

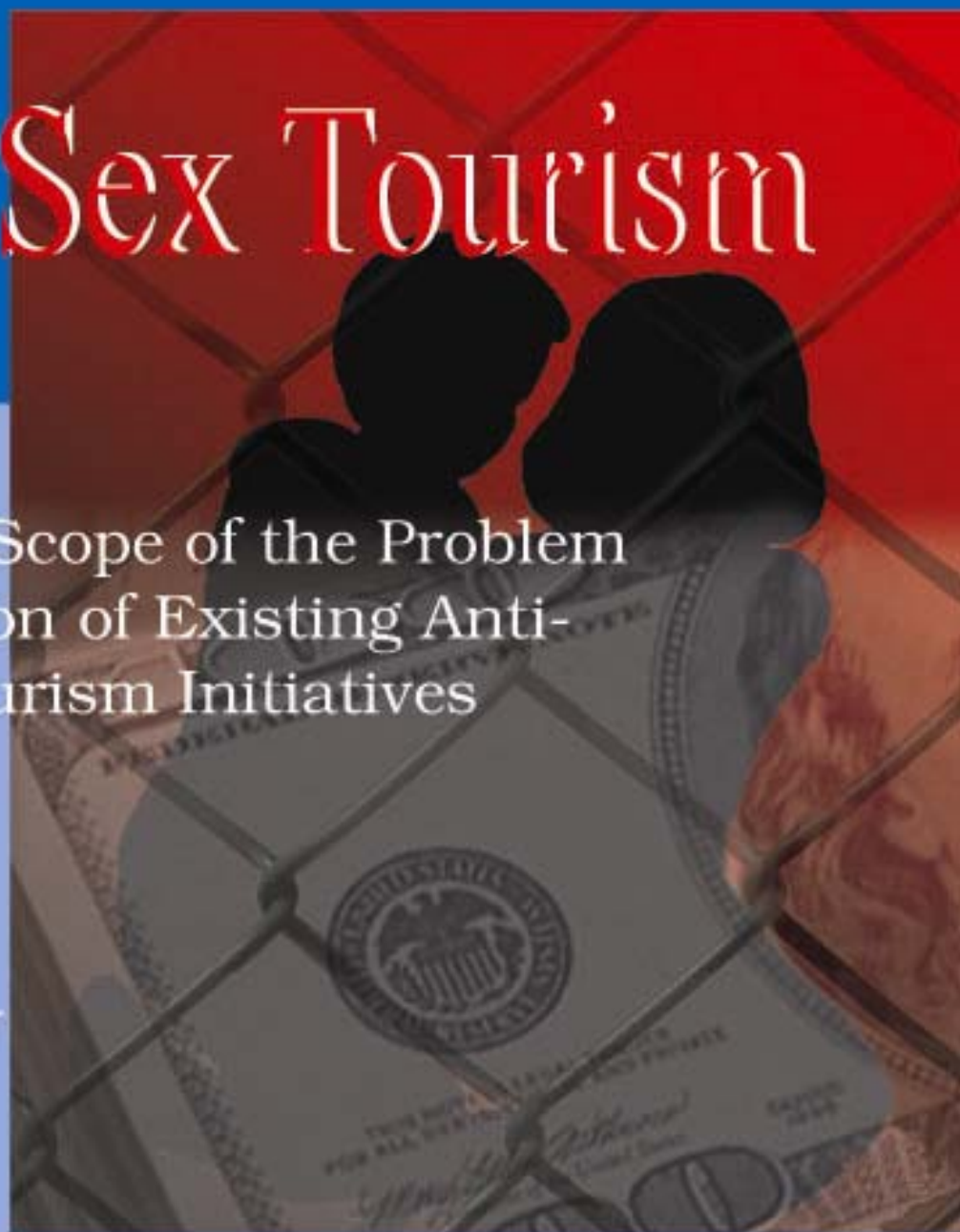


COSECAM

Child Sex Tourism

Study of the Scope of the Problem
and Evaluation of Existing Anti-
Child Sex Tourism Initiatives

Reported by
Caroline Putman-Cramer
2005



A collaboration between The Protection Project at Johns Hopkins University
and
COSECAM (NGO Coalition to Address Sexual Exploitation of Children in Cambodia)

