequently insufficient. Many affected persons have now broken their silence. They have initiated a public discussion that is of substantial importance to all of us. Its main concerns are the recognition of the injustice that has taken place, and the prevention of future pain and suffering.

The Federal Government of Germany has reacted immediately when cases of abuse have become public. As early as March 2010, it launched the Round Table on “Sexual Abuse of Children in Relations of Dependency and Power in Private and Public Institutions, and in Families”. Dr. Christine Bergmann, retired German Federal Minister, was appointed Independent Representative for the Studying of Child Sexual Abuse. The Federal Government now presents its Plan of Action 2011 to introduce specific measures for improving the protection of under-age children against all forms of sexual violence and exploitation, and to integrate these measures into an overall strategy. The Plan of Action 2011 is the faithful extension of our first Plan of Action from 2003. It implements recommendations outlined on an international scale, as well as those outlined in a national context by the Federal Government / States Working Group, and at the Round Table.

At the Round Table, representatives from all relevant social groups work, under the chairmanship of the German Federal Ministers Dr. Kristina Schröder, Sabine Leutheusser-Schnarrenberger and Professor Dr. Annette Schavan, to draft recommendations for action and strategies to better protect girls and boys from sexual violence (in particular in educational and welfare institutions). The major concerns are formulating measures of prevention and intervention, as well as the fields of legal implications and research and teaching.

However, not only the recommendations of the Round Table were taken into account in the new Plan of Action. The Third World Congress against the Sexual Exploitation of Children and Young People, which took place in Rio de Janeiro in 2008, was also of major importance. It was the forum for an extensive discussion on how sexual abuse to children and teenagers can be uncovered, prevented and reviewed, and on how victims deal with this emotionally. Moreover, the World Congress decisively contributed to the identification of new challenges related to the issue of sexual abuse, such as the dangers that digital communication networks pose to children, and the dissemination of child pornography online. The fight against the



sexual violence spread through new media cannot only be fought on a national level, but also requires cross-border cooperation and close partnerships with digital media suppliers.

The German Federal Government worked together with a significant number of experts to prepare for the World Congress and to evaluate it afterwards. The fact that children and teenagers were included in this process is of pivotal significance. Young persons were involved in the preparation for the congress, were part of the government's delegation present in Rio, and subsequently assisted with the integration of the results of the World Congress into the Plan of Action 2011. This is precisely one of the central objectives of the Plan of Action: not only develop the measures to protect and support boys and girls, but to develop them together with them.

The Plan of Action 2011 integrates the previous findings of the Round Table, the Independent Representative, and the World Congress in Rio into one overall strategy. It was developed with the cooperation of associations, NGOs, the private sector and with the active collaboration of children and teenagers.

Our Plan of Action sees itself as pointing the way politically. But it is more than just that. Our hope is that the measures it advances will have a very concrete impact on practical work involving the counselling and protection of girls and boys.

All of the German Federal levels including the Federal Government, the states and the municipalities bear responsibility in the fight against sexual violence towards underage children, and in offering aid to the persons who are affected by it. At the same time, these are also the duties of everyone working in the child-care and youth work sectors, or who also have their own children. In a few words, it is a responsibility of civil society in its entirety, both nationally and internationally.

The implementation of this Plan of Action can only be successful if all social actors play their part to sensitise children towards the dangers of, and to protect them from sexual abuse and exploitation.



# B | Introduction

I. Central Objective  
and Core Areas

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II. Starting Point  
1 Background  
2 Origins

# I.

## Central Objective and Core Areas

The central objective of this Plan of Action is to undertake all conceivable efforts to protect girls and boys from sexual violence and exploitation. The reason is simple: girls and boys have a right to an undisturbed childhood.

Both the Round Table on the *Sexual Abuse of Children in Relations of Dependency and Power in Private and Public Institutions and in Families* as well as the *Independent Representative for the Studying of Child Sexual Abuse* set important processes in motion with their work. First of all, they guarantee that the concerns of persons affected by sexual violence are echoed in society and within all relevant political spheres. Secondly, they outline recommendations for the improvement of child protection, proposals for enhanced intervention and for the recognition of the victims' distress. Furthermore, they secure the financial resources for the development of research initiatives. Through this, decades of hard work from experts in the fields of prevention and intervention in cases of child abuse and molestation, and their findings are brought to the attention of the public. The urgent need for action that these efforts have uncovered has deeply influenced the political agenda.

The German Federal Government will continue developing the measures set up by the prior Plan of Action, while introducing much needed changes of direction with the Plan of Action 2011. The Plan of Action 2011 formulates an overall strategy and defines fields of action and specific measures. A key component of the new plan of action is the constant evaluation of goal achievement. This guarantees a successful implementation of the political programme, and that the support offered reaches the children, and teenagers that need it, as well as their parents. For this purpose, the *Federal Government / States Working Group on Protecting Children and Young People from Sexual Violence* will follow the measures with a monitoring mechanism, and evaluate their results.

The German Federal Government is setting the following core areas to guarantee a comprehensive protection of children and teenagers from all forms of sexual violence.

### I 1. Prevention

Prevention is a top priority. It is imperative that we do everything we can to protect girls and boys from sexual violence. This is the reason why it is necessary to heighten the awareness for this topic among parents and other persons close to children, and adequately qualify experts working with children and teenagers. Beyond this, measures should be developed to boost the self-confidence of girls and boys. Finally, crime prevention measures should also be directed towards (potential) offenders in order to protect children and teenagers from sexual violence.

## ■ 2. Intervention

Giving help and advice, protecting victims, providing therapy and prosecuting criminals are fundamental areas of action whenever under-age children become victims of sexual violence. Both, persons affected and their families need all the support imaginable to put an end to abuse as quickly as possible. Finally, programmes on aid, advice and therapy, as well as regulations for criminal prosecution and protection for victims need to be optimised and experts qualified.

## ■ 3. Communication Networks

Girls and boys are not only exposed to sexual violence in the real world, but also in digital communication networks. The significance of this problem has sky-rocketed with the rising importance of new media. Children and teenagers also have to be protected from sexual approaches online, and their competence in the safe use of media should be strengthened. Another key issue is the production, dissemination and selling of child pornography, especially via internet. A strong battle is needed to combat this form of exploitation.

## ■ 4. Child Trafficking for the Purpose of Sexual Exploitation

Trafficking children and teenagers is a wide spread phenomenon, and unfortunately Germany is used as a target and transit country. Joint efforts from different professional groups, as well as international cooperation are needed for the successful prosecution of offenders and to develop appropriate aid measures for the victims. It is extremely important to sensitise and qualify professionals that might have contact with the topic of child trafficking and protection for victims to identify the problems and respond with the appropriate measures.

## ■ 5. Tourism

Girls and boys are also sexually abused and exploited at places where people stay abroad for tourist or professional purposes. Extreme poverty and a lack of respect for the laws in a number of countries are among the factors that favour this situation. Cross-border cooperation in criminal prosecution and codes of behaviour for travellers and the tourism industry are the means to contain these offences. It has to be crystal clear to potential offenders that abusing children and teenagers will be prosecuted in Germany - even if the crime has been perpetrated abroad.

## ■ 6. Knowledge

The foundation for effective work in the fields of prevention and intervention is reliable information on the extent and forms of sexual violence, as well as the causes, risks, consequences and effective aid measures. For this reason, this Plan of action explicitly contemplates the promotion of research, in order to fill the gaps in knowledge that currently exist in Germany. In particular, linking the knowledge gained in research to real-life practice and vice-versa, as well as feeding insights into processes of political debate are essential for protecting children and teenagers from sexual violence.

## ■ 7. International Cooperation:

The sexual abuse of minors is a worldwide phenomenon, which is frequently practiced after crossing international borders. International networks and collaboration have a special role to play in this area. Central points are the exchange of information at an international level, and the implementation of international conventions on child protection.

## II. Starting Point

### 1 Background

#### The Terms, Definitions and Dimensions of Sexual Violence against Children and Young People

The German Federal Government's Plan of Action 2011 to protect children and teenagers from sexual violence and exploitation comprises a series of measures against any and every form of sexual violence or sexual abuse directed at girls and boys.

While specialised literature normally uses the term "sexual violence", the term "sexual abuse" is used in public debates and it is also mentioned in the German criminal code as a crime. To date, there is no one term for this form of violence, and there is also no one definition shared by all professional groups. This document will make use of both terms.

Sexual violence not only takes place where there is body contact between victim and offender that can be unambiguously identified as sexual. It also includes sexual acts with indirect body contact or none at all. For example, there is sexual violence when a child is asked to perform sexual acts on itself or others or watch pornographic films or pictures.

In many cases, it is not easy to clearly identify an act as sexual violence. This is the reason why other factors, such as the power relation between offenders and victims, the offender's intention, the age difference between victims and offenders, the existence of pressure to keep things secret, or also the victim's feeling of having been abused, should be taken into consideration.<sup>1</sup>

**Sexual violence against girls and boys can be defined as any sexual act that is performed on or before a child against his or her will, or where the child cannot knowingly consent because of his or her state of physical, psychological or cognitive development. The offender takes advantage of his or her position of power and authority to satisfy his or her own needs at the child's expense.<sup>2</sup>**

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1 Refer to Unterstaller, Adelheid (2006a): Was ist unter sexuellem Missbrauch zu verstehen? In: Kindler, Heinz/Lillig, Susanna/Blüml, Herbert/Meysen, Thomas/Werner, Annegret (editor): Handbuch Kindeswohlgefährdung nach § 1666 BGB und Allgemeiner Sozialer Dienst. München: Deutsches Jugendinstitut

2 Bange, Dirk/Deegener, Günther (1996): Sexueller Mißbrauch an Kindern. Ausmaß, Hintergründe, Folgen. Weinheim: Beltz, page 105

Sexual violence can exist in the framework of the family. It can come from siblings, (step-) parents, the mother's partner and other female or male members of the family. It might also come from outside of the family: from friends and acquaintances of the parents, and neighbours. It can also occur at institutions where it can come from teachers or caregivers.

**Handicapped children and teenagers** are at an increased risk of becoming victims of sexual violence.<sup>3</sup> Dependency relationships can emerge quickly in the areas of care, education, advice and therapy, where there is intense contact between the children or teenagers and adults, or even within the family. Offenders take advantage of the special living situation of girls and boys with handicaps, especially of conditions such as social isolation, relations of dependency, or (presumed) limited communicative skills or locomotion.

To date, there are only few representative insights on the extent of sexual violence against children in Germany. Still, certain statements can be made.

The study by Wetzels (1997)<sup>4</sup> surveyed a **representative selection of the German-language population aged between 16 and 60**. 7.3 per cent of the men and 18.1 per cent of the women stated that they experienced sexual encroachments during their childhood or adolescence. One of the tasks that the Plan of Action 2011 has set itself is to update this data.

In a study from 2010, 12.6 per cent of the persons surveyed (who were at least 14 years of age) reported sexual abuse during childhood or adolescence.<sup>5</sup>

The German Federal Centre for Health Education (BZgA) published the findings of its **representative follow-up survey of 14- to 17-year-olds** on youth sexuality.<sup>6</sup> For the first time, not only German nationals were included in the survey, but also teenagers of foreign nationalities. 13 per cent of the German girls and 19 per cent of the girls of foreign nationalities gave an affirmative answer to the question "Has a boy/man attempted to get you to have sex or be affectionate with you against your will by putting you under pressure?". One percent and three percent of the boys (Germans and foreign nationals respectively) responded affirmatively to the same question.<sup>7</sup>

The figures on sexual violence in **international studies** fluctuate depending on the definitions of sexual violence that are used as a foundation. The figures indicate that between seven and 36 per cent of women are affected by sexual violence, while the numbers for men

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3 Becker, Monika (2001): Sexuelle Gewalt gegen Mädchen mit geistiger Behinderung: Daten und Hintergründe; Bungart, Petra (2005): Sexuelle Gewalt gegen Menschen mit geistiger Behinderung; Noack, Cornelia/Schmid, Hanna (1996): Sexuelle Gewalt gegen Menschen mit geistiger Behinderung. Eine verleugnete Realität. Ergebnisse und Fakten einer bundesweiten Befragung

4 Wetzels, Peter (1997): Gewalterfahrungen in der Kindheit. Sexueller Mißbrauch, körperliche Mißhandlung und deren langfristige Konsequenzen. Baden-Baden: Nomos Verlagsgesellschaft

5 Häuser, Winfried/Schmutzer, Gabriele/Brähler, Elmar/Glaesmer, Heide (2011): Misshandlungen in Kindheit und Jugend. Ergebnisse einer Umfrage in einer repräsentativen Stichprobe der deutschen Bevölkerung. In: Deutsches Ärzteblatt, volume 108, issue 17, page 287-294

6 Bundeszentrale für gesundheitliche Aufklärung (BZgA) (editor) (2010): Jugendsexualität 2010. Repräsentative Wiederholungsbefragung von 14- bis 17-Jährigen und ihren Eltern – Aktueller Schwerpunkt Migration. Ergebnisse der aktuellen Repräsentativbefragung. Köln: BZgA, page 195-200

7 BZgA 2010, page 195

are between three and 29 per cent. These studies indicate that the rate of female victims is 1.5 to three times higher on average than the rate of male victims.<sup>8</sup>

**Sexual violence affects girls and boys in all age groups. The aforementioned studies indicate that children between five and 14 years of age are affected most frequently,** while the children over 14 are affected less frequently. Preschool children are the least affected group according to the studies.<sup>9</sup> However, the latter may be traced back to the fact that small children often lack the expressive linguistic capability to express what they have experienced and the fact that babies or infants only have a limited memory power and therefore memories of sexual violence might be diffuse or nonexistent.

More frequently than with other types of abuse, sexual violence often takes place in a context outside the family. However, in most cases of sexual abuse, the victims know their offenders. Approximately 42 per cent of offenders are persons known to the victim and approximately 27 per cent are family members, whereas just fewer than 26 per cent are unknown.<sup>10</sup> In over 90 per cent of the cases of child abuse, the offenders are male.<sup>11</sup>

In recent years, the **cases of sexual abuse of children and teenagers committed by personnel in institutions, but also by other teenagers or children** have caused a stir. The extent of these cases of sexual violence, some of which were even systematic, shocked a lot of people. During the social debate on these matters, it became apparent that there was a major lack of specific knowledge on sexual violence against girls and boys in institutions.<sup>12</sup>

Against this background, the *Independent Representative for the Studying of Sexual Abuse of Children*, Dr. Christine Bergmann, launched the project *Sexual Violence against Girls and Boys in Institutions* at the German Youth Institute in July 2010. The project includes a representative standardised survey of institutions. Schools, boarding schools and stationary child and youth welfare institutions were asked about known cases of suspected sexual violence against children and teenagers, especially during the last three years. The persons interviewed made statements on three different constellations of the suspicious cases that have become known:

1. Suspicion of sexual violence coming from persons working at the institution.
2. Suspicious cases between children and teenagers.

8 Finkelhor, David (2005): Zur internationalen Epidemiologie von sexuellem Missbrauch an Kindern. In Amann, Gabriele/Wipplinger, Rudolf (editor): Sexueller Missbrauch. Überblick zu Forschung, Beratung und Therapie. Ein Handbuch. 3., überarbeitete und erweiterte Auflage. Tübingen: dgvt-Verlag, page 81–94

9 Refer to summary of stuu by Engfer, Anette (2005): Formen der Misshandlung von Kindern – Definitionen, Häufigkeiten, Erklärungsansätze. In: Egle, Ulrich Tiber/Hoffmann, Sven Olaf/Joraschky, Peter (editor): Sexueller Missbrauch, Misshandlung, Vernachlässigung. Erkennung, Therapie und Prävention der Folgen früher Stresserfahrungen. Stuttgart: Schattauer, page 3–19

10 Refer to Wetzels (1997)

11 Not only Bange/Deegener 1996, but also other international studies prove this. This is the reason why we only use the masculine form in the text for designating offenders.

12 Bundschuh, Claudia (2011): Sexualisierte Gewalt gegen Kinder in institutionen. Nationaler und internationaler Forschungsstand. Expertise im Rahmen des Projekts „Sexuelle Gewalt gegen Mädchen und Jungen in institutionen“. München



3. Suspicious cases with reference to potential occurrences outside of the institution (such as in the family), but that became known in the institution.<sup>13</sup>

One of main findings is the overall **high exposure of the institutions to suspected cases of sexual violence**: 50 per cent of schools, just under 70 per cent of boarding schools, and more than 80 percent of children homes stated that they have had to deal with sexual violence in one form or another in the past.

Three per cent of the boarding schools, four per cent of the schools and ten per cent of the homes reported at least one suspected case of sexual violence coming from a person working at the institution within the past three years. There was at least one suspicious case of sexual violence between children and teenagers in this period of time in 28 per cent of the boarding schools, 16 per cent of the schools and 30 per cent of the homes.

We speak of **commercial sexual exploitation** when children or teenagers are forced into prostitution, when they are featured in pornographic recordings, when said recordings are disseminated and sold, or when girls and boys are traded for the purpose of sexual exploitation. It is also considered commercial sexual exploitation when under-age children prostitute themselves for accommodation or materials goods.

Frequently, the borders between non-commercial sexual violence and commercial sexual exploitation are blurry. For instance, girls and boys can be the victims of sexual violence from the mother's partner or a family friend, who then also offers the children to friends or unknown people for sexual purposes in exchange for money. In child prostitution cases, under-age children are often sexually abused directly by their pimps.

Commercial exploitation also occurs when offenders from Germany travel abroad to sexually abuse girls and boys there. Sometimes they also photograph or film sexual acts with under-age children in the country of destination and take this child pornography back home to Germany for further dissemination.

To date, there have only been estimates and no reliable data as to the extent of commercial sexual exploitation in Germany and other countries. The police's crime statistic (PKS) only includes the cases that were reported. In 2009, 222 under-age victims were listed under the criminal offence pursuant to Section 180 of the German Criminal Code (StGB) "Promotion of sexual acts with under-age children and exploitation of prostitutes". However, it is assumed that the actual number of victims is substantially higher.

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13 Helming, Elisabeth/Kindler, Heinz/Langmeyer, Alexandra u. a. (2011): Sexuelle Gewalt gegen Mädchen und Jungen in institutionen. Rohdatenbericht. München. Download under: [www.dji.de/sgmj](http://www.dji.de/sgmj) Langmeyer, Alexandra/Entleitner, Christine (2011): Ein erschreckend häufiger Verdacht. In: DJI-Impulse, issue 95 (published soon)

The information from 1,128 school offices and 702 teachers, 324 boarding school directions and 97 home directions provide the foundation for the following findings. The survey included cases assessed as "confirmed", those that could not be clarified and those that were later assessed to be unjustified.