CONTENTS

SECTION TITLE	PAGE
EXECUTIVE SUMMARY	1
INTRODUCTION	2
METHODOLOGY	3
FINDINGS	4
1. TOURISM IN CAMBODIA	4
1.1 Why Cambodia as CST destination?	5
2. CHILD SEX TOURISM IN CAMBODIA	5
2.1 Nationalities	6
2.2 Destinations	8
3. CONTACT BETWEEN CHILDREN AND CHILD SEX OFFENDERS	10
3.1 Taxi and motodup drivers	10
3.2 Hotel/GH staff	12
3.3 Tour guides and tour operators	13
3.4 Other	13
4. THE LINK BETWEEN CHILD SEX TOURISM AND CHILD TRAFFICKING	14
5. IMPACT OF THE CODE OF CONDUCT FOR THE PROTECTION OF CHILDREN FROM SEXUAL EXPLOITATION IN TRAVEL AND TOURISM	15
6. LEGISLATIVE FRAMEWORK PERTAINING TO CHILD SEX TOURISM AND RELATED ACTIVITIES	15
7. LAW ENFORCEMENT AND PROSECUTIONS AGAINST SEX TOURISTS	18
7.1 US cases in particular	22
8. INITIATIVES TO COMBAT CHILD SEX TOURISM	24
8.1 The Royal Government of Cambodia	24
8.2 NGOs and International Organisations	27
8.3 The private sector	30
8.3.1 Hotels	30
8.3.2 Travel agencies	31
9. CONCLUSIONS	31
10. RECOMMENDATIONS	33
10.1 Royal Government of Cambodia	33
10.2 NGOs and International Organisations	33
10.3 The private sector	33
REFERENCES	35
APPENDIX A: Table of Interviewees: Study on Child Sex Tourism	35
APPENDIX B: Situation Analysis of Paedophilia in Siem Reap based on Perceptions of Key Persons	40

EXECUTIVE SUMMARY

With the increasing number of travellers arriving in South East Asia, and Cambodia in particular, comes both economic and developmental benefits in addition to the potential for harm to the country's people, environment and cultural heritage. Tourism ranges among Cambodia's principal sources of income, along with agriculture and the garment industry. Indeed, it is natural for the government to pursue and promote tourism to Cambodia; however, care must be taken to strive for a tourism that is both responsible and sustainable. Unfortunately, a minority of visitors arriving in Cambodia each year – still a considerable number of individuals – will engage in sexual activities with minors, whether or not they left their home intending to do so.

Taking note of the most common nationalities of child sex offenders and the typical destinations for child sex tourism, a number of points of interest arise. Five provinces stand out for such abuse to take place: Banteay Mancheay, Battambang, Kampong Som, Phnom Penh and Siem Reap. In this study the focus is on Phnom Penh, Siem Reap and Kampong Som partly because these destinations attract the most tourists and partly because the incidence of child sex tourism appears to be even more prevalent in these locations. With respect to nationalities, the most typical child sex offender is Cambodian; even Cambodians may be considered tourists in their own country when they travel to another province. Then it is the Asian, regional tourists who appear most often involved in child sex tourism. Caucasian visitors actually comprise a minority of child sex tourists; in spite of this, efforts to combat child sex tourism focus on abuse committed by Westerners who at the same time are also grabbing the media's attention. The reason behind this is likely because Western governments are taking action to arrest and prosecute their nationals committing sexual abuse towards children overseas, therefore Western perpetrators are immediately more visible. In addition, foreigners can easily leave the country where the abuse occurred and avoid prosecution. It may also be that many anti-child sex tourism campaigns in Cambodia receive funding from these same governments. Moreover, comparing East versus West, the former are more discreet in acquiring their prey, whereas the latter do so publicly and often with the assistance of an intermediary. In addition to the fact that Caucasian men are simply more noticeable in an Asian city, the result is that they are more often caught.

Offenders do not perceive the risk of being caught a real or threatening one. Few are caught and many of those who are have the opportunity of offering some money in order to secure their release. Both the law enforcement and judicial system in Cambodia have the reputation of being weak and porous. However, this might be changing, both as a reality and as a perception. Corruption still persists, and there are many more obstacles standing in the way of combating child sex tourism. Despite this, there have been substantial improvements in terms of action taken by the government. The government has been active in the fight against child sex tourism; it now works together with non-governmental organisations (NGOs) and international organisations (IOs), it cooperates with foreign embassies and attempts to involve the private sector even more into the collaboration to prevent child sex tourism.

Prosecutions for sexual misconduct on minors and sentences meted out both in Cambodia and in offenders' home countries are encouraging in that they are sending the message to potential perpetrators that they are no longer safe to commit such heinous crimes without expecting just punishment, whether these acts are committed at home or abroad. Yet, improvements continue to be needed and there remain lessons to be learned. However, the current route being followed is heading in the right direction. Although the government and

the NGO sector are doing a great deal to combat the child sex tourism issue, more needs to be done and efforts need to be better coordinated. Demand is often neglected, although it is what drives the supply; there needs to be more focus on those who actually engage in sexual activities with minors. Moreover, there needs to be more involvement on the part of the private sector in combating child sex tourism. Individuals in the private sector must take on a more active role in this fight rather than pretend that nothing is amiss.

INTRODUCTION

The Royal Government of Cambodia (RGC) recently ratified the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children 2000 (UN Protocol) supplementing the UN Convention against Transnational Organised Crime. The UN Protocol outlines seven forms of trafficking which are as follows: trafficking for the exploitation of the prostitution of others, for other forms of sexual exploitation, for forced labour or services, for slavery or practices resembling slavery, for placing somebody in a position of servitude and for the removal of organs from human beings (Article 3). Although not specifically mentioned, child sex tourism could be included within 'other forms of sexual exploitation'. The Trafficking Victims Protection Act 2000 (TVPA) outlines a list of activities for its Interagency Task Force to Monitor and Combat Trafficking. One such duty is to inspect the role of the international sex tourism industry in trafficking and sexual exploitation of persons, particularly women and children¹.

Trafficking in persons is not a new phenomenon, although there are constantly new trafficking routes and trends emerging. In this paper, child sex tourism (CST) is considered a component of trafficking, falling within the remit of 'trafficking for other forms of sexual exploitation'. Thailand and Philippines are amongst the principal Asian destinations for international sex tourists; approximately 300,000 Japanese nationals embark on sex tours of the Philippines each year². These are thought of as 'old' destinations nowadays, the 'new' ones including places such as Costa Rica, Guatemala, Northern Russia, South-South-eastern Europe, Cameroon, Kenya, Cambodia, and Bali³.

The majority of trafficking into, from and within Cambodia – a country of origin, transit and destination for the trafficking of women and children – takes place for the purpose of sexual exploitation⁴. Women and children typically move from their home towns in remote, rural areas such as Prey Veng or Takeo (or urban slums) to more urban cities, for instance, Phnom Penh, Siem Reap and Sihanouk ville as well as border areas including Poipet and Battambang⁵. As these cities attract a greater number of tourists and become more developed, there will be an increased perception of opportunity in such locations. As a result more people will make their way there with the hope of finding more profitable employment. The effect of

¹ Article 105 (d) (5).

² Dr. Mohamed Mattar, Co-Director, The Protection Project, *Comparative Analysis of the Elements of Anti-Trafficking Legislation in the Asia-Pacific Region: What Countries in the Region Have to do to Comply with the 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, The Human Rights Challenge of Globalisation in Asia-Pacific – US: The Trafficking in Persons, Especially Women and Children, Honolulu, Hawaii; November 13-15, 2002.

³ Presentation by Luc Ferran, Program Officer for combating CST, ECPAT International, BKK given at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

⁴ 2005 Human Rights Report on Trafficking in Persons, Especially Women and Children – Cambodia; www.theprotectionproject.org

⁵ International Labour Organisation (ILO) Regional Office for Asia and the Pacific and International Programme on the Elimination of Child Labour (IPEC), *Where We Work* – Cambodia; <http://www.ilo.org/public/english/region/asro/bangkok/child/trafficking/wherewework-cambodiadetails.htm> (updated June 2005).

this is that more children and young women will find themselves in a vulnerable position, searching for a way to earn money to provide for their family.

The purpose of this study is to discover the extent to which child sex tourism exists in the Kingdom of Cambodia but also to discern whether it is a problem of increasing intensity. The research concentrates on the three most common tourist destinations and aims to uncover the most typical nationalities of 'sex tourists' engaging in sexual activities with minors in Cambodia. A section of this paper will focus on US sex tourists in particular so as to evaluate the extent to which Americans are involved in the sex industry in Cambodia, in addition to discussing the efforts of the US government to combat CST. This report also intends to review the legislative framework and law enforcement actions in Cambodia regarding CST. Following that, this paper will examine initiatives taken by the Royal Government of Cambodia, the NGOs and the private sector to combat CST. The paper will conclude with recommendations for further efforts to prevent CST in Cambodia.

METHODOLOGY

This study constitutes one of several components of a much larger study undertaken by The Protection Project⁶ on child sex tourism. The global study will cover approximately five countries in each of three regions: South East Asia, Africa and Central America. The Protection Project commissioned COSECAM (NGO Coalition to Address Sexual Exploitation of Children in Cambodia) to examine the situation of child sex tourism in Cambodia. The research for this report was mostly of a qualitative nature including innovative approaches. Initially, the researcher reviewed pertinent documents, from relevant legislation to previous research carried out on the subject. The following stage consisted of interviews with key informants of relevant government ministries, non-governmental organisations (NGOs) and other international organisations (IOs) addressing child sex tourism. These interviews were semi-structured in order to allow respondents to speak freely, at length, in a sort of narrative with as few interruptions as possible. The researchers shared the same ideas as to what information was sought from each interviewee, therefore questioning was carried out by all of them to varying degrees. While this research was being conducted, the Ministry of Tourism (MoT), World Vision Cambodia (WV-C) and ECPAT (End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes) facilitated a National Conference on Child Safe Tourism. Fortunately the researchers were able to attend a session during which presentations were given by government officials as well as NGOs addressing the issue.