In 2009, the police registered 145 victims of human trafficking for the purpose of sexual exploitation under 18 years of age. Another 307 victims of this crime were between 18 and 20 years of age.

The **development of digital communication media** has made further forms of sexual abuse possible. Offenders take advantage of the anonymity in digital networks to publish child pornography or to contact one another. Offenders move freely in chat rooms, communities or other forums where children and teenagers communicate with their friends, and use these platforms to initiate contact with the children (known as grooming). Girls and boys are asked to disrobe in front of a webcam or perform sexual acts on themselves. Then offenders can then further market the recordings of these acts. Images from mobile phones are also disseminated online or sent to other mobile phones. Whenever children are active online they might encounter pornographic images that could have a disturbing effect on them. The Federal Government of Germany continuously addresses the issues raised by the multiple forms of sexual violence and the anonymity that digital networks bring about.

In a study carried out in 2007, approximately 38 per cent of the **1700 schoolchildren aged 10-19 interviewed** reported that they have been asked about sexual things against their will in chat rooms. 11 per cent of the teenagers have received unrequested photographs of naked people, while five per cent has been sent pornographic films without requesting them. Eight percent have been asked to perform sexual acts in front of the webcam.<sup>14</sup>

## 2 Origins

In 2003, the **previous Plan of Action of the Federal Government of Germany** proposed for the first time an overall strategy for protecting children and teenagers from sexual violence and exploitation. The German Federal Government examined the implementation of this strategy in 2008 and published a report about the progress of the measures proposed in this prior Plan of Action.

In the same year, the German Federal Government, with the support from the Federal Government / States Working Group, experts on the topic and young adults, was deeply involved in the preparation of the **Third World Congress against Sexual Exploitation of Children and Young Adults**. The findings of these preparatory discussions were presented by Germany at the World Congress in Rio de Janeiro in November 2008. The congress provided a much needed international impulse for the future creation of an effective protection policy for children and teenagers. Germany was the first country to start with the national implementation of the guidelines sketched at the Third World Congress. At the end of March 2009, the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth invited experts and young adults from all over Germany to a two-day **National Conference for the Protection of Children and Young People from Sexual Violence** in Berlin.

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<sup>14</sup> Refer to Katzer C. (2007): Tatort Chatroom. Aggression, Psychoterror und sexuelle Belästigungen im Internet. In: Innocence in Danger Deutsche Sektion e.V. / Bundesverein zur Prävention von sexuellem Missbrauch an Mädchen und Jungen e.V. (editor): Mit einem Klick zum nächsten Kick. Aggression und sexuelle Gewalt im Cyberspace. Cologne, Mebes & Noack

In addition to this National Conference, the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, in cooperation with NGOs, organised the European **Rio Follow-Up Conference “Protecting Children and Young People from Sexual Violence with a Focus on the New Media: Perspectives for Europe”** in Berlin on June 30, 2009. On the final document, the signatories agreed on 16 further fields of action, which were then concretised by the German Federal Government under the frame of the development of the Plan of Action.

The findings of the conferences and the final document were discussed in workshops that the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth invited experts from various areas to. This formed the basis for outlining proposals for the Plan of Action 2011.

The **Intermediate Report of the Round Table** on the *Sexual Abuse of Children*, presented at the end of 2010, confirmed the necessity of the actions proposed and set other important processes in motion.

The Independent Representative for the Studying of Sexual Abuse of Children, Dr. Christine Bergmann, submitted **her final report** on May 24, 2011. This report presents the findings of the research carried out, and outlines recommendations for the German Federal Government and the Round Table on the *Sexual Abuse of Children*.

The Plan of Action 2011 from the Federal Government of Germany uses the findings and demands put forth by these conferences, workshops and symposiums as the basis to outline a master plan for the protection of under-age children from any form of sexual violence and exploitation.



# C | Measures

I. General Principles

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II. Operational Principles

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III. Areas of Action

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IV. Table of the Measures  
from the Plan of Action 2011

# I.

## General Principles

The implementation of the Plan of Action 2011 passed by the German Federal Government is a **challenge to all of society**. Everyone - including parents, experts, journalists, policy-makers and many others - has to contribute to the protection of girls and boys from sexual violence and to the support of other persons who are affected by it. Basically, all sections of society are called upon to be aware of and change the social circumstances that favour this type of violence.

The specific needs of each and every child and young person should be taken into consideration. Regardless of the social circumstances they live in, what countries their parents come from, how long they have lived in Germany, whether they are handicapped or have learning difficulties or whether they are female or male, all of them have to be given the protection they need and access to the rights they are entitled to.

Here, it is important not to just talk about or make decisions on girls and boys. You have to talk with them to make sure that their wellbeing is the top priority.

Section 3 of the United Nations Convention on the Rights of the Child explicitly stipulates acting in accordance with the wellbeing of the child: “Priority shall be given to the **well-being of the child** in all matters concerning children”. However, it is not only the United Nations Convention on the Rights of the Child that is binding for the Plan of Action. The Plan is also in harmony with all other international obligations, such as those from the European Council and the European Union.

## II. Operational Principles

The Plan of Action formulates a **comprehensive overall strategy** that encompasses all forms of sexual violence against children and teenagers. However, sexual violence against girls and boys is not an isolated social phenomenon. **The majority of endangered children are exposed to several forms of violence.** For this reason our attention shall also be directed towards children from families with issues of neglect and physical abuse.

**Therefore, this Plan of Action is tightly linked to the following programmes or plans of action:**

- The Programme of Action “Early Help for Parents and Children and Social Early-Warning Systems”
- The Plan of Action II of the German Federal Government for Combating Violence against Women
- The National Plan of Action for a Child-Friendly Germany 2005–2010
- The National Plan of Action for Protecting Young People

Since the protection of children and teenagers from sexual violence is a challenge for society as a whole, the German Federal Government believes that it is necessary to have cross-sector interdisciplinary coordination that is networked both nationally and internationally. Professions working with under-age children have to act in an interdisciplinary fashion for the wellbeing of girls and boys. The scientific community, real-life practice and policymakers have to work together and learn from one another. The exchange between players on the municipal, state and federal levels is just as necessary as inter-ministry communication among all authorities that in some way deal with this issue. This is the only way that the overall strategy of this Plan of Action can be successful.

### Monitoring

With the Plan of Action 2011, the German Federal Government not only formulates its goals and the necessary measures to achieve them. It also establishes a procedure for guiding and reviewing its implementation.

The envisaged system of monitoring has the purpose of providing expert support and control for optimum goal achievement. Efficient monitoring provides an overall image of what has been achieved and where action is still necessary. This makes it possible for the fields of

action of the Plan to be developed in accordance to professional advice, and to transparently plan future measures and initiatives.

The Federal Government / States Working Group is crucial for the monitoring process. Its job is to continually assist the implementation of the Plan of Action. The first step is to draw up a monitoring-plan that describes the initial situation and sets forth a clear agenda, in accordance to the fields of action outlined by this Plan.

Thematic work groups will be set up, and will include members of the Federal Government / States Working Group and external experts from real-life practice, the scientific community, policymaking and the private economy. These work groups will meet on a regular basis. The thematic concentration of these work groups will be continually reviewed and modified whenever necessary. The groups will determine the criteria for the evaluation of the success of specific measures. The members of these work groups can make use of various instruments and recommend interviewing experts or expert opinions in order to obtain an overview of the sustainability of the developed measures.

Furthermore, these work groups constitute a forum for discussing the needed measures and making them known in expert circles. Finally, the Federal Government / States Working Group is responsible for bringing together all activities and information. An annual monitoring report, with changing focus topics, will inform on the latest level of implementation of the Plan of Action. The German Federal Information and Networking Centre on Child Abuse and Neglect of the German Youth Institute will provide significant support and assistance for this monitoring process.

### Points of Intersection with other Plans of Action from the Federal Government of Germany

#### Programme of Action “Early Help for Parents and Children and Social Early-Warning Systems” (2006–2010)

The Programme of Action “*Early Help for Parents and Children*” had the goal of raising the level of parental competences as early as possible in order to promote a healthy and violence-free childhood, and thus prevent the neglect and maltreatment of children as early as possible. The target groups of *Early Help* are parents from the beginning of pregnancy right down to the end of their child’s third year of life.

The National Centre for Early Help, established by the Federal Government in 2007, has an important role to play in this action programme, which is why its continued support is guaranteed until 2014. This National Centre offers a platform for the systematic exchange of knowledge, and brings together experiences from all over Germany in setting up and expanding networks for early help. In 2009, this National Centre launched a project, under the framework of the field of activity “*Learning from the Course of Problematic Child Protection Cases*”, which guided and assisted interested cities and counties with academic expertise in the confidential analysis and specific improvement of their child protection structures. Municipalities and institutional sponsors are supported in building up *Early Help* Networks in their regions.

Intensive cooperation amongst a wide range of institutions is necessary in order to identify as early as possible emotional stress on families and the risks they represent for children. This includes the health institutions of the states and municipalities, child and youth welfare institutions, pregnancy advice centres and other counselling institutions, institutions for protection against domestic violence, kindergartens, domestic courts and the police, as well as other institutions that are in contact with young families.

This programme was launched in close cooperation with the state governments and municipalities because the required interconnection of structures can only be achieved locally. The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has designed model projects for discovering promising approaches to *Early Help*, and sponsored their academic support based on scientific insights and practical experience.



### The Plan of Action II of the German Federal Government for Combating Violence against Women

Since 2007, with its *Plan of Action II for Combating Violence against Women*, the Federal Government of Germany has been implementing a comprehensive master plan, and providing answers to the current challenges in protecting women from violence.

This Plan of Action will not only give women but also children the confidence to exercise their rights and live a life without fear or violence. After all, it is a well known fact that there is a close link between violence towards women and violence towards children.

The central measure in this Plan of Action is setting up the nation-wide, round-the-clock helpline “*Violence against Women*”. Starting at the end of 2012/beginning of 2013 women will be given (initial) advice over the phone and referred to expert local institutions 24/7. For example, women will be given information on women’s refuges, emergency numbers, women advisory offices and intervention centres, as well as on health system institutions, pregnancy advice centres and child protection instances. This helpline is not only available for affected women, but is also targeted at their social environment and professional groups concerned with violence towards women. The idea behind setting up the helpline is to help break the multi-generational cycle of violence as soon as possible, and to improve cooperation between the various support systems. This protects both women and children.

In particular, children are affected by domestic violence either as witnesses or victims and they suffer a wide variety of effects from these experiences. If there is domestic violence against the mother, there is a high probability that children are also physically or sexually abused, or neglected (also a risk indicator of child abuse). In turn, if the father abuses the children, there is a high probability that the mother is also a victim of violence from this man (risk indicator for violence against the mother). The joint findings of a number of international studies show how important it is for them to be protected from violence starting as early as possible. In other words, experiencing violence during childhood or adolescence is the strongest indicator of the possibility of becoming a victim and/or an offender during adulthood.

This is the reason why this Plan of Action focuses on having prevention as early as possible, while effectively linking the protection of children, teenagers and women. This was also implemented in the German Federal programme “*Early Help for Children and Young People and Social Early Warning Systems*”. The German Federal Government proposes more than 135 measures in this Plan of Action targeted towards better protection for women and children, and greater efficiency in combating violence.

The Plan of Action II is currently being implemented and a whole series of measures have already been successfully completed.

### The National Plan of Action for a Child-Friendly Germany 2005–2010

The National Plan of Action “*For a Child-Friendly Germany*” has outlined a wide range of initiatives to improve the environment for growing up in Germany and strengthen the rights of children, teenagers and their families. Under the title “Protect – Promote – Involve”, this Plan of Action focuses on the rights to education, growing up healthy, social participation and protection from physical and psychological violence.

At the end of 2010, the players from the policymaking sphere, children associations and the scientific community, together with teenagers, drafted the final report “*Perspectives for a Child-Friendly Germany*”, which included the results of their discussions and the gained experience for the future work on this agenda. The final congress on December 9, 2010 demonstrated that the primary goal has to be to gradually establish these insights and this experience in the life of children and teenagers, especially at the municipal level. The final report, the documentation of the final congress and other materials on the National Plan of Action are available for download under [www.kindergerechtes-deutschland.de](http://www.kindergerechtes-deutschland.de).

This Plan of Action has consolidated a wide range of measures in a total of six areas of action in order to make growing up in Germany more child-friendly. Events organised throughout Germany, such as *Protecting Children and Young People from Violence*, addressed current issues within these areas, and developed pioneering real-life solutions for such issues with the participation of children and teenagers.

This Plan of Action may be traced back to the resolutions of the *United Nations World Summit Conference on Children* in May of 2002. It has set important processes in motion for implementing the rights of children in Germany, and while provided good examples of how teenagers can be involved in issues of importance for their future.

### The National Plan of Action for Protecting Young People

The country's task is to implement effective practical regulations to protect children and teenagers from the hazards presented by the multiplicity of media, and the consumption of tobacco and alcoholic beverages. For the Federal Government of Germany it is especially important that the rules established by the Youth Protection Act are obeyed. Under the mottos "Youth Protection: We Respect It" and "Consistent Implementation of Youth Protection", as well as with the online portal "Active Youth Protection, the Federal Ministry for Families provides extensive information for retailers, restaurant proprietors and event organizers, as well as for parents, children and teenagers.

The German Federal Government has shown its commitment to an improved local youth protection through its *National Young People Protection Plan of Action*. Embracing the philosophy "Active Youth Protection", in 2011 and 2012, a whole series of youth protection activities and projects from the German Federal, state and municipal levels will be made visible for all interested players and brought to the attention of the public. "Active Youth Protection" has two main goals:

- To present successful measures and projects, and build the basis for a helpful exchange of ideas. The project database created for this purpose will offer a comprehensive overview and the possibility for direct networking.
- To intensify the acceptance for the necessity of effective child and youth protection in the public sphere. Parents and care givers should be signed on as partners and sensitised for this issue.

# III.

## Areas of Action

### 1 | Prevention

1.1 Increasing Awareness, Training  
and Advanced Education Offers

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1.2 Quality Assurance

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1.3 Boosting the Confidence of Children and  
Young People

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1.4 Preventive Therapy

## 1 Prevention

Children and teenagers have the right to the free development of their personality. But self-assurance and self-confidence can only be developed if they are effectively protected from all kinds of violence, including sexual violence and abuse.<sup>15</sup>

The German Federal Government has put it on its agenda to comprehensively protect children from sexual abuse. In this field, particular attention is given to the so-called primary prevention. This refers to measures that have the purpose of very specifically preventing sexual violence. An important primary prevention measure is to empower children and teenagers. This is both a job for the parents in the upbringing of their children, and a part of the educational work in kindergartens and schools. For this purpose, pedagogical approaches are needed that systematically encourage children in the development of their personalities, support them in perceiving their own feelings and needs and comprehending their own limits, and that provide them with an awareness of all forms of violence that is appropriate to their age.

It is not only the children and teenagers themselves, but also adults who are responsible for protecting under-age children. When necessary, information and instructions on how to proceed have to be made available to them.

Institutions have to integrate the protection of the girls and boys entrusted to them into their organisational culture, and into precisely formulated regulations and maps of action. Experts have to be qualified so that they can interpret the signs of sexual violence and sensitively introduce required aid measures.

Prevention also has to start with potential offenders. Prevention has to help people refrain from committing acts of sexual violence on under-age children. Men with paedophilic inclinations who have difficulties controlling their sexual behaviour or impulses need advice and support.

The German Federal Government supports primary prevention measures in the following areas:

- Increasing the awareness of parents, children and teenagers towards these issues.
- Qualification and advanced training of persons working in the sectors of education, youth welfare, medicine and criminal prevention.
- Improved quality assurance in child and youth welfare services.
- Empowering children and teenagers, especially through sex education that is appropriate to their age.
- Continued development of preventive therapies for men with paedophilic sexual inclinations who have difficulties keeping their sexual impulses or behaviour under control.

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<sup>15</sup> As already stated in the introduction under B II, the specialised literature frequently uses the term “sexual violence”, although we are more likely to find “sexual abuse” in the public debate. It is also specified in the German Penal Code as a crime. There is still no generally accepted term for this form of violence and still no one definition shared by all professional groups. Both terms will be used in this document.

## 1.1 Increasing Awareness, Training and Advanced Education Offers

The issues of *Increasing Awareness and Providing Training* are addressed by the Round Table on *Sexual Abuse of Children*. The Research, Teaching and Training work group deals with the issues of training and advanced education for teachers, school personnel, doctors and other health professionals. This work group will submit recommendations as to what training and advanced education for these professions should look like in the future. Said recommendations will be presented in the final report of the Round Table.

Teachers and doctors are frequently the first point of contact for persons seeking help. This is the reason why it is immensely important to equip these professional groups with knowledge on the help options available and boost their ability to act. Studies have shown that training offers and professional expertise are available throughout Germany, especially in the form of advanced training courses. However, not enough people take advantage of them. The subject matter of these training and advanced education courses should be more precisely adapted to real-life needs in order to enhance their impact.

The states and municipalities are responsible for the implementation of said programme in pedagogical institutions.

In April of 2010, the Standing Conference of the Ministers of Education and Cultural Affairs of the States in the Federal Republic of Germany passed *Recommendations to Prevent and Address Cases of Sexual Abuse and Violence in Schools and Institutions Associated with Schools* that will be referred to in the following sections.

### Teachers and School Personnel

Teachers and all other persons that work at schools take on a wide variety of tasks in terms of instruction, education and being together in a learning environment on a daily basis. As contact persons and confidants for schoolchildren, it is crucial that they can understand and support children and teenagers in emergency situations. For this purpose it is necessary to generate sensitivity towards the children's issues and to optimise the networking possibilities among pedagogical experts. For instance, everyone working in teaching institutions should dispose of the appropriate knowledge and right contacts if they act as contact persons in cases of sexual violence. Clear communication paths, procedures and responsibilities are the basis for giving the best support possible to affected children and teenagers.

Taking into account all of the professions that are in need of advanced training offers represents a major challenge. The demands that must be met by advanced education courses and those who teach them grow with the multiplicity of professional groups working at schools. Complex systems, such as all-day schools, deserve special attention and support in terms of cooperation and networking. It is absolutely necessary to take advantage of the major potential for interdisciplinary cooperation in all-day schools.