The next phase comprised the field study. Although this research aims to examine the extent of the problem of child sex tourism in Cambodia, the results obtained do not presume to represent the situation in the whole country. The researchers were only able to cover Phnom Penh, Siem Reap and Sihanouk ville due to time constraints, the greatest portion of time being focused on Phnom Penh; a mere five working days were set aside for Siem Reap and Sihanouk ville. Nevertheless, the researchers were able to gain some insight on the situation in each of these locations. In Siem Reap, interviews were arranged with informants from a hotel association, a number of hotels of varying standard, guest houses, travel companies, and with motorbike taxi (motodup) drivers, the Chief of the Tourist Police Unit as well as a government official from the Department of Tourism. In Sihanoukville, the

⁶ The Protection Project is a human rights research institute that was founded in 1994 and is based at the Johns Hopkins University School of Advanced International Studies (SAIS) in Washington, DC.

researchers spoke to key persons at hotels of differing standards, guest houses, travel companies (although most tour operators appeared to be bus companies arranging travel and excursions), a Department of Tourism official and the Chief of the Tourist Police. Unfortunately, the researchers were unable to meet with anybody from the provincial Department of Anti-Human Trafficking and Juvenile Protection (DAHT) units in Siem Reap or Sihanouk ville due to insufficient time in each town and the demanding schedules of the officials.

In Phnom Penh, the researchers approached and questioned hotel staff in establishments that range from a guest house to a four-star hotel. A number of travel companies were also visited (although the researchers were turned away once, on account of the manager being unavailable at the time and not having a contact number which we could use to arrange an appointment at a later stage). The Tourist Police were unable to provide us with much information, unfortunately, as it appears that authority or responsibility over cases involving foreign sex tourists has recently been shifted to the Tourist Department. A letter requesting a meeting with the relevant person was sent to the Tourist Department, without yielding any success.

The principal constraint in gathering data for this study was obtaining raw data, or official statistics. A government official based in Phnom Penh who was initially cooperative later on did not supply the promised statistical information. The researchers followed up with several interviewees who had assured they would send further data; a response came from some, but actual facts eventually transpired from only a few people. The difficulty in getting hold of raw data makes it harder to present reliable figures on the actual extent of child sex tourism.

FINDINGS

1. TOURISM IN CAMBODIA

Tourism is steadily rising in Cambodia. In the year 2000, 466,365 visitors arrived in Cambodia; this figure rose to 786,524 in 2002. In 2004, the number of tourists arriving in Cambodia – 1, 055,202 – was a 50.53% increase on the previous year. Figures for 2005 had already exceeded one million as at December 2005, and this was only including January until September; the estimated total for 2005 is 1.3 million tourists⁷. If tourism rates continue to rise this way, the Ministry of Tourism predicted that 3,120,000 tourists will visit Cambodia in the year 2010⁸. Cambodia has so much to offer in terms of culture, nature and history and at present it remains still relatively new – as a destination on the map. Compared to neighbouring Thailand, Cambodia remains undiscovered, mysterious, exotic and inexpensive. These characteristics appeal to many tourists, including those who might engage in sexual activities with minors. While the ever growing number of tourists will benefit both the economy and development of Cambodia, tourism may equally have a harmful impact. With the increase in tourism, there will most likely be an increase in sex tourists, unless law enforcement becomes stricter, in which case sex tourists will look for a new destination. Tourist arrivals will indeed continue to rise, what with the re-opening of the airport in

⁷ Interview with Mr. Hor Sarun, Deputy Director General of Admin. & Finance and Head of CSTC-MOT Secretariat, Ministry of Tourism; 06 December 2005.

⁸ Presentation of Mr. Hor Sarun, Deputy Director General of Admin. & Finance and Head of CSTC-MOT Secretariat, Ministry of Tourism at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005.

Sihanouk ville planned for this year and chartered boats that have already begun bringing visitors over from Malaysia. There are also plans to organise a festival including music, sports and culture that would attract even more tourists.