In order to consolidate prevention in a sustainable way, it is imperative to generate widespread awareness and networking. For this purpose, both well established and innovative advanced training methods can be used.

The know-how provided on advanced training courses has to respond to the extensive range of situations that under-age children might be confronted with. This includes not only inappropriate behaviour from adults but also from persons of the same age, as well as situations inside and outside of school and in digital media. Advanced training courses should be offered to teachers and other employees at all levels so that the children can also profit from their know-how as early as possible.

### Medical Professions

In order to strengthen the know-how of medical professionals in Germany, future qualifications are being discussed on three levels:

1. Basic knowledge for physicians: general knowledge on the causes, symptoms, accompanying phenomena and consequences (associated with traumas) of sexual, physical and psychological violence during childhood and adolescence.
2. Specific know-how on how to act for physicians within the health care system that usually are the first in contact with affected children. This group includes especially paediatricians, family physicians and general practitioners. At this level, it is important to inform them on suspicions and symptoms, and give them training on how to deal with children who might be affected and persons close to them. Insights on the legal context should also be provided, including how and who to refer the children to, important documentation and their obligation to notify the authorities.
3. Expert knowledge for medical specialists that endangered or affected persons are referred to by paediatricians and family physicians.

### E-Learning for Medical and Pedagogical Professions

In the context of the aforementioned need for advanced training, the Clinic for Child Psychiatry/Psychotherapy at the Ulm University Clinic has come up with internet-based e-learning building blocks for training and advanced education for health and pedagogical professionals that work with child abuse cases. Said blocks have helped develop basic and methodical knowledge, and examples of cases for interactive and multimedia learning tools. This project facilitates the awareness needed to deal with sexual abuse among the professional groups addressed. It also creates an interdisciplinary network of training and advanced education structures which makes a high level of dissemination likely.

### Persons Working in Child and Youth Welfare

Child and youth welfare institutions are obliged to guarantee that the girls and boys entrusted to them are cared for by "suitable persons" (Section 45, Paragraph 2, Sentence 2, Number 2 of Social Security Code VIII). Unfortunately, there is a major lack of specialised knowledge on the issue of sexual violence to date. To counter this deficit, the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth launched a national advanced education offensive in 2010. This project is set up over a total of four years, and its major goal is to boost the ability of persons working in child and youth welfare offices to prevent sexual violence.

The project carried out by the German Society of Preventing and Intervention of Child Abuse and Neglect (DGfPI) is directed towards pedagogues and volunteers working in stationary child and youth welfare institutions, as well as towards the managers of said institutions.

The scope of this project also includes institutions for girls and boys with mental or physical handicaps, since they are especially in jeopardy of becoming the victims of sexual violence.

Through the advanced education offensive, the managers and other employees working at these institutions will be constantly informed on the issue of sexual violence. The idea behind this is to sustainably protect children and teenagers from this form of violence. In addition to providing training for qualified professionals, this initiative seeks to create the necessary institutional conditions to prevent cases of sexual abuse at said institutions. Complaint management should be introduced at the institutions under the supervision of external experts.

A total of 18 experts in advanced education who work in specialised consultant offices will direct the advanced trainings all over Germany. This project seeks to lay the cornerstone for long-term collaboration between the consultant offices specialised in combating sexual violence and the child and youth welfare institutions. That means that that this project also fosters local networking.

The German Federal Government also supports another advanced education project from the German Society for Prevention and Intervention of Child Abuse and Neglect in order to improve work with offenders<sup>16</sup> and to make it fairer for victims.

The so-called “Modularised Advanced Education for Victim-Fair Work with Offenders” will continue until 2012. Its goal is to qualify experts (primarily from social services and in particular new workers) to work with offenders for the effective prevention of sexual violence.

Through specially designed modules, experts participating in this programme are trained to recognise abuse structures and sustainably intervene against them. Once trained, the experts will act as disseminators of the acquired knowledge at their home institutions. Thus it will be possible for them to create a work environment where cases of sexual abuse are actively prevented.

### Parents, Children and Young People

In Germany, a wide range of help and intervention offers has already been set up. They have proven to be successful and thus they will continue in the future.

A good example is the online advice project from the German Federal Conference for Educational Counselling (bke). The German Federal Government sponsored this project with start-up financing, and now the federal states continue to support it. It provides one-on-one consultation, one-on-one chats, forums and scheduled group chats online. The internet platforms [www.bke-elternberatung.de](http://www.bke-elternberatung.de) and [www.bke-jugendberatung.de](http://www.bke-jugendberatung.de), which were specially set up for the project, round-up the already existing offer of family and educational counselling. They give advice to teenagers in crisis situations, and work on the parenting

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<sup>16</sup> As already stated in the introduction under B II, national and international studies show that perpetrators of sexual violence against children are male in most cases. This is the reason why we will only be using the male form to designate perpetrators in the text.

competences of young families, while taking advantage of the new opportunities offered by the internet.

The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has edited a new brochure *Mutig fragen – besonnen handeln* (Ask Boldly – Act Cautiously) in 2011 so that parents can effectively protect their children from sexual violence. This brochure raises awareness on the types and causes of sexual violence towards children and teenagers, and gives specific tips for prevention. Furthermore, this new brochure points to risks that using the internet and mobile phones represents for children, and gives recommendations on how to deal with digital media. If parents suspect (or are sure) that their child has experienced sexual violence, they are given advice on how to deal with this situation and are made aware of police and criminal court procedures. References to further literature, other brochures, internet portals and advice centres help parents get an overall picture and an office in their area where they can get help. The target groups of this brochure are the parents of infants, preschoolers and primary schoolchildren.

Another important offer is the phone for children and teenagers. The German Federal Government has been sponsoring the organisation “*Number against Problems*” for several years to coordinate all of the telephone numbers for children and teenagers, as well as the help line for parents. This association makes a major contribution in maintaining and developing the wide range of free advice for children, teenagers and parents, which has been created over the years. The number of callers is constantly mounting. One of the most important issues for teenagers as well as their parents is violence, and this includes sexual violence. On average, every tenth call involves this issue. The phone for children and teenagers has proven to be an easily accessible advice offer, and therefore the German Federal Government will continue to sponsor it in future.

### Interconnecting Research, Real-Life Practice, Policymaking and Society

The *German Federal Information and Networking Centre on Child Abuse and Child Neglect* at the *German Youth Institute* functions as a nation-wide interface between research, real-life practice and policymaking. Its information, advice and networking offers are based on data gained from field and literature research, as well as on the evaluation of studies, project descriptions, programmes and multi-professional networks. The *German Federal Information and Networking Centre on Child Abuse and Child Neglect* evaluates these data based on scientific insights, taking their relevance for real-life practice into consideration. Then, it categorises them and makes them available in a fashion that people can use. The webpage [www.dji.de/izkk](http://www.dji.de/izkk) provides current and centralised information, an overview of upcoming events and a comprehensive literature database.

The information centre’s services are open to all persons who scientifically or professionally study child abuse and neglect. The work of the *German Federal Information and Networking Centre on Child Abuse and Child Neglect* reflects and includes various professional needs, which are the result of the wide range of subject areas and action fields surrounding the issue of child abuse.



This German Federal Government continuously sponsors both this preeminent networking instrument and the *German Federal Taskforce of Child Protection Centres*.

The *Centres for Child Protection* have the purpose of professionally and socio-politically shaping child protection in Germany. Their know-how is made available to the academic public, and its foundation is a close coordination of regional tasks with the everyday practical work in local Centres for Child Protection. The German Federal taskforce also organises a forum on child protection every two years. The next forum will take place in 2012.

The issue of sexual violence against children and teenagers continues to be of prime importance for the *Centres for Child Protection*, both in terms of providing advice locally, and of qualifying and educating experts from the health system and youth welfare offices. Another focus for the work of the *Centres for Child Protection* is the issue of children and teenagers stepping over their own sexual limits.

A major challenge will be integrating the findings of the Round Table on *Sexual Abuse of Children* in the educational work of the *Centres for Child Protection*.

In the future, they will be concentrating to a greater extent on offering training and advanced education in the following areas:

- Parents and children in special stress situations.
- Children and teenagers with handicaps.
- Parents and children with migration backgrounds.

### Crime Prevention by the Police

The sexual abuse of children will be a main topic of the Police Crime Prevention Programme (ProPK) from the states and the German Federal Government.

In this framework, a project group has been created, which will convene for the second time in October of 2011. The project group will conceptually analyze the issue, and it will count with cross-departmental advice and support. Specific measures are still in the planning stage. It is possible to think on increasing social awareness for the issue, the development information materials for specific target groups including children, teenagers, adults and institutions, as well as intensifying press and public relations. The development of information and instruction materials on the topic of “cyber-grooming” might also be taken under consideration. Under this agenda, it is also important to generate awareness among and training opportunities for police officers, so that they might better deal with issues related to the sexual abuse of children.

The Police Crime Prevention Programme of the states and German Federal Government aims at instructing the general population, disseminators, the media, and other prevention supporters on the different forms of criminality and the possible ways to prevent them ([www.polizei-beratung.de](http://www.polizei-beratung.de)). This is achievable through press and public relations for crime

prevention, and by developing and publishing of media, measures and concepts that support the local police stations and other players in their efforts to prevent crime.

Beyond this, there are various decrees and regulations in specific federal states for combating sexual violence towards under-age children. They include measures for prevention and repression, regulations for cooperating with other governmental and non-governmental child and youth protection organisations, as well as some other specific materials.

These decrees for combating sexual violence against children and teenagers provide assistance when carrying out investigative processes, and deal with issues such as the right to refuse testimony, ordering bodily searches and applying for foster care. There are also implementation regulations for video interrogation to minimise the emotional strain of criminal proceedings on the victims. Furthermore, the inclusion of these topics on advanced training courses and the development of information materials will be occasionally regulated.

## 1.2 Quality Assurance

The debates at the Round Table on the *Sexual Abuse of Children* and in the work groups for the German Federal Child Protection Act have made it perfectly clear how important the continuous development of quality is for an active and effective child protection.

Therefore, the government's draft of the German Federal Child Protection Act calls for an understanding on quality features, standards for evaluating quality and the instruments for guaranteeing quality, under the frame of a quality dialogue between public and other supporters. This obligation encompasses all areas of child and youth welfare services. This act also links the financing from public funds to the carrying out of quality assurance work.

### Guidelines

Beyond this, the members of the Round Table on the *Sexual Abuse of Children* believe it is necessary, when cases of sexual violence occur, to have minimum professional standards for the educational, health and social sectors.

The draft of guidelines outlined by the Round table offers specific recommendations for action. They centre on guaranteeing the rights of children and teenagers, ensuring children's wellbeing, and helping children develop an open-minded and self-determined age-related attitude on sexuality without taboos. Real-life practice should make this quality development process possible within two years.

In this period of time, sponsors of preventive measures can outline a plan of action for intervention and guidelines for action in cases of sexual violence to address and modify organisational routines in the long term. At the beginning of a development process such as this, each sponsor draws up an analysis as to what specific risks there would be in the institutional context.

The first step in this process is the area of general preventative measures. This includes providing information appropriate to specific target groups on the attitude of the project sponsor

(code of behaviour or guidelines for action) and the corresponding measures and processes for all persons affected. The issue of sexual violence should be taken into account in committee work as well as qualification and personnel development work.

Specific preventative measures will be derived from the aforementioned risk analysis. This especially includes developing offers specifically for boys or girls or specific target groups, implementing adequate forms of participation, providing information on internal complaint processes and external contact parties as well as establishing and placing the project sponsor attitude on a foundation of the way the job relations are laid out (such as with job interviews or in the framework of job contracts).

Each sponsor has to draft and launch a staged plan of action with the appropriate recommendations for action in the area of intervention for the concrete case that there is the suspicion that sexual boundaries have been violated or there have been sexual encroachments. The central point here is protecting children and teenagers and their wellbeing.

An emergency plan specifies the persons responsible in each of the stages of the plan of action and describes what roles each of the participants has to play. It provides adequate anchoring for immediate actions, forms of participation and assessment work including complying with reporting obligations, consulting offices for expert advice and – in agreement with the Guidelines for *Consulting the Criminal prosecution authorities* (refer to 2.3.4) - the criminal prosecution authorities. In addition, it also formulates specifications for documentation.

Project Sponsors are also supposed to come up with recommendations for action. This includes addressing cases of sexual violence or improperly initiated criminal prosecution, dealing with potential traumatisation and initiating long-term changes for guaranteeing the rights of children and teenagers while reinforcing child protection.

### Extended Certificates of Good Conduct

Adapting to the amended German Federal Central Criminal Register Law, the planned German Federal Child Protection Act obliges the public youth welfare offices to have an extended certificate of character submitted for determining the personal suitability of their full-time employees. This should also be secured with agreements even with independent project sponsors of the Youth Welfare Office.

The project sponsors of the public youth welfare office may not employ or place anyone for carrying out their work in child and youth welfare who has been legally convicted of a crime pursuant to Sections 171, 174-174 c, 176-180 a, 181 a, 182-184 f, 225, 232 -233 a, 234, 235 or 236 of the German Penal Code. Furthermore, agreements with independent project sponsors will ensure that they do not employ any previously convicted persons. Submitting this extended certificate of character pursuant to Section 30, Paragraph 5 and Section 30, Paragraph 1 of the German Federal Central Criminal Register Law serves the purpose of examining the possibility of taking suitable measures for protecting under-age children from being overseen, cared for, educated or trained (or from activities with comparable contact to children and teenagers) by previously convicted persons who are therefore deemed unsuited.

Specifying the statutory definition of the permit for institutions where children and teenagers are cared in the framework of the German Federal Child Protection Act provides for further development of the requirements for issuing the permit. This especially encompasses implementing suitable participation and complaint procedures for children and teenagers. To examine the prerequisites of issuing a licence, the law envisioned also states that proof that extended certificates of character have been submitted and examined for the personnel when applying for an operating licence.

The planned German Federal Child Protection Act does not set forth any immediate regulation on submitting or inspecting extended certificates of character for persons working on a voluntary basis in child and youth welfare offices. Rather, it states that the public youth welfare offices have the obligation to decide on the work or sign agreements with independent project sponsors. It would be necessary to inspect any extended certificate of character complying with Section 30a of the German Federal Central Criminal Register Law for any person to work on a voluntary basis under his or her responsibility or that of the independent project sponsor.

With a view to all-day schools and networking the schools and youth welfare offices, it is necessary to develop a special sensitivity for where extended certificates of good conduct make sense in cooperation with persons offering external instruction and voluntary teachers.

On the level of the state governments, the standing conference of the ministers of education recommended obtaining what is known as “extended certificates of good conduct” for schools in its *Recommendations for action for preventing and addressing cases of sexual abuse and acts of violence in schools and institutions in proximity to schools*.

### 1.3 Boosting the Confidence of Children and Young People

Children and teenagers need recognition. They also need respect and a protective environment. Boosting the confidence of girls and boys in this fashion is a pedagogical attitude that we have to live and breathe in the parental home, in upbringing outside of the family and in educational institutions. Therefore, preventative approaches should be (further) developed by including all persons and institutions involved in bringing up children. The special life circumstances of girls and boys should always be taken into account such as various forms of handicaps or fostering requirements. Knowledge and insight make children and teenagers strong. This strength of personality helps them properly assess the appropriateness of the behaviour of same-age persons or adults and react to them correspondingly.

Age-specific sex education gives boys and girls growing up the necessary capability to talk about and deal with love, sexuality and partnership. It carefully sensitises girls and boys to dangers while it reinforces them in the process of becoming conscious of their rights and helps them identify and name sexual violence. The specific needs of children and teenagers with handicaps should also be taken into consideration in sex education. Girls and boys with handicaps have a right to access barrier-free information on sexuality and partnership appropriate to their age.

Sex education makes a special contribution to making self-determined and responsible decisions and protecting oneself from risks such as sexual encroachments. As an integral component of health education and the general educational and teaching mandate, sex education makes an important contribution to preventing sexual violence.

Correspondingly, the German Federal Centre for Health Education offers comprehensive information materials on the topic of sexuality. Furthermore, the German Federal Centre for Health Education's youth portal [www.loveline.de](http://www.loveline.de) addresses a wide range of topics that affect children and teenagers. Beyond this, you will find a great deal of information on chats, communities, forums, blogs and homepages in the category of Sex & Internet – Sicher bewegen im Internet (Sex & Internet – Moving about Safely in Internet). This is where children and teenagers learn how important it is to protect themselves in order to be safe when moving about in Internet.

The German Federal Government is presently considering another measure for preventing sexual violence – a nation-wide Initiative for Prevention. The goal is directly strengthening children with a campaign to educate them on and heighten awareness to the issue of sexual violence while providing an accompanying online platform for children. Girls and boys are directly addressed and informed in the framework of local campaigns. At the same time, parents and experts are involved. The idea is improving the visibility of aid and consultation centres available in the region and initiating cooperation. Beyond this, the goal is to disseminate knowledge on these topics so that parents and adults can better protect children they work with from sexual violence. The German Federal Government is acting upon a central recommendation of the Independent Representative, Dr. Christine Bergmann, for addressing the sexual abuse of children.

#### 1.4 Preventive Therapy

The Institute of Sexology and Sexual Medicine of the Charité Centre for Humanities and Health Sciences has been offering diagnosis and therapy to men who have sexual fantasies about children with its research project of *Preventing Undetected Sexual Abuse of Children* since 2005. It offers. In 2009, this project was supplemented with the *Child Pornography Prevention Project* and it now addresses persons who consume (or have the intension of consuming) child pornography. Both projects are being jointly continued in the framework of the Institute of Sexology and Sexual Medicine set up at the Charité with the support of the German Federal Government. These projects are directly focused on men who have not (yet) come to the attention of the justice system, although they perceive themselves as a hazard due to their inclinations and therefore are trying to get therapy.

There is the aim to expand the range of services. For instance, the projects entitled *Don't Become an Offender* at the Department for Medicine of the Kiel University Clinic and the Sexual Sciences Outpatient Clinic of the University of Ravensburg with the financial support of each of the state governments.

Beyond this, a central coordination office has been set up at the Institute of Sexology and Sexual Medicine of the Charité that is supposed to support the national establishment of the offer of diagnosis and treatment. This includes training, advice and supervision from the employees at the centres already existing or that will be set up. The Charité Centre guarantees the exchange of information and a uniform presentation of the (entire) offer of diagnosis and treatment in the media to boost the target group's interest in this therapy.

# 2 | Intervention

## 2.1 The Rights of Victims

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## 2.2 Assistance and Advice

### 2.2.1 Local Services and Networking

### 2.2.2 Information Platforms

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## 2.3 Prosecution

### 2.3.1 Cooperation in Punishment and Prosecution

### 2.3.2 Legal Policy

### 2.3.3 All-Inclusive Qualification

### 2.3.4 Guidelines for Getting the Prosecuting Authorities Involved

## 2 Intervention

We have to act fast when violence is directed towards boys or girls. It has to be ensured that an end is put to the violence immediately and the child or young person receives all the support he or she needs to deal with what they have experienced.

Therefore, the German Federal Government supports the comprehensive intervention measures in this Plan of Action. They not only include discovering sexual violence at an early stage and putting an end to it without delay (known as secondary prevention), but also rehabilitation and preventing long-term effects (known as tertiary prevention).

Under-age children affected by sexual violence need to know immediately where they can go for advice and help in their area or in internet along with their families and other persons they are close to.

The Round Table on the *Sexual Abuse of Children* has set forth guidelines on what steps institutions working with children and teenagers should take in the event of sexual violence; this also includes criminal prosecution. The implementation of these guidelines is guided and assisted in the framework of monitoring and this Plan of Action. However, uncompromising criminal prosecution is of basic importance on the national and international level even outside of these institutions.

A further key motivation of the German Federal Government is improving the rights of under-age victims of sexual abuse in criminal proceedings. Children and teenagers need information and assistance in the criminal procedures to ensure they are not traumatised again.

Therefore, the German Federal Government sets the following accents for intervention.

- fortifying the rights of victims and giving them protection.
- providing them with the help and advice they need both locally and in internet.
- improving national and international criminal prosecution.

### 2.1 The Rights of Victims

The German Federal Government is actively committed to enhancing the rights of victims so that they can exercise them in criminal procedures. The emotional strain linked to criminal procedures should be kept as low as possible in particular with children and teenagers who have become the victims of sexual violence or exploitation.

#### The Second Victims' Rights Reform Act

The second Victims' Rights Reform Act that went into force on October 1, 2009 has brought a wide range of improvements in criminal procedures in the area of victim protection, especially for children and teenagers. For instance, the age limit for the regulations of the German Code of Criminal Procedure for protecting victims is tailor-made to children and teenagers because it was raised from 16 to 18. That means that this law has eased the



conditions under which teenagers who are older than 16 years can take advantage of an all-expenses-paid attorney.

This law has also enhanced the rights of victims of crimes to obtain information. For instance, an obligation was introduced for the criminal prosecution authorities to refer to the regulations of the Act for Protection against Violence or the Victim Compensation Act. In addition, it is defined that the victims of crimes have to be notified as early as possible, in writing on a regular basis and in a language they can understand. The state governments then revised and translated the leaflet into numerous languages to be uniform throughout Germany and it is handed out to victims of crimes when they report crimes or when they are interrogated for the first time.

### Psychosocial Assistance in Proceedings

The second Victims' Rights Reform Act also included the obligation in the German Code of Criminal Procedure to point out to the victims of a crime that they can receive support from victims' assistance institutions. This includes advice or psychosocial assistance in the proceedings (Section 406 h of the Code of Criminal Procedure). This was the first time that psychosocial assistance in proceedings was mentioned in the law. This can provide valuable assistance to children and teenagers as well as traumatised victims of violence because the persons affected are being cared for psychosocially throughout the criminal proceedings and assisted in criminal proceedings.

This may not only enhance the victims' emotional stability. It may also make witnesses more capable of providing testimony because a lot of children and teenagers are not aware of what they will be confronted with or have the wrong impression of court proceedings. This uncertainty can make them afraid and impair their ability to give testimony. Unfortunately, it is often children and teenagers who are the only witnesses, which is why the outcome of the proceedings depends to a great extent upon their testimony. Psychosocial assistance in the proceedings has the purpose of taking the pressure off of children and teenagers.

The German Federal Ministry of Justice financially supported advanced education for social pedagogues from psychosocial assistance in the proceedings to fortify this type of victims' assistance. This is particularly important to under-age children. This work was also carried out by *Law Would Help* at the *Institut für Opferschutz im Strafverfahren e.V.* because it has been educating professional experts in social work for years all over Germany to become psychosocial assistants in legal proceedings. The financial sponsorship of the German Federal Ministry of Justice has enabled them to teach their fourth group of advanced courses.

### Draft Law for Fortifying the Rights of Victims of Sexual Violence

The meetings of the Round Table on the *Sexual Abuse of Children* have demonstrated that a great deal has been achieved in past years for protecting victims in criminal prosecution. However, it goes without saying that it would be possible and desirable to obtain greater improvement especially for under-age victims of sexual abuse.

The German Federal Government has advanced the draft of a law for boosting the rights of victims of sexual abuse. It implements recommendations outlined by the Round Table on the *Sexual Abuse of Children* for boosting the protection of victims in investigative and criminal proceedings. For instance, this draft law enlarges upon the recommendations that the Round Table outlined for preventing multiple interrogations, expanding the appointment of attorneys for victims and strengthening the rights of injured parties. Beyond this, the civil law statute of limitations will be extended particularly in favour of the victims of sexual abuse.

Today, the video recording of an earlier court interrogation can be presented in the main proceedings to eliminate the need for interrogating the victim/witness. This draft law has the purpose of ensuring that courts make greater use of this option than previously. At the same time, when deciding whether the accusation will be raised in the local court or regional court, there should be greater emphasis placed on saving victims needing protection from having to go through an appeal and renewed interrogation. Beyond this, victims of sexual crimes will be able to take advantage of a no-charge victims' attorney to a greater extent than previously – regardless of their economic circumstances. Finally, they would also be able to obtain more information on the execution of the sentence after the offender is convicted.

The civil law statute of limitations for them will be 30 years in future so that victims of sexual violence can better assert claims to compensation for damage against offenders and third parties who are jointly responsible. Because of the psychological injuries associated with the abuse, victims of sexual violence frequently need long until they are in a position to assert claims to compensation for damage due to the psychological injuries associated with the abuse. This is the reason why in the past a lot of the civil law claims to compensation for damage of these victims became statute-barred. The statute of limitations should be extended from three to 30 years to prevent this in future.

Finally, this draft expresses the qualification requirements made of youth court judges and youth court lawyers more clearly and more bindingly. That means that this law will make a contribution to a more effective line of action against juvenile delinquency. In future, youth court judges and youth court lawyers will have an express knowledge of criminology, pedagogy, social pedagogy and the psychology of teenagers. Since youth court judges and youth court lawyers not only have jurisdiction for juvenile delinquency, but also for matters concerning the protection of teenagers (such as proceedings for sexual abuse of children), their special qualifications will also be of benefit to child and youth victims.

### Services pursuant to the Victims' Compensation Act

Persons who were victims of sexual abuse as children or teenagers can also take advantage of benefits pursuant to the Victims' Compensation Act. This law states that people are entitled to benefits if they are innocent victims of a premeditated act of violence and thus suffer damage to their health (always meaning on the national territory of the Federal Republic of Germany). In order to assert claims pursuant to the Victims' Compensation Act, prior civil law proceedings may not have been carried out unsuccessfully.

Payments pursuant to the Victims' Compensation Act shall be granted upon petition and there is no period for petitioning. Furthermore, the state governments have the competence to administer this law. The comprehensive range of benefits under the Victims' Compensation Act includes curative education treatments and physical movement therapy that is especially aimed at children and teenagers. Beyond this, the Victims' Compensation Act provides for therapy treatments, regular pension payments if there is permanent damage and care services for guaranteeing life maintenance.

The Victims' Compensation Act allows substantial easing of the burden of proof in the interest of the persons affected if, for instance, documents are missing or cannot be procured anymore. Then, the credible testimony of the persons affected can be made the basis for the claim pursuant to the Victims' Compensation Act.

The Victims' Compensation Act has been amended several times since it has been in existence to adapt it to new social developments. It will also continue to include proposals arising from current discussions such as at the Round Table on the *Sexual Abuse of Children*, in considerations for advancing the state victims' compensation law in future.

Beyond just advancing the victims' compensation law, the German Federal Ministry of Labour and Social Affairs exchanges ideas several times a year. These exchanges are attended by persons at the state ministries and medical care authorities, medical care physicians and judges in jurisdiction for social-security litigation. This exchange of ideas has had a major role to play in enhancing the high quality of expert opinions and guarantees that the state governments all over Germany have an even level of legal application.

In addition, the principles of medical care are presently being advanced as a component of the Medical Care Ordinance that provides the legal basis for medical expert opinions. This is taking place in the process of completely revising the foundation of the current level of medical sciences while applying the principles of evidence-based medicine.

Finally, as per July 1, 2009, it has been possible for Germans (or persons permanently living in Germany) who are victims of an act of violence committed outside of Germany to obtain benefits pursuant to the Victims' Compensation Act. The range of benefits includes one-off monetary payments and services from medical treatment.

## 2.2 Assistance and Advice

Even after the term in office of Dr. Christine Bergmann, the Independent Representative for Studying *Sexual Abuse of Children*, runs out at the end of October of 2011, there will still be a contact office for persons affected by sexual abuse of children. More than 10,000 calls and letters were received in the first year after this independent office was set up. The persons affected and their family members need support for advice, assistance and therapy. For the time being, the charring ministers agreed to continue their support of the work of an independent contact office for persons affected and their families at the fourth meeting of the

Round Table on the *Sexual Abuse of Children* in June of 2011. That means that it will be resolved as a component of the Plan of Action 2011.

Sexual violence can cause disorders in the psychological development of children and teenagers affected by it and cause acute or chronic psychological illnesses (such as post-traumatic stress disorder, various personality disorders and dissociative disorders). The level of seriousness of these illnesses and their change over time depend on the type and seriousness of the physical and psychological violence they have experienced as well as the personal and social protective factors of the persons affected.

Whatever that may be, advice, therapy or other form of help, have to commence as early as possible. In cases of doubt, the children or teenagers affected should be examined by an expert (such as a doctor for child and youth psychiatry and or experts from child and youth psychotherapy) to identify and treat any existing or developing psychological disorder at an early stage. These experts might include a doctor for child and youth psychiatry and or experts from child and youth psychotherapy.

There is altogether no lack of psychotherapeutic services in statutory health insurance based on the specifications of the present needs planning for contract physicians. There are also claims to services in statutory health insurance for treatment with remedies (such as ergotherapy), treatment in social-pedagogy centres, in-patient or out-patient services for medical rehabilitation and hospital treatment as a service of medical treatment.

If the final report of the Independent Representative for Studying Sexual Abuse of Children gives recommendations for psychotherapy, the German Federal Ministry for the Health responds to this concern and support the work of the Round Table. In particular, the German Federal Ministry will carry on discussions with representatives of the *German Federal Initiative of Those Affected* for specifying their needs and the requests they raise in greater detail. That includes issues such as adding specific therapies to the range of therapies, boosting the proportion of specialised therapists, faster access to psychotherapy, greater transparency and support in enforcing the claims of people affected to psychotherapy.

The German Federal Ministry for Health will carry on this important dialogue with these persons affected. However, it is also necessary to include the partners from the Joint Self-Administration (of the German Federal Panel Doctor Association, German Hospital Society and the Central Organisation of Statutory Health Insurance) for resolving and finding a solution to the problems showcased here.

## 2.2.1 Local Services and Networking

### **Advice Centres**

There is presently a wide range of educational, family, marital and life counselling centres, child protection centres and specialised advice centres available to persons affected by sexual violence.

Unfortunately, some of the persons affected still do not find access to the assistance they need over decades. To obtain advice geared towards their specific needs, persons who have experienced sexual violence have to first be able to uncover and unequivocally name the abuse for themselves. Many persons affected have repressed the experiences they have had with violence even into adulthood or they have to conceal them along with their environment. Frequently, they go to non-specialised advice centres because of “other” problems that are mostly of a complex psychosocial or psychosomatic nature. In this case, they depend on persons they are close to (such as teachers, relatives or partners) paving the way to assistance.

When the person affected goes to a general advice centre, it is important that they recognise the problem, that they know where they can be sent and that there is a specialised advice centre in the area.

Everybody on the Round Table on the *Sexual Abuse of Children* sees a need for knowledge and a demand for action in particular in financing local specialised advice centres (including help centres for male and adult persons).

This is the reason why the German Federal Government is concentrating on the important non-local issue of financing specialised advice centres. The government has commissioned an expert opinion that investigates what real best practice examples and what necessary constraints and needs there are for financing these advice centres.

Beyond this, the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth is carrying out an all-inclusive stock-taking of its aid and advice centres for persons affected by sexual violence as a thorough supplement to this expert opinion also based on the discussions at the Round Table on the *Sexual Abuse of Children*.

This stock-taking would be able to identify gaps within regional assistance systems to stimulate changes in the interest of groups of persons who previously received insufficient help. In addition, this allows us to systematically network for guaranteeing the range of services because only a functioning system of local networking enables us to assist the persons who are affected or refer them to other centres.

Various forms of networking have already established themselves within regional systems of assistance, although there are not any binding guidelines. Therefore, after this type of stock-taking, it would make sense to discover what the characteristics of successful practices are. In other words, what are the conditions under which institutional cooperation makes sure that children, teenagers and adults who are seeking help find access to the assistance that fits their needs.

### **Early Help**

The German Federal Government launched its action programme of *Early Help for Parents and Children and Social Early-Warning Systems* to set the course for identifying and counter-acting the stress suffered by families and the risks it entails for children at an early stage. The

various aid and advice centres have to have very close interdisciplinary networking on the local level to guarantee the success of Early Help.

All of the important players in local child protection are brought together in an *Early Help Network* including youth welfare departments and health offices, schools, hospitals, physicians, pregnancy advice centres and the police.

This is crucial for protecting children from sexual violence.

The German Federal Child Protection Act institutionalises *Early Help* and reliable networks of support for families. This guarantees the sustainability of already existing structures while promoting the expansion of *Early Help Networks* where there are not enough.

In addition, the German Federal Child Protection Act ensures that municipalities actively address parents and (future) parents to notify them of local support and provide advice. Beyond this, support from the child and youth welfare offices that is meant to upgrade their upbringing skills are expressly anchored in the laws for future parents.

The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth will apply the *German Federal Initiative for Family Midwives* provided for in the law to strengthen setting up and expanding the work of family midwives. This will enable child protection to profit from it in the long run even in terms of their function in *Early Help Networks*.

### 2.2.2 Information Platforms

Whenever a girl or boy has been subjected to sexual violence (or there is the suspicion of it), it is important that the person(s) affected and those they are close to obtain information and assistance fast. They not only need information on the general problem, but also the specifics of what help centres and institutions they can get in contact with.

This is the reason why the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth provides a homepage for under-age children and their families who are affected by this as well as persons they are close to. They can search for specialised advice offices and hotlines from anywhere in the country and online advice at the website [www.hinsehen-handeln-helfen.de](http://www.hinsehen-handeln-helfen.de).

It is also important to provide the available information targeting the specific group for pedagogical or medical experts. In the German-speaking countries, there is already a wide range of information for preventing sexual violence to girls and boys. This information has to be systematically compiled and prepared in a clearly structured fashion to ensure that experts (and therefore also the children and teenagers) can profit from it. Therefore, the German Federal Ministry for Education and Research has commissioned the *Austrian Institute for Family Research* to carry out overview searches in the field of sexual violence. When this study is published, it will make the existing range of services more accessible and provide a foundation for further development (a printed or PDF version of the search results is already available and will be made available in internet soon).

Finally, the homepage [www.polizei-beratung.de](http://www.polizei-beratung.de) provides information on this topic area. This central internet platform of the Police Crime Prevention of the state governments and German Federal Government was revised in 2010 from the ground up. This homepage includes information on child maltreatment, sexual abuse of children, child pornography and child sex tourism. It also has a wide range of brochures and recommendations that keep parents and person in charge of the minor's upbringing informed on the topic of sexual abuse.

Complaint centres (where persons can report images of child abuse in internet and other illegal content<sup>17</sup>) offer a wide variety of information beyond the option of making specific reports.

## 2.3 Prosecution

Criminal law and prosecution are crucial for protecting children and teenagers from sexual abuse and sexual violence. This is the reason why the German Penal Code provides for comprehensive protection from such crimes. There has been a great deal done in legislation in the last few years to enhance this form of protection even more. The most serious crimes against sexual self-determination are threatened with long prison sentences.

### 2.3.1 Cooperation in Punishment and Prosecution

Protecting children and teenagers from sexual violence and exploitation should not just end at the German border. It is crucial for the German Federal Government that the material rights of protection of persons affected are guaranteed in the same fashion in all states and wherever people can have their abode. In other words, there may not be any safe havens for offenders. This is the reason why the German Federal Government commits its effort on an international scale to coming up with joint solutions and implementing them in all states.<sup>18</sup>

Cross-border cooperation in prosecution is especially necessary when offenders are no longer in the country where the crime was committed. To guarantee effective prosecution even in these cases, it is necessary for the offenders to be extradited or the country where they are living has to prosecute them.

Extradition between member states of the European Union has been substantially simplified in recent years. Sexual exploitation of children is known as a listed offence pursuant to the framework decision on the European arrest warrant and the hand-over procedure between member states. That means that they no longer check to see whether actions constitute a crime in both countries involved. It is also important to boost the efficiency of prosecution in relation to other states while preserving the rights of the accused person. The German Federal Government underscores this by enlisting support for signing and implementing international treaties and offering help in the practice of implementation.

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<sup>17</sup> [www.jugendschutz.net](http://www.jugendschutz.net), [www.internet-beschwerdestelle.de](http://www.internet-beschwerdestelle.de) (refer to Chapter 3.4.2)

<sup>18</sup> Also refer to Chapter 5.1



Protecting victims not only means offering the victim a safe place of refuge. It also constitutes enabling the victim to facilitate prosecution and participate in the proceedings in the least traumatising fashion. Previously, interrogating witnesses required that they travel to the location of the court. Unfortunately, for children and teenagers, this is an enormous physical and psychological burden. Interrogating by video conference can avoid this traumatisation while enhancing protection for victims. The German Federal Government is committed to this method being set forth in international treaties to make practical application easier.