1.1 Why is Cambodia a Child Sex Tourist destination?

Twenty two travel agents and tour operators participating in a study conducted by World Vision Cambodia in collaboration with the Ministry of Tourism and the Cambodian National Children's Council estimated that 21.7% visitors travelled to Cambodia for the purpose of sex tourism (32.5% for cultural tourism, 25% for business and 20.8% for official visits)⁹. There are various reasons that might explain the apparent increase of sex tourism in Cambodia. On the one hand, the tourism industry is quickly expanding in South East Asia and Cambodia in particular. Low budget airlines that have existed for some time now in Europe are starting to emerge in Asia, allowing more people to travel¹⁰. Cambodia may be considered a 'new' destination for sex tourism: it is still relatively undiscovered and as such has the image of being mysterious and exotic while remaining cheaper than neighbouring Thailand¹¹. Moreover, the Thai government is said to be cracking down on sex tourism, compelling sex offenders to find a new destination. And as Cambodia appears to be well-known for its lax law enforcement, paedophiles and opportunistic sex tourists alike have come to explore the scene. Another factor that must be taken into account is the desperate position so many families find themselves in, resulting from extreme poverty. Many children are compelled to find income to support their family and often end up in the sex industry. Alternatively, they may be sent to work in the streets as shoe-shiners, selling books or souvenirs, or as beggars, placing them in a vulnerable position. And the culture in South East Asia being one where elders are highly respected, children are brought up to do what adults tell them to. It follows that when foreigners ask something of them, they are unlikely to refuse¹².

2. CHILD SEX TOURISM IN CAMBODIA

According to ECPAT International, Child Sex Tourism (CST) may be defined as "the commercial sexual exploitation of children by men or women who travel from one place to another, usually from a richer country to one that is less developed, and there engage in sexual acts with children, defined as anyone aged under 18."¹³ CST need not be restricted to instances where people move across borders; somebody travelling to a holiday destination or to another city or village within the same country could still be considered a 'tourist' for these purposes. Because the focus of this paper is on child sex tourism, there will be no detailed assessment of the situation of young adult women (aged 18 or over) who may be equally vulnerable to the whims of tourists in Cambodia. In this paper, 'child' and 'minor' are used interchangeably to indicate all persons aged 18 or under.

Situations of CST can vary; different perpetrators may display various preferences, but many follow a similar pattern to seek out children for the purpose of having sex. Sex tourists come from diverse backgrounds and from all around the world. Some people travel to

⁹ Nuon Rithy Niron, Yit Viriya and Laurence Gray for World Vision Cambodia with the cooperation of the Ministry of Tourism and the Cambodian National Council for Children (CNCC), *Children's Work, Adult's Play; Child Sex Tourism – The Problem in Cambodia*, September 2001, World Vision International; p.36.

¹⁰ Presentation by Luc Ferran, Program Officer for combating CST, ECPAT International, Bangkok at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

¹¹ Interview with Mr. Christian Guth, Law Enforcement Advisor, LEASEC Project, Ministry of Interior; 05 December 2005.

¹² Interview with Béatrice Magnier, Country Director, Action pour les Enfants (APLE); 05 December 2005.

¹³ CSEC Definitions: Commercial Sexual Exploitation of Children (CSEC) at <http://www.ecpat.net/eng/CSEC/definitions/csec.htm>

Cambodia with the sole intent to engage in sexual activities with a minor, some are merely here for business and others merely take the opportunity to have sex with minors when it presents itself. However, the majority of sex tourists do not necessarily travel to Cambodia intending to engage in sexual activities with underage children. A considerable number of tourists while on holidays far from home are tempted by the availability of young children ready to accompany them back to their hotel or guesthouse for a small fee. This opportunistic behaviour is amplified because they know that the likelihood of being caught is slight and in any event, law enforcement is weak. This category may be considered as 'opportunistic' sex tourists: they do not leave home intending to have sex with a child, but when the opportunity comes along, they take it. There seems to be some connection between adult and child prostitution. Many 'opportunistic' offenders begin by seeking adult sex workers and then because it is so cheap and accessible, they eventually engage in sexual activities with a minor. Some persons do not care how old a prostitute is or simply believe the age a child gives them (even though it may not be convincing).

One may differentiate between 'opportunistic' sex tourists and paedophiles. Paedophiles share a number of features which have been widely recognised as characteristics typical among these men (or women). These include a sexual preference for young children, refined tactics for luring their victims and sexual fantasies about children¹⁴. Another trait observed amongst paedophiles is that they typically photograph their child victims naked, in indecent poses, and sometimes together with themselves. These may be for personal use, sale or distribution among paedophile networks or for a number of other purposes. Paedophiles tend to be adult males who seek to engage in sexual activities with young boys or girls, typically aged 12 or younger. Some perpetrators are single, some are married; some claim to love their child victims in their own way. Others, in the context of 'grooming', "believe that going abroad to sexually abuse a child is acceptable and that they are actually helping poor people support their families."¹⁵

These sex offenders may be tourists (first-time or regular) or foreign residents. Some offenders living in Bangkok regularly visit Cambodia; they know who to talk to, where to go, they arrange for girls to be brought to them and they leave the country before anyone has the opportunity to suspect them. The average age of offenders who have been arrested is 45 years old. A recent arrest made in December 2005 resulting from an APLE investigation involved a 26 year old Australian national who had been living in Phnom Penh over the last few months. Six children aged between 11 and 14 testified to having been abused by the man, and a seventh had witnessed the abuse. The Australian confessed to having committed acts of debauchery¹⁶.

2.1 Nationalities

Comparing 2004 and 2005, the countries of origin of regular tourists arriving in Cambodia differed very little. In fact, the three most frequent nationals coming to Cambodia were the same for both years. South Korea was the most frequent country from which people travelled to Cambodia, then Japan, and the third most common nationality of visitors to

¹⁴ Grillot, Caroline for Action pour les Enfants (APLE), "*Street Paedophilia*" in *Cambodia – A Survey on Phnom Penh's suspects and victims*, sponsored by the British Embassy in Cambodia, September 2005 quoting from *Understanding and Investigating Child Sexual Exploitation*, Law Enforcement Against Sexual Exploitation of Children Project, Ministry of Interior, General Direction of National Police, Kingdom of Cambodia, Phnom Penh, 2000.

¹⁵ Grillot, Caroline for Action pour les Enfants (APLE), "*Street Paedophilia*" in *Cambodia – A Survey on Phnom Penh's suspects and victims*, sponsored by the British Embassy in Cambodia, September 2005; p. 12.

¹⁶ APLE Press Release, Phnom Penh; December 14, 2005.

Cambodia was American. France and the United Kingdom (UK) were fourth and fifth respectively in 2004 whereas in 2005 the UK exceeded France¹⁷.

There is no direct link between a tourist's origin and his or her willingness to engage in sexual acts with young children. Sex tourists originate from Cambodia, other parts of Asia, and Western nations. Documented countries of origin of child sex offenders in Cambodia include Australia, Belgium, Canada, China, France, Germany, Korea, Japan, the Netherlands, New Zealand, Switzerland, the UK and the US. Nationals of these countries travelled to Cambodia and engaged in sexual activities with minors. Since APLE (Action pour les Enfants) was set up, the French NGO has assisted in investigations that have led to the arrest of 23 suspected sex tourists. Among these, six suspects originated from the USA; there were four French citizens, four Dutch nationals, two Australians, two Austrians, one Belgian, one Canadian, one New Zealander and two suspects from the UK.

However, foreign nationals might actually comprise a small percentage of sex offenders in Cambodia. Calls made to the hotline set up by the Ministry of Interior typically report many local suspects¹⁸. This may not reflect the real situation as several interviewees complained that the hotline was not accessible to English-speakers. (The researcher called the hotline number: twice, nobody picked up and the third time somebody answered but hung up when asked to speak to an English-speaking person.) Despite the fact that the majority of demand comes from Khmers, and the foreigners most involved in sex tourism appear to be Korean, Japanese and Chinese nationals, it is Western sex tourists who receive the most media attention¹⁹.

The police commonly obtain information from NGOs that will enable them to carry out an arrest. For investigation purposes, Westerners stand out from the crowd so it is easier to detect suspicious behaviour on their part. In addition, Westerners tend not to be organised and slightly naïve, resulting in a higher likelihood of them being discovered. The more organised sex offenders are not caught, and perhaps do not remain in the country long enough for this reason²⁰. According to World Vision Cambodia, which has been working on sex tourism for quite some time, known sex offenders originate from China (including Taiwan and Singapore) Japan, France, Australia and the US.

Different nationalities utilise different recruitment methods. Chinese offenders include both tourists and residents; they do not all opt for young girls but some of them seek out virgins (for supposed rejuvenation) ranging from 12-16 years old. They do not approach children in public, instead they arrange for a child to be brought to their hotel or residence. Sex offenders of Asian origin generally tend to use the phone to procure girls or young women, whereas Westerners are more likely to go out and make direct contact with the children (some applying the 'grooming' technique for instance). Persons involved in street paedophilia are typically Western men who target underage boys, whereas Chinese and Japanese nationals rather tend to go to brothels where young girls are more predominantly found than on the streets.