### 2.3.2 Legal Policy

As already stated in the beginning, the German Criminal Code today provides for comprehensive protection of children and teenagers from sexual abuse and sexual violence. The only place where legislative action can be seen is with reference to implementing international legal instruments.

First of all, this concerns the European Council Convention for the Protection of Children against Sexual Exploitation and Sexual Abuse (ETS 201)<sup>19</sup>. Secondly, it concerns the future Directive of the European Parliament and the European Council for Combating Sexual Abuse and Sexual Exploitation of Children and Child Pornography and Suspending Framework Decision 2004/68/JI<sup>20</sup> that is expected to be put into force soon. This will only entail slight implementation requirements in terms of criminal law. Otherwise, German law already satisfies the requirements.

### 2.3.3 All-Inclusive Qualification

The German Federal Government sees another important area of work in continuing to heighten awareness and qualify all persons working in the prosecution of these crimes.

The German Judicial Academy has been serving the needs of national advanced training for judges and state prosecutors since 1973. The German Federal Government and state governments jointly support the academy. It gives judges and state prosecutors advanced education in their specific areas and provides them with insight into political, social, economic and scientific developments.

We can name the following advanced training seminars for 2011 for national and international prosecution to protect under-age children from sexual violence:

- violence in the family – family or criminal aspects, stalking and abuse of children
- dealing with the victims of sexual violence within the criminal proceedings, in particular with children and teenagers
- the sexual offender: preliminary investigation – main proceedings – enforcement

It is anticipated that in the coming years there will be a similarly wide range of seminars.

<sup>19</sup> [www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention\\_de.pdf](http://www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention_de.pdf)

<sup>20</sup> [www.europarl.europa.eu/meetdocs/2009\\_2014/documents/com/com\\_com\(2010\)0094\\_/com\\_com\(2010\)0094\\_de.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/com/com_com(2010)0094_/com_com(2010)0094_de.pdf)



In addition, the state governments offer relevant advanced training seminars for lawyers in their area of business.

The Academy of European Law in Trier, Germany is supported by the majority of European Union member states, the German state of Rhineland-Palatinate and the other German state governments in their totality. Its regular advanced training programme includes courses for combating child pornography in internet and exploitation of children via electronic media.

The German Federal Office of Criminal Investigation teaches a 14-day special course on Child Pornography in Internet according to needs. This course primarily addresses persons at the German Federal Government and state governments who are or will be employed in combating child pornography at the criminal police. This course of advanced training is only available to persons working at the state prosecutor offices and courts in this field of activity. In addition, the German Federal Office of Criminal Investigation supports advanced training seminars organised by the German Judicial Academy or the state governments such as by providing speakers on child pornography/sexual abuse of children.

#### 2.3.4 Guidelines for Getting the Prosecuting Authorities Involved

These guidelines were outlined by Work Group II of the Round Table on the *Sexual Abuse of Children* under the management of the German Federal Ministry of Justice. They were resolved on March 2, 2011 with a substantial majority (although it still has to be passed by the plenum of the Round Table).

These guidelines apply to governmental and non-governmental institutions and associations where children and teenagers are in factual relationships of dependency or power in legal terms or due to the closeness to adult persons who care for them or that they are close to. They have the character of model recommendations for action for dealing with suspected cases of sexual abuse to children or teenagers at institutions or associations such as this.

These guidelines always notify the prosecuting authorities about the actual clues that indicate that a crime has been committed within the institution or association pursuant to the 13th Section of the German Criminal Code (“crimes against sexual self-determination”). The earlier prosecuting authorities are involved and the more effective work they can do, the more secure the evidence. However, this should also prevent the person under suspicion from continuing to be a hazard. At the same time, these guidelines have the purpose of guaranteeing that the institutions and associations can undertake their own measures to meet their continual responsibilities for the wellbeing of the child or young person affected. They should consult experts independent of the institution affected to assess any suspicion and with reference to any other actions that have to be taken to support and protect the victim.

If the victim (or the person in charge of the minor’s upbringing) does not want to prosecute the offender, this should be taken into consideration when arriving at a decision on involving the prosecuting authorities. However, just the fact that someone refuses to prosecute does not oblige the institution to waive getting the prosecuting authorities involved. In extreme

situations when this is necessary for protecting the victim, it may be justified to refrain from involving the prosecuting authorities for a certain time regardless of the victim's desire. This is especially the case if there is the danger that the victim might commit suicide due to the trauma caused by criminal proceedings.

# 3 | Communication Networks

3.1 Protection in Digital Communication Networks

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3.2 Media Competence and Minimising Risks

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3.3 Education and Heightening Awareness

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3.4 Combating Images of Child Abuse

3.4.1 Deleting Instead of Blocking

3.4.2 Cooperation

### 3 Communication Networks

Internet has established itself as the foremost mass medium next to television and the print media. For teenagers, the web has become an everyday part of their world and even preschoolers are using it more and more frequently.

The wide range of potential uses, increasing convergence of media and unbridled technical development of the internet and other communication networks not only contain major opportunities, but also enormous dangers to children and teenagers. On the one hand, under-age children are in jeopardy as *users* on internet services. On the other hand, there is content on children and teenagers on display in internet where crimes were committed or will be committed. Both of these present new and major challenges to the protection of children and teenagers.

The German Federal Government is ready to take on these challenges. The great significance of digital networks – for the world of under-age children and also that of adults – makes it necessary to concentrate on protecting children and teenagers. This applies to both of the dimensions of jeopardy mentioned above. This is the reason why the German Federal Government is initiating and promoting projects that make it possible for children and teenagers to safely use internet services as well as other actions that target preventing and effectively prosecuting sexual violence in internet and in other digital media.

Proactive protection of teenagers in media is becoming increasingly important alongside of legal media protection of teenagers. For instance, children and teenagers should be taught media skills to promote the age-related usage of internet without danger. However, it is just as important to heighten the awareness of parents for these dangers and keep them posted on safety in the web for children.

There has to be safe havens in internet where children are safe from hazardous content and encroachments from potential offenders. High-quality, interesting and simultaneously non-hazardous homepages on the age level of children are an important aspect of legal media protection of teenagers. This is the reason why the German Federal Government believes it should ensure that there continue to be safe media havens for children and teenagers for learning in internet that are continually advanced and developed.

The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth launched the *Dialogue Internet* in November of 2010 that is used to network know-how and resources. In the framework of this dialogue, experts from policymaking, the scientific community, the private economy and civil society come up with recommendations for policymaking for children and teenagers in the digital age. These discussions are accompanied by the online platform [www.dialog-internet.de](http://www.dialog-internet.de) in a transparent and interactive fashion.

The findings of *Dialogue Internet* will be published in autumn of 2011. In any event, the intermediate results of the work groups indicate even now that they see the following actions as being necessary:

- teaching media competence and educational media competence.
- advancing the development of or developing technical means of protecting teenagers in media.
- promoting good quality homepages for children and teenagers.
- keeping parents abreast of the latest.
- continually qualifying experts.

The German Federal Government has put it on its agenda to combat images of abuse to children and teenagers in internet. This content has to be deleted with great vigour so that victims of sexual abuse are not continually stigmatised and traumatised by their dissemination.

The German Federal Government also sees various other concentrations within Digital Communication Networks:

- enhancing the protection of children and teenagers in communication networks and creating safe havens for them.
- boosting the media competence of children and teenagers (as well as persons concerned with their upbringing).
- alerting parents and pedagogical experts to the risks that communication networks have for children and teenagers.
- systematically deleting images of child abuse in communication networks.

The following international treaties are of outstanding importance for the activities of the German Federal Government to protect girls and boys from sexual violence in digital communication networks:

- The Convention of the European Council on Cybercrime (Convention on Cybercrime).<sup>21</sup>
- The Convention of the European Council on Protecting Children from Sexual Exploitation and Sexual Abuse.<sup>22</sup>
- The Optional Protocol of the United Nations Child Rights Convention on Trafficking Children, Child Prostitution and Child Pornography.<sup>23</sup>

### 3.1 Protection in Digital Communication Networks

The German Federal Government supports setting up and advancing secure media learning and experience spaces for children in internet and other digital networks.

For instance, the German Federal Government launched the initiative *A Network for Children* in November of 2007. It was so successful that the Coalition Agreement has agreed on its continued development.

<sup>21</sup> <http://conventions.coe.int/treaty/ger/treaties/html/185.htm>

<sup>22</sup> [www.coe.int/t/dg3/children/lin5/Source/LanzaroteConventions/Lanzarote%20Convention\\_de.pdf](http://www.coe.int/t/dg3/children/lin5/Source/LanzaroteConventions/Lanzarote%20Convention_de.pdf)

<sup>23</sup> [www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll\\_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5](http://www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5)

One initial important pillar of this initiative is the surfing space fragFINN.de financed by reputable companies of the multimedia sector. This is where children can surf without danger and learn how to intelligently use search engines. fragFINN.de is based on a continually increasing selection of safe and interesting homepages for children that is growing every day (approximately 10,000 domains with a total of 30 million documents altogether). Media pedagogues check each domain before putting them on the white list (i.e., the list of good pages that are classified as non-hazardous) and then kept under continual observation.

Parents and teachers can limit their children's surfing space to the pages that have been checked with special child protection software that can be downloaded free. Beyond this, you can include the white list into operating systems, on routers and in your mobile phone to guarantee safe surfing. This list is available to all schools, libraries and public and public-benefit institutions for their computers at no charge.

A second important pillar consists of a stimulus programme for creating and enhancing high-quality next-generation homepages for children. The German Federal Commissioner of the German Federal Government for Culture and Media as well as the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth have been providing funds for since 2008. This support has the purpose of boosting the number, quality and accessibility of high-quality homepages for children. Furthermore, this programme supports creative persons in creating outstanding pages that do not just try to keep kids on the computer as long as possible, but instead enable them to deal with this medium in a self-determined fashion.

Findings to date prove how successful this initiative is. For instance, an awarding commission with experts from the scientific community and real-life practice selected and supported 64 homepages in the last three years. This commission concentrates on pages with a chatting function (moderated by media pedagogues) where children can train risk-conscious behaviour in social networks. These homepages are set up to be low-barrier wherever feasible to make sure that children with handicaps can also benefit from these new homepages.

The German Federal Government sees institutionalising the funds given to these high-quality homepages specifically addressed to children as a major focus of its work.

The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has been making another online site on this issue available since February of 2011: the website [www.surfen-ohne-risiko.net](http://www.surfen-ohne-risiko.net). This is where parents can explore the possibilities of the internet together with their children in a protected space. In addition, they can set up their own individualised homepage that is suitable for children. The German Federal Government is planning on expanding on this information and support by establishing safe surfing spaces and extending them to all digital platforms and mobile equipment of importance to their children.

Beyond this, the German Federal Government is using their search engine [www.blindekuh.de](http://www.blindekuh.de) to launch the first German-language non-commercial search engine for children. This portal addresses girls and boys from 6 to 14 and offers pointers for that "big virtual world". This search engine for children guarantees that children do not accidentally encounter prob-

lematic pages in internet and instead only find materials suitable for children under the search terms they enter. Children can have themselves led through the web with a beamer even though they still stay in a protected zone.

The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth is a member in the advisory council of klicksafe, the EU's initiative for more safety in the web. It supports the Awareness Centre klicksafe, internet hotlines and the advice telephone *Number When You're in Trouble*. Altogether they form the Safer Internet DE association. This work targets addressing relevant issues and questions on internet safety and networks initiatives in Germany.

### 3.2 Media Competence and Minimising Risks

The German Federal Government sees promoting media competence among children, teenagers, parents and educators as an essential challenge because children have to be backed up in dealing with potentially dangerous content on their own responsibility in a fashion suited to their age.

A commission of experts appointed by the German Federal Ministry for Education and Research outlined the report of *Competence in a Digital Culture* where it demonstrated the necessity of comprehensive media education. Teaching basic capabilities and skills when dealing with digital media is not only an indispensable building block for children's personality development. It is also necessary for each individual person's capability to work and participate in society. The German Federal Government shares the view of the commission of experts that in the long run only critical-minded and competent users will be able to find their way in a digital world. This is the reason why it is necessary to integrate media education in the German educational system as a cross-section task. Therefore, giving pointers here would have to be high on the agenda of governmental educational funding. This is why the German Federal Government is planning an integrated strategy for media education along the entire educational chain to sustainably establish this topic in the world of learning and life of teenagers.

To enlarge children's media competence when working with digital communication networks, the German Federal Government is already funding a wide variety of measures that are constantly being advanced in accordance with the technical and contextual development of these media.

We would like to emphasise the following:

- *A Network for Children – Surfing without Risks*: This brochure offers a practical manual for parents and teachers delving into issues such as *Children Using the Internet, Safety in the Net and Advertisement and Trade in Internet*. In addition, it also provides a list of websites especially suitable for children. This brochure is supplemented by an extra magazine for children entitled *Discover Your Internet*.

- *Chatting without Risk* ([www.chatten-ohne-risiko.net](http://www.chatten-ohne-risiko.net) and [www.jugendschutz.net](http://www.jugendschutz.net)) gives tips for chats and instant messengers that are suitable for kids. This is where you will find a legal evaluation of encroachments in chat rooms and safety tips for children, teenagers, parents and teachers. This online site is supplemented by a basic brochure and two flyers that address parents and experts or children and teenagers.
- The information sheets *Safely Networked – Children and Young People in Internet Communities, ICQ & Co. – This is How Young Users Chat Safely and Surfing – Children Safe Online* provide other tips for children, teenagers, parents and educators.
- The guide *Play & Learning Software – A Pedagogical Assessment* points to computer and console games as well as good learning software that have won the confidence of children, teenagers and teachers.
- The brochure *No-Risk Mobile Phone? Safely Mobile – A Guide for Parents* gives parents and pedagogical experts practical tips for dealing with the mobile phone because it is functioning more and more as a mobile companion and constant means of internet access for children and teenagers.

The *German Federal Test Office for Media Endangering Young People* fosters value-oriented media education while heightening awareness among teachers and other persons involved in the teaching profession. The *German Federal Test Office for Media Endangering Young People* provides individualised assistance in problems with media education and gives answers to questions on legal and pedagogical media protection for teenagers. It not only has a service phone (+49+228-376 631), but also a comprehensive homepage available under [www.bundespruefstelle.de](http://www.bundespruefstelle.de).

*Dialog Internet* checks to see how the wide range of already existing services for fostering media competence can be focused and systematised to a greater extent than before. In addition, there are discussions on which support disseminators have to develop and fortify.

A project launched with German participation and funds of the *Safer Internet Programme* of the European Commission in the framework of the Children at Risk Baltic Sea Networks provides the foremost basic knowledge on the risks of media and media education. It is called *Risk Taking Online Behaviour Empowerment through Research and Training*, or ROBERT for short).

The ROBERT project has put it on its agenda to boost an understanding of sexual violence in internet, apply this knowledge to developing protective strategies for under-age children and give them the capability to take action. Beyond Germany, there are eight other countries involved and the project partner in Germany is the non-governmental organisation *Innocence in Danger*.

They study teenagers' experience and their risk/protection factors with reference to sexual encroachments in internet. Beyond this, they research the strategies used by offenders to make sexually motivated contact with children in internet (known as grooming).

The project will be completed in 2012 and it includes four main components:



1. setting up an online database that provides research papers and literature on this topic.
2. interviews with teenagers who have become victims of sexual abuse in internet.
3. group discussions with teenagers looked upon as particularly in jeopardy: teenagers in care institutions, young gay, lesbian, bisexual or transgender persons and teenagers with handicaps.
4. interviews with offenders.

The findings of this research project are anticipated to be presented at a conference when Germany is the chairperson of the *Expert Group for Cooperation on Children at Risk* (EGCC) of the Council of the Baltic Sea States in May of 2012.

### 3.3 Education and Heightening Awareness

One of the most important things needed for boosting the media and upbringing skills of parents is heightening their awareness for existing dangers. After all, adults and persons in charge of upbringing will only be able to teach children how to competently use media if they themselves come to terms with its wide range of media.

The initiative *TAKE A LOOK! What Your Children are Doing* ([www.schau-hin.info](http://www.schau-hin.info)) especially addresses parents of 3- to 13-year-olds. It is a project of the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth in partnership with the public-law broadcasting corporations ARD and ZDF, the telecommunications company Vodafone and the programme guide TV Spielfilm.

Considering the burgeoning significance of the new media in teenagers' everyday lives and constantly increasing utilisation even among primary school children, the issue is how children use these new media. The initiative *TAKE A LOOK!* not only supplies sound expert knowledge, but also concrete advice.

This not only addresses parents but also pedagogical experts because media education has to be just as well founded in schools and kindergartens as in the parental household.

### 3.4 Combating Images of Child Abuse

Images of children and teenagers being abused in digital communication networks have to be deleted at the source. As long as this content is available through the internet, the victims of sexual abuse can be stigmatised and traumatised every time it is disseminated.

The German Federal Government is placing its bets on fast and comprehensive cooperation between the responsible governmental centres and private offices – both inside and outside of Germany's borders.

The German Federal Office of Criminal Investigation has an important role to play here because it tracks down all of the reports of images of child abuse. These might be from its

own investigations, reports of ordinary citizens, the self-regulatory authorities of the internet corporation or other police authorities.

At the same time, the German Federal Office of Criminal Investigation functions as the central office in international police cooperation: as a national central office of the international criminal police organisation Interpol and as a national office of Europol.

What the German Federal Office of Criminal Investigation undertakes against images of child abuse depends on whether the materials are hosted in Germany or abroad:

- If the content is hosted in Germany, criminal proceedings are initiated, evidence is secured and the content is usually deleted with the support of the Internet Service Provider (ISP).
- With content hosted outside of Germany, the Interpol reporting channel notifies the prosecuting authority of the state with jurisdiction that is requested to undertake the steps necessary for prosecution and deleting the content. Furthermore, reports have to be made to the international INHOPE association to ask their members to provide support in immediately deleting the content.

### 3.4.1 Deleting Instead of Blocking

Images of child abuse are normally deleted in a couple of hours if homepages are hosted in Germany. In the majority of cases, it is possible to delete this content on servers abroad within a couple of days.

The German Federal Government promotes enhanced cooperation of all participating offices which spells out more effectively deleting the images of the abuse of children available in the world wide web. In contrast, using what are known as internet blocks is of little use, which is why the German Federal Government has come out in favour of suspending the Access Impediment Act from 2010 that provided for these blocks.

### 3.4.2 Cooperation

Beyond the police departments, there are three complaint centres in Germany that take reports of images of child abuse in communication networks:

- Jugendschutz.net
- voluntary self-control of multimedia service providers
- the association of the German internet corporation (eco)

The vast majority of the incoming reports concerns images hosted abroad.

In October of 2010, there was a fundamental revision in the way the German Federal Office of Criminal Investigation and the aforementioned three complaint centres work with one another. This was precisely summarised once again by a written agreement in March of 2011 on the principles of their cooperation.

This agreement raises the level of the fight against images of sexual abuse hosted abroad. One entirely new thing was the fact that the complaint centres not only pass on the notes

they receive to the German Federal Office of Criminal Investigation. They also notify the partner in charge at the complaint centre network INHOPE and ask them to delete the image in that particular country.

The INHOPE network set up in 1999 is supported by the Safer Internet Programme of the European Union Commission. Today, it has more than 39 national members including hot-lines from Russia, the United States and several Asian countries. All of the countries identified in the past as foremost server locations for images of child abuse in the world wide web have national INHOPE members. This guarantees a fast exchange of information.

The German Federal Office of Criminal Investigation reports incidents directly affecting websites in the United States to the semi-governmental institution of the National Center for Missing and Exploited Children (NCMEC).

If there is no INHOPE partner in a particular country, the German complaint centres try to contact the internet provider directly.

To sustainably guarantee success of deletion, the German Federal Office of Criminal Investigation and the German complaint centres have agreed to check whether the reported incriminated content is still available after a maximum of one week. They regularly evaluate the experience they have gathered which enables them to quickly counteract any faulty developments. After all, continually checking potential further improvements in the fundamental processes is crucial for successfully combating images of child abuse in communication networks.

Another format for international cooperation is heightening awareness for this issue among both the governmental offices with jurisdiction and the internet corporation in countries that are discovered to be the main locations for images of child abuse. Bilateral talks were carried out on this issue in the past with numerous representatives from policymaking and representatives of the police and prosecuting authorities. The German Federal Government will continue to commit itself to its goal of sustainably combating images of child abuse on the European and international level.

The German Federal Government is of the opinion that we have to have a coherent strategy encompassing prevention, prosecution and science to comprehensively and sustainably protect children and teenagers from sexual violence, sexual exploitation, molestation and grooming in digital media.

The accent always has to be on systematic cooperation among governmental offices, the internet corporation, civil society initiatives and the players involved in protecting children and teenagers. This also calls for involving the interested public. The existing concerted action may provide an excellent basis for institutionalising and expanding on cooperation and coordination among the parties involved even on an international basis. The primary targets should be coordinating each party's contribution, identifying where research is necessary, driving forward technical developments and jointly stimulating media education for children, teenagers, parents and experts. The German Federal Government will continue to

back this form of systematic cooperation.

# 4 | Trafficking in Children for the Purpose of Sexual Exploitation

4.1 Prosecution

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4.2 Education and Heightening Awareness

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4.3 Supporting Victims

## 4 Trafficking in Children for the Purpose of Sexual Exploitation

Trafficking children for the purpose of sexual exploitation is a global phenomenon. Trafficking in under-age children for the purpose of sexual exploitation encompasses recruiting, promoting, accommodating or receiving under-age children to get them to perform sexual acts or have them performed on them. This trade is both cross-border and within the borders of one country – sometimes involving and sometimes not involving organised criminal groups.

The German Federal Government commits itself both nationally and internationally to combating sexual exploitation of girls and boys as well as protecting and supporting persons affected by this. The Plan of Action 2011 continues to combat trafficking in children and teenagers for the purpose of sexual exploitation including their protection. The German Federal Government will be delving into this issue in an interdisciplinary and international fashion in the appropriate work groups when it is the president of the German Council of the Baltic Sea States.

The measures from our Plan of Action will be conducted by the following documents:

- the supplementary protocol for preventing, combating and punishing trading in human beings (in particular trading in women and children) for the United Nations Convention against transnational organized crime (the Palermo protocol),<sup>24</sup>
- the United Nations Child Rights Convention<sup>25</sup> and the second optional protocol to the United Nations Child Rights Convention concerning Selling Children, Child Prostitution and Child Pornography,<sup>26</sup>
- the European Council Convention for Combating Trading in Human Beings,<sup>27</sup>
- the European Council Convention for the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention).<sup>28</sup>

The German Federal Government considers the following its focal points in combating trafficking in children for the purpose of sexual exploitation:

- effective prosecution,
- educating and heightening awareness for certain issues among the right professional groups,
- improving assistance and support for the victims in an international context.

The German Federal Government relies on research into this phenomenon to develop effective ways to protect children and teenagers from sexual violence including trafficking in children for the purpose of sexual exploitation. This is the reason why sexual violence against girls and boys will be studied in its different forms, dimensions and causes in the framework of an interdisciplinary associated project (refer to Chapter 6).

<sup>24</sup> [www.un.org/Depts/german/uebereinkommen/ar55025anlage2-oebgbl.pdf](http://www.un.org/Depts/german/uebereinkommen/ar55025anlage2-oebgbl.pdf)

<sup>25</sup> [www.un.org/depts/german/menschenrechte/crc\\_c15add.43.pdf](http://www.un.org/depts/german/menschenrechte/crc_c15add.43.pdf)

<sup>26</sup> [www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll\\_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5](http://www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5)

<sup>27</sup> <http://conventions.coe.int/Treaty/GER/Treaties/Html/197.htm>

<sup>28</sup> [www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention\\_de.pdf](http://www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention_de.pdf)

## 4.1 Prosecution

German criminal law satisfies the requirements formulated by the optional protocol to the Child Rights Convention with reference to selling children, child prostitution and child pornography.

The German Federal Ministry of Justice is presently preparing a report on implementing the optional protocol that was ratified by the Federal Republic of Germany in 2009.

The primary punishable offences in Germany are trading in human beings (Sections 232-233 a of the German Criminal Code), taking away under-age children (Section 235 of the German Criminal Code), trafficking in children (Section 236 of the German Criminal Code) and violating the obligation of care or obligation in respect of care and upbringing of children (Section 171 of the German Criminal Code) are pertinent in Germany.

Beyond this, the crimes defined under the criminal law on sexual offences may be applied to trafficking in children for the purpose of sexual exploitation. This particularly includes the sexual abuse of children, teenagers and wards (Section 174, 176 ff., 182 of the German Criminal Code) and possibly also sexual duress; rape (Section 177 of the German Criminal Code).

## 4.2 Education and Heightening Awareness

The German Federal Government sees primary prevention as having a decisive role to play when we are talking about trafficking in children. Here, comprehensive instruction and heightening awareness among the public is fundamental including the relevant professional groups, persons who might be affected and their social environment. To ensure success in educational work, it is important to define the specific target groups and the knowledge relevant to them as precisely as possible.

Professional groups that might have contact with this issue require detailed knowledge on who the offenders are. They are often known to the children or even related to them, which makes major requirements of prevention.

It is necessary to make known the strategies of offenders known (such as feigning a love relationship for creating emotional dependency). This is how offenders succeed at making under-age children from relatively good economic backgrounds the victims of human trafficking.

All of these facets should be taken into consideration when planning countermeasures including interdisciplinary cooperation both on the national and international level.

Protecting under-age children from sexual violence and exploitation is a regular topic in the legal and consular training of candidates at the Foreign Service Academy. Furthermore, this topic is a component of the preparatory seminars for posts at consular missions in the advanced training of persons working in the German Foreign Office. This is how the German Federal Government makes sure that awareness is heightened for this topic among persons in the diplomatic service and that they are prepared for these problems, especially abroad.

In 2009 and 2010, the work group on *Trading in Human Beings* of the Council of the Baltic Sea States put on an advanced training series on *Trading in Human Beings – What Diplomats and Consular Personnel Can Do*. The German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth is a member of this work group. Therefore, it contributed its extensive expertise (especially from the German Federal Government-state governments work group on *Trafficking in Women*) to planning these advanced training courses. The insights gained in these courses were combined into a manual that was made available to the foreign offices of the member states and the embassies in the countries bordering the Baltic Sea.

In 2010, the German Federal Government received a delegation of governmental representatives and co-workers in non-governmental organisations from Belarus to exchange views on the cross-border problem of trafficking in children and teenagers for the purpose of sexual exploitation. The idea was to facilitate interdisciplinary cooperation between official authorities, non-governmental organisations and the government in the fight against trafficking in children.

### 4.3 Supporting Victims

One example of internationally coordinated prevention and intervention is the work of the Council of the Baltic Sea States (a joining together of the countries bordering the Baltic Sea). The German Federal Government actively participates in this. In 2008, the Council of the Baltic Sea States passed a Plan of Action (*Unaccompanied Under-Age Refugees and Trafficking in Children*). The idea behind it is to bolster international cooperation and better support children and teenagers affected. Under-age victims of trading in human beings should be given all of the assistance they need from the system of each of the member states for protecting children. In other words, experts in child protection should make their knowledge and information available on how children and teenagers affected can be helped best. This is the reason why there is a continuous exchange of expertise and experience within the network such as in the form of conferences of experts and projects focusing on specific topics.

One important example of this cooperation is the project on the *Baltic Sea Region – Information Management to Prevent Trafficking* with an investigation and a survey of experts in various countries bordering the Baltic Sea. The idea was to improve the information structures on trafficking in children in European countries. This is the reason why there were regular meetings of experts that Germany is also involved in. In addition, the *Expert Group for Cooperation on Children at Risk* (EGCC) networked with a number of organisations outside of the countries bordering the Baltic Sea such as the African Tourist Organisation.

The national coordinator of the EGCC (the German Federal Information and Networking Centre on Child Abuse and Child Neglect) and experts working on the topic of trafficking in children in Germany support the expert public in Germany and the network of the Council of the Baltic Sea States supplying one another with knowledge and information.



# 5 | Tourism

## 5.1 Accelerating National and International Prosecution

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## 5.2 Codes of Conduct

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## 5.3 Education and Heightening Awareness

### 5.3.1 Trilateral Educational Campaign between Germany, Austria and Switzerland

### 5.3.2 Training Courses

## 5 Tourism

There is also sexual exploitation of girls and boys when people are on holiday or working abroad (in hotels, brothels and bars) or in producing and consuming child pornography.

This problem not only calls for taking action in the countries travelled to, but also the countries of origin.

With the Plan of Action 2011, the German Federal Government wants to set the pace in combating sexual exploitation of children in tourism on the national and international level. This calls for a broad alliance of policymaking, the private economy and civil society.

The foremost pillars of the German Federal Government's strategy for combating sexual exploitation in tourism are:

- international prosecution,
- reinforcing the self-obligation of the relevant players in the tourism industry (i.e., a code of conduct),
- education and heightening awareness among the general population.

Another essential element of Germany's human rights-based approach to development policy is putting child and youth rights into effect. This is implemented as a cross-section issue in German development policy.

### 5.1 Accelerating National and International Prosecution

Commercial sexual exploitation of children and teenagers in tourism has to be outlawed even more on a national and international scale. For this, reinforcing prosecution is crucial: on a national and international scale.<sup>29</sup>

We have to premise our work on the insight that to date only few cases of sexual exploitation committed abroad have been reported in Germany and brought to justice. The reasons for this are a lack of public awareness of the fact that sexual exploitation of under-age children is punishable, the fact that official authorities have been insufficient in prosecution and the tourism industry is still not sufficiently sensitised to this issue.

This is the reason why it is important to make it more broadly known that the sexual exploitation of children abroad is a punishable offence and that German nationals can also be prosecuted for these offences in Germany.

In general, criminal law has to include foreign crimes to an extent sufficient for effectively prosecuting travelling sexual offenders and protecting victims abroad. German criminal law is already well poised for effectively combating sexual violence and sexual exploitation

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<sup>29</sup> Also refer to Chapter 2.3.1

of children in tourism. For instance, we could point to Section 5, number 8 of the German Criminal Code. It states that German criminal law applies even to crimes against sexual self-determination committed abroad pursuant to Section 176 ff. of the German Criminal Code regardless of the law of the place where the crime was committed provided the offender is German. Corresponding specifications are planned for all member states of the European Union in accordance with the current negotiations for a Directive of the European parliament and European Council for combating sexual abuse and sexual exploitation of children and child pornography.

There is also Section 6, Number 4 of the German Criminal Code. It states that German criminal law applies even regardless of the offender's nationality if there is trading in human beings abroad for the purpose of sexual exploitation.

To set up the prevention of sexual exploitation as effectively as possible and achieve effective prosecution, each of the actions taken have to be embedded in the implementation of the second optional protocol of the United Nations Child Rights Convention with reference to selling children, child prostitution and child pornography and the European Council Convention on combating trading in human beings.<sup>30</sup>

## 5.2 Codes of Conduct

The tourism industry is responsible for doing everything it can to put a stop to the sexual exploitation of children and teenagers in its countries of destination. Substantial steps have already been taken with the backing of the German Federal Government, although it is important to continue along this path.

A noteworthy milestone is the “Code of Conduct for Protecting Children from Sexual Exploitation in Tourism” – the code of conduct.

The non-governmental organisation ECPAT (Study Group for Protecting Children against Sexual Exploitation) and the German Travel Association agreed this code of conduct in January of 2001. After the German Travel Association, the German Federal Association of the German Tourism Economy and the Competence Center Travel & Logistics of the Berlin Trade Fair also obliged themselves to implement this code of conduct.

The crucial components of this code of conduct are:

- training persons employed in the tourism industry in the countries of origin and destination,
- outlining an ethical corporate policy as a tourist operator that is unequivocally against the commercial exploitation of children and
- informing tourists and heightening awareness among them.

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<sup>30</sup> We have the intension of ratifying this convention.

To advance the implementation of the code of conduct, the German Federal Government is of the opinion that it is necessary to have a regular exchange of ideas between the tourism industry, the signatories of the code of conduct and policymaking. The German Federal Government will develop suitable forms of networking and exchanging ideas for this.

The problem of commercial sexual exploitation of children and teenagers is a foremost set of issues for development cooperation. Implementing the United Nations Child Rights Convention calls for establishing child protection measures, backing up and promoting children and teenagers, systematically reinforcing girls in projects of development cooperation and promoting non-governmental organisations in development policy. In particular, the partner countries of German development cooperation should be supported when implementing the United Nations Child Rights Convention and supplementary protocols to guarantee sustainable protection of under-age children from sexual exploitation and violence.

Since March of 2010, the German Federal Ministry for Economic Cooperation and Development has maintained a regular dialogue with the Association of Development Policy of German Non-Governmental Organisations, various sponsors of development cooperation (such as churches and political foundations) and specific non-governmental organisations. The idea behind this dialogue is to enhance the implementation of child and youth legislation and therefore improving the protection, promotion and involvement of teenagers in non-governmental development cooperation.

The Association of Development Policy of German Non-Governmental Organisations has taken some noteworthy steps in this direction. It is particularly its child protection work group that has outlined a code of conduct on the rights of children and the corresponding indicators. This has the goal of protecting children in non-governmental development cooperation and humanitarian assistance. Beyond this, they have advanced model rules of behaviour for protecting children that the members of the umbrella association are supporting for implementing the code of conduct.

### 5.3 Education and Heightening Awareness

There still too little awareness among the general public and many persons employed in the travel trade of the sexual exploitation of under-age children in tourism. A lot of people simply do not recognise the signs of this exploitation while others look the other way or do not know what they could do to prevent it.

Therefore, the goal of the German Federal Government is to heighten awareness among tourists and persons employed in the tourism industry for protecting children from sexual violence while demonstrating concrete options.

The flyer *Little Children, Great Danger* has an important role to play in keeping travellers informed. This information flyer jointly drawn up by the Police Crime Prevention office of the German state governments, the German Federal Government, the German Travel Association

and the non-governmental organisation ECPAT heightens awareness among vacationers for the issue of sexual exploitation of children especially in poorer countries. It demonstrates how serious the consequences can be for the victims and shares information on the causes, extent and potential consequences for offenders. But, most of all, it calls upon travellers to report anything suspicious to official authorities (in particular the authorities in Germany).

The *Political Tourism Report* of the German Federal Government from the 16th legislative period pays a great deal of attention to the range of issues of *Protecting Children from Sexual Exploitation*. The large number of measures indicates how important this is to tourism. This is why the report scheduled for 2012 will be dedicated to this issue.

A whole series of other reports from the German Federal Government delves into important aspects of this range of topics. We could mention the following:

- the report of the German Federal Government on actions for implementing Resolution 1325 of the Security Council (Women, Peace and Security),
- the 8th report of the German Federal Government on human rights policy in foreign relations and other areas of policymaking,
- the 13th Children and Youth Report,
- the 9th report of the German Federal Government on its human rights policy.

### 5.3.1 Trilateral Educational Campaign between Germany, Austria and Switzerland

The three countries of Germany, Austria and Switzerland came together in 2010 to proceed jointly with renewed strength against the sexual exploitation of girls and boys in tourism. The initial issues were an international, coordinated and visually harmonised campaign in the German-speaking countries.

This generated a trilateral campaign where policymaking, the travel industry and civil society jointly commit their energies. The partners here are not only the three countries' family ministry and the ministries of justice and the economy, but also non-governmental organisations and the tourist operator represented by the national travel associations. On the German side, this joint Initiative is supported by the German Federal Ministry for the Family, Senior Citizens, Women and Young People, the German Federal Ministry of Economics, the German Federal Office of Criminal Investigation, ECPAT Germany and the German Travel Association.

An essential element of this campaign is the film spot *Witnesses* that was reissued so that it can be used in many places such as in airplanes, at airports and train stations and in hotels at home and abroad. This short film heightens travellers' awareness for this topic and insists that "We can prevent the sexual abuse of children if we do not look the other way." Something new is the fact that a national address for reporting to the police is overlaid at the end of the film spot that travellers can get in contact with if they have anything to report. Beyond this, the German Federal Office of Criminal Investigation has set up the email address [stopp-missbrauch@bka.de](mailto:stopp-missbrauch@bka.de) for tourists from Germany.

### 5.3.2 Training Courses

Something that has to be done to prevent sexual exploitation of children in tourism is training and heightening awareness among persons who might be confronted with these issues in their work, be it in the foreign service, development cooperation or the tourism industry.

The non-governmental organisation ECPAT (Study Group for Protecting Children against Sexual Exploitation) teaches regular courses at its training facilities in Germany for persons starting to work in the tourism industry. The German Federal Government has funded these courses in past years and it will continue its funding as a major component of its trilateral awareness campaign.