¹⁷ Comparing 'Top 10 Market Arrivals to Cambodia from Jan-Dec 2004' and 'Top 10 Market Arrivals to Cambodia from Jan-Sept 2005' obtained from the Ministry of Tourism (MoT).

¹⁸ Interview with Béatrice Magnier, Country Director, Action pour les Enfants (APLE); 05 December 2005.

¹⁹ Grillot, Caroline for Action pour les Enfants (APLE), *"Street Paedophilia" in Cambodia – A Survey on Phnom Penh's suspects and victims*, sponsored by the British Embassy in Cambodia, September 2005. See also United States Embassy Stockholm, *World Congress Against the Commercial Sexual Exploitation of Children, Feature 3: Cambodia*, August 27-31, 1996.

²⁰ Interview with Mr. Christian Guth, Law Enforcement Advisor, LEASEC Project, Ministry of Interior; 05 December 2005.

2.2 Destinations

Sex tourism occurs in various Cambodian cities, such as the capital Phnom Penh, the tourist destinations Siem Reap and Sihanouk ville, as well as in the border provinces Battambang and Banteay Mancheay. Sex tourism appears most prevalent in Phnom Penh, Siem Reap and Sihanouk ville, which are the three principal destinations tourists travel to while visiting Cambodia. According to the Ministry of Tourism, sex tourism also takes place in the eastern part of the country which attracts eco-tourism²¹. However, this study only examined the three most popular tourist destinations, which will be the focus of the discussion below including discrepancies between the incidence of sex tourism in each location.

In each city, there are specific areas or neighbourhoods where sex tourists may be found. For instance, they will be in or around brothels or other entertainment clubs such as karaoke bars, beer gardens or massage parlours. Alternatively, they may frequent the typical 'tourist' areas, such as the river front in Phnom Penh, along Sisowath Quay, as a result of which street children begging or selling souvenirs will also be found there in large numbers. Michael Clark – a US citizen convicted for sexual misconduct with minors – wandered along the riverside looking for victims; he tempted children with food, money and candy in addition to offering to teach them English²². In Siem Reap, children selling mementos or books tend to linger round the Angkor Wat temples or near places tourists go to eat and drink. Apparently in Siem Reap, specific areas are set aside for Japanese and other Asian tourists, including hotels which are anything but 'child-safe'²³. In Sihanouk ville, the beach is popular both for regular tourists and sex offenders. Children there sell fruits or bracelets, or collect cans, and they are very much at risk of abuse. Tourists are said to buy from these children out of pity, including some who will also offer money or food. The result is that they bring the child with them back to their hotel; after having received gifts or money, the child feels that (s)he cannot refuse a tourist's request to follow him. Sex offenders have also been said to pick up children who loiter by the market in the town centre. As Sihanouk ville is relatively rural, it is considerably easy for people to take a child to a quiet, isolated area unnoticed²⁴.

Recruitment methods vary depending on whether the targeted child is a boy or girl. Sex tourists meet their victims in a public tourist place or in an entertainment club, but most often if it is a girl they take her back to their hotel or guesthouse – or residence, if they are living in Cambodia. Bars in Phnom Penh where girls are plentiful include Martini's, Walkabout (open 24 hours) and Sharky's. According to an employee working at a guesthouse in Phnom Penh, guests normally bring adult sex workers, aged about 20 years old, back to their room. Hotel employees perceive this as rather normal behaviour where it concerns girls but not for boys. Once, a guest attempted to take a young shoe-polish child up to his room; both the guest and the little boy were asked to leave.

Siem Reap has forever been a popular destination for people travelling to Cambodia owing to the grand temples of Angkor Wat. Recently, however, it has also become known as a location for sex tourism; massage parlours, night clubs, karaoke bars and the like have been

²¹ Presentation by Mr. Hor Sarun, Deputy Director General of Admin. & Finance and Head of CSTC-MOT Secretariat, Ministry of Tourism at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

²² Minutes of Presentation by Gary Phillips, US Immigration & Customs Service at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005.

²³ Interview with Ms. Marie Bizet-Pechoux, ChildSafe Coordinator, Friends International; 14 December 2005.

²⁴ Presentation by Béatrice Magnier, Country Director, Action pour les Enfants (APLE) at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

established²⁵. In Siem Reap, sex offenders are not necessarily tourists but also comprise foreign residents who either teach English or run a business. A few foreign residents have in fact been arrested for engaging in sexual activities with children who they had brought home – these are people who are there long-term, not visitors who stay a mere two or three days. Short-term tourists looking for sex tend to go directly to a brothel or perhaps to a nightclub or karaoke bar. Several informants from travel companies said that sex offenders typically travel alone rather than as part of a tour group, because in the latter they have both a timetable and a guide. Children appear to have become familiar with the special requests of various visitors, so now a child might smile in a certain way to a passer-by to let him know that sexual services are on offer. Some children who sell souvenirs may also offer sex; they are not old enough to work in a brothel so they venture out to try and find customers on their own.