The idea behind these courses of training is to give these persons the skills to put their energies into protecting under-age children from sexual exploitation in tourism.

The participants take training courses and use e-learning tools to prepare themselves for their work. The centre of interest is teaching the large number of trainees to assume responsibility for sexually exploited or jeopardised under-age children. That means that they have to develop the right skills and capabilities. This is why the trainers themselves are also continually educated and the training personnel receives advanced education together with the countries of Austria and Switzerland.

The work mentioned above is a component of the trinational campaign that policymakers, the travel industry and non-governmental organisations carry out in Austria, Switzerland and Germany against sexual violence in tourism. They not only put on a *Train the Trainer Workshop* in these three countries, but also e-learning in German, French and Italian.

It doesn't stop there. The German Federal Ministry for Economic Cooperation and Development promotes seminars and teaching materials on these issues that are used to heighten awareness for this range of topics among persons working in development policy non-governmental organisations.

Finally, the German Federal Government has the intention of setting up an ombuds office for the voluntary development policy service *weltwärts* that will concern itself with child protection.

# 6 | Knowledge

6.1 Research on Sexual Violence against  
Girls and Boys

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6.2 Knowledge Sharing

## 6 Knowledge

Established scientific insight is needed to have a precise comprehension of the problems involved in sexual violence against girls and boys, effectively counter it and best support the persons affected. This forms the basis of reliable strategies. Prevention and intervention can only be successful if you have a knowledge of the many and varied factors that have an impact on sexual abuse.

Therefore, the German Federal Government is initiating and promoting scientific research projects on the type, extent and context of the various forms of sexual violence and exploitation. The actions called for in the Plan of Actions 2011 have to be founded on the available knowledge of all disciplines that devote attention to the range of issues to bring about the intended impact.

Policymaking and real-life practice can rely on the foremost findings of international research that are already available. Unfortunately, it is frequently unclear to what extent these findings can be applied to Germany – for instance, due to cultural differences or different types of assistance systems.

Therefore, it is necessary to carry out our own studies in this country. They should link up to the insights gained from other countries while carefully evaluating the work done there. It is of the essence to examine the situation in Germany and what factors have an impact here because this knowledge forms the indispensable basis for a sensitive and appropriate approach to the problem and therefore for a *Culture of Not Looking Away* that is rightly demanded.

The German Federal Government has launched several research initiatives in the framework of the Round Table on the *Sexual Abuse of Children*. Furthermore, the Independent Representative for Studying Sexual Abuse of Children has arranged for a research project on how institutions deal with sexual violence against girls and boys.

In addition to these research projects, the evaluation of experience gathered and the concerns that persons affected bring to the phone contact point of the Independent Representative provide valuable information on peoples' needs. This includes what assistance is promising and necessary for coping with the violence persons affected have experienced.

However, scientific insights can only help better protect children and teenagers if they are known to the experts in policymaking and real-life practice.

This is the reason why the German Federal Government is emphasising two things in this Plan of Action to expand on the already available knowledge:

- research projects on the range of issues concerning sexual violence to under-age children and
- transferring the knowledge from research to policymaking and real-life practice wherever needed.



## 6.1 Research on Sexual Violence against Girls and Boys

The Round Table on the *Sexual Abuse of Children* convened by the German Federal Government believes that in future education and research will have a key function in protecting children and teenagers from sexual violence so that new strategies of prevention and intervention have a crucial role to play here.

Logically, the German Federal Government has undertaken a whole series of measures in this range of issues.

This includes the new extended edition of the German representative survey (one to date) that is funded by the German Federal Ministry for Education and Research and carried out by the Criminological Research Institute of Lower Saxony. This survey will make it possible to obtain extensive up-to-date knowledge on the undetected realm of various experiences of violence. In other words, the knowledge gained in this fashion on the specific risks and on the extent of various forms of violence provides a fundamental basis for an effective means of prevention and Intervention.

Beyond this, the German Federal Ministry for Education and Research is backing an interdisciplinary network of research of *Abuse, Neglect and Violence*. This comprehensive approach has put it on its agenda to develop enhanced prevention and therapy while gaining insights into the persons affected by violence, the offenders and their environment. This is the reason why the German Federal Ministry promotes research leagues on:

- the biological, psychological and psychosocial causes and consequences of violence, neglect, maltreatment and abuse in childhood and youth,
- potential intervention and therapy for persons affected or persons in jeopardy,
- the causes, prevention, diagnosis, therapy and course of sexual disorders of preference or behaviour as well as personality developments that predispose persons for committing acts of violence against children and teenagers.

These research projects will also study special age- and sex-related phenomena in connection with violence and maltreatment. The decision will be made this year as to which projects will be promoted.

The German Federal Ministry for Education and Research also provides support funds to expand on the knowledge on sexual violence against children and teenagers in pedagogical institutions. The research projects to be supported with these funds study:

- the structural conditions for sexual encroachments in educational and teaching institutions,
- the personal and interactional factors in the conflict between closeness and distance in institutional teaching contexts,
- preventative pedagogical strategies and materials,
- the factors for enhanced sexual self-determination and averting or coming to terms with stepping over sexual borders,

- the context-specific qualifications and qualification needs of pedagogical experts who work with children and teenagers,
- interdisciplinary training and advanced teaching strategies for professional groups involved in caring for under-age children.

In addition, this range of issues will be established by funding junior professor positions at colleges for sustainable academic work in this area of research.

The decisions for the selection of projects are scheduled in 2011 and funding will commence in 2012.

The research project MIKADO – Abuse of Children: Etiology, Unreported Cases and Victims funded by the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth was launched on October 1, 2010

This is where experts from medicine, psychology and criminology join forces to study issues taking in the entire range of sexual violence against children and teenagers both under the direction of the Department for Forensic Psychiatry and Psychotherapy at the University of Regensburg and in cooperation with non-governmental organisations. Here, sexual violence is consciously understood in a very broad sense including not only abuse of children, but also such things as trafficking in children and child pornography.

This research project focuses on three areas of study applying representative surveys of victims and among the general population while evaluating statistics:

- how frequently does sexual violence to under-age children occur in Germany?
- what bio/psycho/social conditions favour sexual violence?
- what forms of sexual violence occur in the context of the new media?

This study is set up for four years and it aims at providing a comprehensive description of the conditions surrounding the emergence and extent of sexual violence to under-age children in Germany. The idea is to close the gaps in our knowledge primarily with reference to digital media, offenders' strategies and sexually deviant girls and boys.

This study will also investigate the consequences of sexual violence and exploitation for victims. It envisions a survey of persons affected that will be taken in close cooperation with non-governmental organisations and expert advice centres.

These findings have the purpose of providing models for specific actions to better protect children and teenagers from sexual violence. The idea is to create a list of actions that encompasses therapeutic and social proposals and ideas for criminal police.

Furthermore, the report of the German Federal Government scheduled for autumn of 2012 on the life situations of persons with handicaps will pay special attention to the range of issues of violence and safety. It will also provide an indicator for violence involvement/victimisation.

Finally, the German Federal Government is initiating international research projects in the environment of the network *Children at Risk in the Baltic Sea Region* and is exchanging information with the countries involved on the findings of national studies.

## 6.2 Knowledge Sharing

The work done by the Round Table on the *Sexual Abuse of Children* makes it evident in many ways that there is not only a need for theoretical knowledge, but also practical solutions. It is imperative that the findings from research and science have specific benefits for children and teenagers – they have to help protect them from sexual violence and exploitation.

This is why it is particularly important to the German Federal Government that both research projects and work groups in the context of the Round Table advance convincing strategies for the future application of findings.

For example, the applications for research grants on the sponsored areas specified in 6.1 will also be evaluated with reference to their strategies for utilisation and practical relevancy.

Setting up coordinating offices can provide support to guarantee optimum alignment between the research leagues and real-life practice. Involving the players and committees needed for practical application at an early stage is a crucial requirement for findings to be transferred to real-life practice.

The *German Federal Information and Networking Centre on Child Abuse and Child Neglect* at the *German Youth Institute* has a special role to play in knowledge sharing. This Centre is promoted by the German Federal Government and it functions as a national interdisciplinary information and liaison centre for policymaking, real-life practice and the scientific community.

The *Information Centre for Child Abuse and Child Neglect* studies the protection of children and teenagers before all forms of neglect and violence. Starting in 2012, it will be placing a special accent on studying sexual violence against girls and boys.

This Centre keeps policymaking and the expert public apprised of current research findings and practical experience. Beyond this, it also raises awareness on the gaps existing in our knowledge and recent needs in the scientific community and real-life practice. Finally, it provides advice when outlining political programmes and supports the implementation of legal regulations in real-life practice.

The Information Centre for Child Abuse and Child Neglect offers expert information and publications, a calendar of events and an extensive literature database in internet ([www.dji.de/izkk](http://www.dji.de/izkk)). This includes approximately 17,000 documents of specialist German- and English-language literature on violence against children and teenagers. Finally, the Information Centre for Child Abuse and Child Neglect has a literature database that is unique anywhere in Germany. It is constantly being updated and forms the basis of a sound and qualified range of information for the world of experts.

Another point is the fact that the Information Centre for Child Abuse and Child Neglect is in the German Federal Government-state governments work group on protection of children and teenagers from sexual violence and exploitation. It will also provide major assistance and advice for the monitoring process of the Plan of Action 2011. Furthermore, the Information Centre takes on the national coordination function on the international child protection network of *Children at Risk in the Baltic Sea Region*.

Finally, one of foremost interfaces for linking research knowledge to real-life practice is the advanced training courses that the child protection centres are regularly offering for experts. They are also taught with the support of the German Federal Government.

# 7 | International Cooperation

7.1 European Union

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7.2 European Council

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7.3 Council of the Baltic Sea States

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7.4 G8 Cooperation

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7.5 United Nations

## 7 International Cooperation

Sexual violence to under-age children does not end at the borders of a country. Instead, many forms of violence and exploitation are international which means that they can only be successfully combated by joining forces.

Children and teenagers who are not protected in their home country or have already experienced abuse are particularly in jeopardy of becoming victims of sexual violence – whether in their home country or abroad. Government and non-governmental organisations for protecting children and teenagers that guide and assist victims and introduce protective measures have to closely network on an international basis.

The German Federal Government is advancing its Plan of Action to show that it stands up for raising the level of international cooperation while enforcing internationally uniform standards of protection. The German Federal Government has ratified international conventions so that it has already committed itself pursuant to international law to implementing measures for protecting children and teenagers from sexual violence in Germany while adapting any needed national legislation and cooperating across borders.

The commitment shown by the German Federal Government at world congresses against the sexual exploitation of children as well as the actions envisioned by this Plan of Action are also prominent facets of this international cooperation. The German Federal Government explains on a regular basis how it complies with its obligations for protecting under-age children in the framework of its international reporting duties.

From the point of view of the German Federal Government, it is necessary to have close international cooperation in various areas of action.

For instance, it is necessary to have close cooperation among prosecuting authorities that faithfully apply the existing rules for cooperation in real-life practice to guarantee cross-border prosecution of persons suspected of crimes.

The global dissemination of images of sexual abuse of children and teenagers in digital communication networks is another area making international cooperation absolutely necessary.

It is just as necessary to have close cooperation in research and science. That means that the exchange of knowledge on the causes of sexual violence and developing suitable actions has to be international to make best use of the available insights and experience.

This is why the German Federal Government joins forces in all of these areas of action on an international scale:

- in the European Union,
- in the European Council,
- in the Council of the Baltic Sea States,
- at the G8 Summit and
- in the United Nations.

## 7.1 European Union

In the spring of 2010, the European Commission advanced a proposal for a *Directive of the European Parliament and European Council for Combating Sexual Abuse and Sexual Exploitation of Children and Child Pornography*. This included a proposal for suspending the framework decision 2004/68/JI<sup>31</sup> that contains provisions for the following areas:

- material criminal law in the field of sexual abuse and sexual exploitation of children,
- penal sanction application law and prosecution,
- supporting victims,
- prevention, and
- combating images of child abuse in internet.

Negotiations have been completed in the meantime and the directive is anticipated to go into force in short order. German criminal law will only have to be slightly amended and otherwise German law already satisfies the requirements of the directive.

## 7.2 European Council

The German Federal Government supports the campaign launched by the European Council in November of 2010 for combating sexual violence against children. The idea behind this campaign is comprehensive implementation of the conventions of the European Council Convention for the Protection of Children against Sexual Exploitation and Sexual Abuse<sup>32</sup> (ETS 201)<sup>32</sup> along with motivating other member states to accede to them.

Germany signed this treaty as soon as it was set forth for signing in 2007 and the German Federal Ministry of Justice is presently preparing ratification.

The campaign of the European Council also wants to make a contribution to raising awareness among children, families and societies by imparting knowledge and providing instruments for preventing or displaying sexual violence towards under-age children.

The German Federal Government has made funds available to the European Council in 2011 for this campaign that are applied to:

- putting on an international conference of the delegates who are the central coordinators for the campaigns in their national parliaments,
- supporting setting up a network for contact members of parliament,
- editing a manual of topics for members of parliament,
- making statistical surveys on the situation with child protection in the member states of the European Council and
- drawing up plans of action for each country.

31 [www.europarl.europa.eu/meetdocs/2009\\_2014/documents/com/com\\_com%282010%290094\\_/com\\_com%282010%290094\\_de.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/com/com_com%282010%290094_/com_com%282010%290094_de.pdf)

32 [www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention\\_de.pdf](http://www.coe.int/t/dg3/children/tin5/Source/LanzaroteConventions/Lanzarote%20Convention_de.pdf)

A final treaty of the European Council is of significance for the range of issues of sexual exploitation of children: the Convention against Trading in Human Beings.<sup>33</sup> The German Federal Government is presently preparing the ratification of this treaty and is anticipated to be completed in the course of 2011.

### 7.3 Council of the Baltic Sea States

The German Federal Government is committing its energies to an expert group in the Council of the Baltic Sea States for protecting girls and boys from violence and commercial sexual exploitation.

This continues the cooperative relationship of the Federal Republic of Germany that has been in existence since 1998 along with continued financial support. *This Expert Group for Cooperation on Children at Risk* (EGCC) is composed of representatives of the ministries of the eleven member states of the Council of the Baltic Sea States who are responsible for children at risk.

The EGCC puts on workshops for experts to identify existing needs and outline with strategies for extending skills in each of the problem areas. Beyond this, the group of experts initiates projects that generate greater knowledge or are supposed to test methods for real-life practice. Finally, they publish information from this network at their homepage [www.childcentre.info](http://www.childcentre.info).

EGCC puts on high-level conferences to guarantee that the findings of their work has access to policymaking and legislation in the member states.

Beyond this, national coordinators (the Information Centre for Child Abuse and Child Neglect in Germany) and competence centres (the Kiel and Lübeck Child Protection Centres in Germany) support mutual linking of knowledge between the national specialist public spheres and the Children at Risk in the Baltic Sea Region network.

EGCC has constantly expanded the focal points of its issues taking the developments from past years into consideration. They include the following areas:

- protecting children from all forms of sexual violence and exploitation: this attempts to make the demand for sexual exploitation visible in order to effectively combat it,
- improving assistance for victims: experts are given advanced training to impart the capability of recognising signs of sexual violence with children at an early stage and reacting to them adequately,
- compiling best practice examples and effective assistance for victims of sexual violence: the idea is to disseminate approaches that have proved their worth to make them better known,
- protecting children from sexual violence and exploitation by using internet services: this launches the project *Risk Taking Online Behaviour Empowerment through Research and Training* (ROBERT) with German participation,

<sup>33</sup> [www.conventions.coe.int/Treaty/GER/Treaties/Html/197.htm](http://www.conventions.coe.int/Treaty/GER/Treaties/Html/197.htm)



- combating trafficking in children: in this range of issues, the project *Baltic Sea Region – Information Management to Prevent Trafficking* has demonstrated how national networks and national coordination as well as surveying and utilising data on the local and regional levels boost the possibility of identifying victims of trafficking in children as such. EGCC will continue to support building up sustainable information management structures on the national and international level in this range of issues,
- early help for protecting children from neglect and violence: the network of experts provides an overview of the strategies and successful measures for prevention and intervention in the member states.

The Federal Republic of Germany put on an international kick-off event for *Early Help – Finding Access, Creating Relations and Developing Structures* in September of 2011 when it was the president of the Council of the Baltic Sea States and simultaneously the chairperson of the EGCC from July of 2011 to June of 2012. This kick-off event was for exchanging knowledge and ideas among experts in these networks with persons who apply their practical knowledge from early assistance in the member states.

#### 7.4 G8 Cooperation

Germany also commits its efforts to protecting children and teenagers from sexual violence and exploitation on the level of the G8. When Germany was its president, a declaration was passed for *Boosting the International Struggle against Child Pornography* at the meeting of the G8 Ministers of Justice and the Interior that took place in Munich in May of 2007. This is where the Ministers of Justice and the Interior of the G8 states avowed their obligation to guarantee the implementation and effectiveness of their law in terms of combating child pornography. They also vowed to take the steps necessary to advance their legal instruments for combating child pornography. The ministers underscored the importance of an international dialogue in combating child pornography and that cooperation should be intensified inside and outside of the G8 states.

Since then, the experts from the G8 Roma/Lyon Group have launched various projects in the framework of the *Child Protection Strategy* for enhancing the prevention and prosecution of child abuse.

The varying legal foundations of the G8 states were evaluated as early as 2007 in a report that concerned itself with the G8's experience with intergovernmental jurisdiction for sexual crimes committed on children abroad with reference to criminal prosecution of sex tourism. Beyond this, they evaluated the insights gained from the struggle against international sexual exploitation of children. The idea behind this G8 project was to work out proven processes for prosecuting offenders who travel abroad and commit sexual crimes on under-age children there. They concentrated on analysing issues of legal application and pointed to potential problems in investigation such as difficulties in obtaining testimony from witnesses or other proof.

In the framework of another project, programmes of police training and advanced education in the G8 states were evaluated and compared with one another to streamline them.

In spring of 2009, there was an international, interdisciplinary and academic symposium that took place at the initiative and with the definitive support of the G8. It concerned itself with investigating the relationship of online and offline crimes against the sexual self-determination of children and preventing the sexual abuse of children. The symposium analysed various risk factors with child pornography to improve approaches to prevention. This included factors that set the stage for opportunities for committing a crime or have an impact on the probability that certain groups of children become victims. In addition, this event discussed the role played by internet and child pornography in crimes of the sexual abuse of children and its environment where there is child pornography. This symposium set a dialogue in motion and gave experts the opportunity to exchange information on previous research findings on an international basis. The United States is planning a follow-up event in 2012 when it is president of the G8 that will enlarge upon some issues and take up current topics.

Based on its declaration from 2007, the G8 Ministers of Justice and the Interior dedicated themselves to these issues once again at their meeting in Rome in May of 2009. They emphasised in their declaration *The Risk to Children Posed by Child Pornography Offenders* that the G8 had already taken important steps. They also confirmed that the global fight against all forms of child pornography requires a high level of continuous attention.

The experts in criminal law at the G8 Roma/Lyon Group also investigated the criminal aspects of child kidnapping in 2010. The report drawn up on this especially described the legal basis of prosecuting cross-border child kidnapping in the G8 states. They paid special attention to the problem of gaps in prosecution that might emerge due to a lack of international jurisdiction for prosecution. This report carefully evaluates and compiles the possibilities and practical difficulties in cross-border prosecution for persons who apply practical knowledge. The idea here is giving the individual states input for legislative measures and intensifying further cooperation in the area of justice.

Interpol set up the G8 Wanted Child Sex Offenders website in March of 2010 as another element in their Child Protection Strategy ([www.interpol.int/public/icpo/intliaison/G8WCSO/default.asp](http://www.interpol.int/public/icpo/intliaison/G8WCSO/default.asp)). It has the purpose of identifying unknown offenders, victims and crime scenes. Beyond this, it offers important information to the public sphere of all states while naming contact points that take tips about sought-after sexual offenders.

Finally, in spring of 2011, the G8 Roma/Lyon Group carried out a comprehensive investigation of the issue as to what legal and other measures the G8 states support victims of child abuse with. While the previous projects concentrated on improving prevention and prosecution, this study put protection of and support for under-age victims in the focus.

## 7.5 United Nations

The German Federal Government has ratified the following conventions of the United Nations to provide a legally binding framework for protecting girls and boys from sexual abuse and sexual exploitation:

- the United Nations Child Rights Convention,<sup>34</sup>
- the optional protocol on the Child Rights Convention with Reference to Selling Children, Child Prostitution and Child Pornography,<sup>35</sup>
- the supplementary protocol for preventing, combating and punishing trading in human beings (in particular trading in women and children) for the United Nations Convention against Transnational Organised Crime (the Palermo protocol),<sup>36</sup>
- treaty number 182 of the International Labour Organisation on *Prohibiting and Immediate Measures for Eliminating the Worst Forms of Child Labour*.<sup>37</sup>

The German Federal Government ratified the optional protocol on the *Child Rights Convention with Reference to Selling Children, Child Prostitution and Child Pornography* in 2009 and it is presently preparing its first periodical state report for implementing the protocol.

In July of 2010, the German Federal Government retracted its reservations to the United Nations Child Rights Convention. This sent an important domestic and foreign policy signal that Germany has no reservations about the application of the rights of children. This put an end to years of conflict where the German Federal Government came out in support retracting the reservations.

The German Federal Government ratified the Convention of the United Nations on the Rights of Persons with Handicaps<sup>38</sup> in 2009. The National Plan of Action of the German Federal Government for implementing the treaty on the rights of persons with handicaps<sup>39</sup> that the German Federal Cabinet resolved on June 15, 2011 identified the field of action of children and teenagers and it provides for the appropriate measures in this range of issues.

Considering the fact that girls and boys with handicaps are much more affected by sexual violence, the German Federal Government will be putting greater efforts into the rights of children and teenagers with handicaps pursuant to Article 16 of this convention (“freedom from exploitation, violence and abuse”).

The Round Table on the *Sexual Abuse of Children* concentrated on the special situation and needs of girls and boys with handicaps – for instance, when drafting special measures, adapting sex education as needed and training and advanced education for experts. Children and teenagers with handicaps are particularly endangered by the fact that the border between care and sexually motivated encroachment is overstepped “in a way unnoticed” by others. The recommendation is made to create regulations in investigative and criminal proceedings that clearly delineate how urgent it is for courts and state prosecutor offices to pay special attention to the needs of handicapped persons.

34 [www.un.org/depts/german/menschenrechte/crc\\_c15add.43.pdf](http://www.un.org/depts/german/menschenrechte/crc_c15add.43.pdf)

35 [www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll\\_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5](http://www.auswaertiges-amt.de/cae/servlet/contentblob/358142/publicationFile/3604/Fakultativprotokoll_Kinderhandel.pdf;jsessionid=AEFD97765CC489BB714945CBF191DFF5)

36 [www.un.org/Depts/german/uebereinkommen/ar55025anlage2-oebgbl.pdf](http://www.un.org/Depts/german/uebereinkommen/ar55025anlage2-oebgbl.pdf)

37 [www.ilo.org/ilolex/german/docs/gc182.htm](http://www.ilo.org/ilolex/german/docs/gc182.htm)

38 [www.auswaertiges-amt.de/cae/servlet/contentblob/360846/publicationFile/3635/Behindertenkonvention.pdf](http://www.auswaertiges-amt.de/cae/servlet/contentblob/360846/publicationFile/3635/Behindertenkonvention.pdf)

The aforementioned conventions of the United Nations set forth uniform standards for human rights that have to be transposed into national law. When the German Federal Government signed these documents, it obliged itself to undertake the measures for reaching these standards of human rights on the intergovernmental and international level. Some examples are legal reforms, cross-border cooperation, foreign prosecution and international cooperation for combating sexual violence in internet. Furthermore, this Plan of Action is a component of the obligations accepted by the German Federal Government. The specific measures and activities undertaken by the German Federal Government in each area of activity are specified in each of the chapters of this Plan of Action.

# **IV. Table of the Measures from the Plan of Action 2011**

## Introduction

The German Federal Government is active in various areas for protecting girls and boys from sexual violence and exploitation. They are closely linked to one another and build upon one another. This is the reason why it is important that the measures introduced mesh with one another closely. That means that certain things may be named twice in the following table. We have done this consciously to make sure that these areas of activity are clearly linked.

Many actions initiated by the above Plan of Action have proved their worth. These actions will be continued in the Plan of Actions 2011 wherever it makes sense from the point of view of the German Federal Government. This is of fundamental importance for the continuity of work and sustainability of the various effects.

The German Federal Government will initiate new measures in the Plan of Action 2011 wherever real-life practice, research or expert committees such as the Round Table on the *Sexual Abuse of Children* have identified greater need for action in past years. At the same time, the German Federal Government will implement obligations arising from international conventions.

Action has to be taken on various levels to protect girls and boys from sexual violence as well as possible: from local prevention and intervention through initiatives on the state government level right up to national campaigns and international cooperation. This Plan of Action reflects this while taking the varying levels of action needed into consideration.

Many actions are carried out in cooperation with the players in civil society: with associations, advice centres and other institutions for protecting children and teenagers just as with companies and their umbrella organisations. The German Federal Government is convinced that the only way to protect children and teenagers from sexual violence and exploitation is with the joint efforts of all social players.

	targets	actions	period promoted/ contact party
<b>1 Prevention</b>	protecting children actively and effectively and extensive improvements in protecting children from neglect and violence	<p>the German Federal Child Protection Act includes</p> <ul style="list-style-type: none"> <li>• early help</li> <li>• structural networking on local level</li> <li>• German Federal initiative of family midwives</li> <li>• extended certificate of character</li> <li>• qualifying the permit facts for institutions</li> <li>• continual quality development</li> </ul>	<p>planned to go into force on January 1, 2012</p> <p>German Federal initiative of family midwives 2012 bis 2015 BMFSFJ*</p>
raising awareness plus training and advanced education [1.1]	qualifying experts and volunteers in child and youth welfare offices in the (partially) stationary area	extensive advanced training throughout Germany in the form of in-house training courses (knowledge, quality development and networking)	2010-2014 BMFSFJ*
	qualifying experts from the social welfare system (focusing on child and youth welfare offices)	modularised advanced training for working with offenders keeping victims in mind. Training to improve awareness of and capability to intervene to put a stop to offenders' behaviour	2009-2012 BMFSFJ*
	giving experts advanced training and reappraising this topic in a previously neglected range of issues (especially traumatising situations, handicaps and migration background)	promoting BAG child protection centres: imparting knowledge in specialised practice with courses of advanced training, conferences and congresses	2011-2013 BMFSFJ*
	raise parents' awareness, update information material for and make available to advice centres	revising and reprinting the brochure <i>Mutig fragen – besonnen handeln</i> (Ask boldly - Act cautiously)	2011-2013 BMFSFJ*
	innovative advanced training models	e-learning as extensive advanced training method for (a) pedagogical and (b) medical professions	2011-2014 BMBF**
	providing specialised information for disseminators	the information service of the Forum of Sex Education and Family Planning of BZgA, issue 03/2010 Sexual Abuse	BMFSFJ*
provide assistance to youth travel bureaus and their persons working there	training folder for youth travel bureaus: Sex, Sex! Sex? Dealing with Sexuality and Sexual Violence at International Encounters, Child and Youth Trips, promoted by the BMFSFJ* / BZgA***	made available starting in early summer of 2011 BMFSFJ*	
Präventive Therapie [1.4]	boost primary prevention approach in working with offenders	diagnosing men with paedophile tendencies who have difficulties controlling their sexual impulse/ sexual behaviour including therapeutic training	2011-2013 German Federal Office of Justice

\* German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

\*\* German Federal Ministry of Education and Research

\*\*\* German Federal Centre for Health Education

	targets	actions	period promoted/ contact party
<b>2 Intervention</b>	protecting children actively and effectively and extensive improvements in protecting children from neglect and violence	German Federal Child Protection Act includes <ul style="list-style-type: none"> <li>• cooperation in individual cases</li> <li>• qualifying the mission to protect</li> </ul>	planned to go into force on January 1, 2012  German Federal initiative of family midwives 2012-2015 BMFSFJ*
the rights of victims [2.1]	boost dissemination of psychosocial process accompaniment in real-life practice	promoting the fourth series of advanced training as a social pedagogical process helper	2009-2010 BMJ***
	boost the rights of victims, especially victims of sexual abuse	Law to Boost the Rights of Victims of Sexual Abuse includes <ul style="list-style-type: none"> <li>• avoiding testifying multiple times</li> <li>• extending the claim to an attorney for the victim in criminal proceedings</li> <li>• regulations for extending limitation of actions</li> </ul>	draft of government on March 23, 2011  anticipated to go into force in 2012 by BMJ***
help and advice [2.2.]	low-threshold support system for persons affected	continuing an independent contact point	BMFSFJ*
	providing a national advice office finder to keep persons affected and experts posted	www.hinsehen-handeln-helfen.de online platform with national cross-section of advice centres	2011 BMFSFJ*
	systemise existing support and prepare for real-life practice	overview research on types of practical prevention in the area of sexual abuses	2010 BMBF**
	protecting children from violence as early as possible, low-threshold access to the support systems for women, social environment and experts	instituting and operating a national Violence against Women aid phone	starting on a regular basis at the end of 2012-beginning of 2013 BMFSFJ*
	enlarge online advice for advising teenagers in crisis situations and boosting the upbringing strength of families	www.bke-beratung.de virtual advice centre of the National Conference for Advice on Upbringing	on a regular basis since 2007 BMFSFJ*
prosecution [2.3]	calling in prosecuting authorities as early as possible if there is a suspicion of sexual abuse of children within institutions	guidelines for calling in the prosecuting authorities	unlimited application BMJ*** (Round Table against Sexual Abuse of Children)

\* German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

\*\* German Federal Ministry of Education and Research

\*\*\* German Federal Office of Justice



	targets	actions	period promoted/ contact party
<b>3 Communication Networks</b>	give recommendations for actions for helping children and teenagers to grow up safely with the internet	developing recommendations for actions in protection of children and teenagers in internet, risks for children and teenagers in everyday internet usage, consumer and data protection, media competence, participation and knowledge	since November 4, 2010-2013  initial findings available in autumn 2011 BMFSFJ *
protection in digital communication networks [3.1]	low-threshold advice for initially getting in contact and mediating help centres	providing the Number When You're in Trouble as free extensive phone and email advice for children, teenagers and parents including German Helpline in the Safer Internet DE association	2011-2013 BMFSFJ*
	create safe surfing space for children	Network for Children promotes homepages suited to children  <i>www.surfen-ohne-risiko.net:</i>  <i>Blinde Kuh</i> search engine for children	since 2007, since 2011 annually extending the support of the BMFSFJ*  11/2009 to end of 12/2011 BMFSFJ*  2010-2013 BMFSFJ*
media competence and minimising risks [3.2]	competent use of digital media for learning	media qualification for 30,000 teachers  <i>BIBER</i> – network for early children education	2008-2012 BMBF**  2007-2012 BMBF**
	give parents orientation for using media and media education and raising awareness among the public for children and the media	online portal <i>www.schau-hin.info</i> partner initiative TAKE A LOOK! What Your Children are Doing	since 2003, continued every year by the BMFSFJ*
	boost media competence of children and teenagers	German multimedia prize MB 21 – medial worlds of images	since 2003, continued every year by the BMFSFJ*
	give parents, teachers, children and teenagers comprehensive information	information brochures: <i>Geflimmer im Zimmer</i> , computer brochure, A Network for Children, no-risk mobile phone and no-risk chatting	continuously BMFSFJ*
combating images of child abuse [3.4]	delete images of child abuse in internet (especially in the WWW)	boosting cooperation between police authorities (in particular the German Federal Bureau of Criminal Investigation), national complaint centres and international players (Interpol and complaint centre network INHOPE)	unlimited application BMI****/BMJ****

\* German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

\*\* German Federal Ministry of Education and Research

\*\*\* German Federal Office of Justice

\*\*\*\* German Federal Ministry of the Interior

	targets	actions	period promoted/ contact party
<b>4 Trafficking in Children for the Purpose of Sexual Exploitation</b>			
supporting victims [4.3]	boost international cooperation	joint work group meeting of the Council of Baltic Sea States Task Force against Trafficking in Human Beings (CBSS TF-THB) with EGCC on trafficking in humans and children when Germany was the president of the Council of the Baltic Sea States	BMFSFJ*
	coming up with new approaches to improve protection for children and teenagers	research on sexual violence on children and teenagers (refer to Point 6: Knowledge)	10/2010-09/2014 BMFSFJ*
	implementing the European Council Convention for Combating Trading in Human Beings	passing the treaty and implementing measures for supporting children victims	BMFSFJ*

	targets	actions	period promoted/ contact party
<b>5 Tourism</b>			
codes of conduct [5.2]	associations and companies in tourism signing the code of conduct	continually promoting the code of conduct; providing assistance when launching certain educational measures	on a regular basis BMWi**, BMFSFJ*
education and heightening awareness [5.3]	educating and heightening awareness among persons responsible in tourism and travellers at home and abroad for protecting children from sexual exploitation in tourism	trilateral campaign (Germany-Austria-Switzerland) for protecting children from sexual exploitation in tourism with the video clip entitled Witness and a police address for reporting suspicions including appropriate training and continued awareness measures in each country	on a regular basis BMWi**, BMFSFJ*
		promoting training courses and educational work carried out by ECPAT	2010-2011 BMFSFJ*

\* German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

\*\* German Federal Ministry of Economics and Technology

	targets	actions	period promoted/ contact party
<b>6 Knowledge</b>	protecting children actively and effectively and extensive improvements in protecting children from neglect and violence	German Federal Child Protection Act including extending the statistical database	planned to go into force January 1, 2012  German Federal initiative of family midwives 2012-2015 BMFSFJ*
research on sexual violence against girls and boys [6.1]	building up and expanding on established knowledge	undetected realm research (KFN)  network of research on abuse, neglect and violence  promoting research projects and instituting junior professors in educational research	10/2010-09/2013 BMBF**  2012-2014 BMBF**  2012-2014/2017 BMBF**
	developing new approaches to be able to better protect children and teenagers from sexual violence	studying prevalence and forms sexual violence in the digital media	10/2010-09/2014 BMFSFJ*
knowledge sharing [6.2]	providing information on research findings and real-life practice and supporting the German Federal Government with advice by means of an information, advisory and networking office for policymaking, experts and the scientific community	scientific support for the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth in advancing the Plan of Action 2011 and monitoring process  providing a literature database and writing the <i>IzKK News</i>	2011-2013 BMFSFJ*

\* German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

\*\* German Federal Ministry of Education and Research

	targets	actions	period promoted/ contact party
<b>7 International Cooperation</b>			
European Union [7.1]	implementing the directive of the European Parliament and European Council for combating sexual abuse, sexual exploitation of children and child pornography	this directive will only require minor legislative activities	two years after the directive went into force BMJ**
European Council [7.2]	heightening awareness and educating	supporting the campaign of the European Council for combating sexual violence against children	February 16, 2011- December 31, 2011 German Foreign Office
	ratifying the treaties of the European Council Convention for the Protection of Children against Sexual Exploitation and Sexual Abuse.	treaty being prepared	closely linked to implementing the aforementioned directive BMJ**
Council of the Baltic Sea States [7.3]	cooperation for cross-border protection in the Baltic Sea and boosting the Expert Group for Cooperation on Children at Risk (EGCC)	pro-rata financing of the secretary's office of the Children Department at the Council of the Baltic Sea States  taking over the chair at the EGCC in July of 2011 for 1 year  setting up international cooperation in Early Help	2011-2013 BMFSFJ*

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**Editor:**

German Federal Ministry  
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Post-Office Box 48 10 09  
Rostock, Germany 18132  
phone: +49+18 05+778-0 90\*  
fax: +49+18 05+778-0 94\*  
Gesture phone: [gebaerdentelefon@sip.bundesregierung.de](mailto:gebaerdentelefon@sip.bundesregierung.de)  
Email: [publikationen@bundesregierung.de](mailto:publikationen@bundesregierung.de)  
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Please use our service phone  
for other questions: +49+18 01+9 07-0 50\*\*  
fax: +49+30 18+5 55-44 00  
9–6 on Monday-Thursday  
Email: [info@bmfsfjservice.bund.de](mailto:info@bmfsfjservice.bund.de)

Uniform number of the official authorities: 115\*\*\*  
Access to 115 gesture phone: [115@gebaerdentelefon.d115.de](mailto:115@gebaerdentelefon.d115.de)

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