Sihanouk ville is a beach resort tourist destination, although the number of foreigners living there is increasing²⁶. These foreigners might come for a few months, or a year, and among them are child abusers. They know where the children linger, so finding them is very simple. Often, one man will repeatedly abuse the same child for a period of time. It is common for a perpetrator to pay \$2-5 for the night, although children rarely stay with them the whole night. If they do they will earn more; a child from a M'lop Tapang centre received \$10 for an entire night²⁷. Sometimes children receive gifts along with, or instead of, money – but there is almost always some money exchanged. There are a number of factors making it easier for perpetrators to remain undiscovered and more difficult for those working to prevent child abuse. First, there are very few NGOs operating in Sihanouk ville. Since the aid organisations there lead the monitoring of child abuse cases (rather than the police), their small number allows for gaps in the monitoring to develop. Secondly, as offenders are often long-term residents, fewer incidents occur within hotels and guesthouses but instead in private homes, which make investigations more complicated. For investigators to linger around private homes is more difficult because it is conspicuous and fewer excuses can be made for being there. Finally, Sihanouk ville is a small community where everybody knows everyone else, making it difficult for investigators to remain anonymous²⁸. A great number of offenders get involved in an occupation that bring them closer to children, and allow them to build up a relationship of trust with them. A number of children claim to have been abused by a Dutch national who set up a school in Sihanouk ville; the case is still under investigation. Alternatively, offenders might build a relationship with a child and his or her family, and offer to fund the child's education.

As far as tourists are concerned, those looking for sex in Sihanouk ville are more likely to stay in one of the smaller, cheaper guesthouses. Serendipity and Ochhoeuteal beaches appear to be popular with those seeking sex services. Girls working at some of the bars in the area are employed as waitresses or cleaners. They are offered what is a lot of money for them – an opportunity for them to provide for their family – for their bodies as well as their discretion. According to a tour operator employee, many business owners in the area either tell their guests where to find (underage) girls, or provide them with girls. According to one of the local travel agents, there is a place named B Bar, located in the outskirts of Sihanouk ville,

²⁵ Nuon Rithy Niron, Yit Viriya and Laurence Gray for World Vision Cambodia with the cooperation of the MoT and the Cambodian National Council for Children (CNCC), *Children's Work, Adult's Play; Child Sex Tourism – The Problem in Cambodia*, September 2001, World Vision International; p.18.

²⁶ Presentation by Béatrice Magnier, Country Director, Action pour les Enfants (APLE) at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

²⁷ Interview with Maggie Eno, Project Coordinator, M'lop Tapang; 20 January 2006.

²⁸ Presentation by Béatrice Magnier, Country Director, Action pour les Enfants (APLE) at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

which is rumoured to offer girls aged 14-16 years old; customers are a mixture of tourists and young Khmer men.

There seems to be a general idea among child sex facilitators regarding the age at which a girl can be offered. In a study conducted to assess the situation of paedophilia in Sihanouk ville in June 2005, two Western researchers posing as paedophiles visited a well-known brothel near the port and noticed a few young girls estimated at 10-14 years old who were offered to them for the purpose of having sex with them. When they asked for a younger girl, they were presented with a girl of 11-12 years old. When they asked a motodup for an even younger girl, the driver refused to assist them and drove off²⁹.

3. CONTACT BETWEEN CHILDREN AND CHILD SEX TOURISTS

Some sex tourists will approach children directly – by offering them food or money that will persuade them to follow the man to his hotel, GH or other quiet place – while other perpetrators will use an intermediary. Several sex offenders apply the ‘grooming’ technique, a procedure during which a paedophile takes time to build a relationship of confidence with a child so that eventually the child will have sex with him more easily. Because the whole process takes a certain amount of time, it is a tactic employed mostly by foreign residents, rather than tourists. The offender will start by becoming acquainted with the child and perhaps the child’s family as well. Employment in the child sector (such as teaching or social work) is common among such persons as it makes the initial phase easier and quicker. Subsequently, the perpetrator will attempt to determine what the child (and family) need, and provide it for them. The man might offer gifts to the family, sponsor the child’s education or even provide them with a place to live. Eventually the family becomes dependent on this man. When the relationship between man and child is stable enough, the perpetrator will begin the seduction phase. When the man abuses the child, the family is unlikely to denounce him – even if they are aware of the abuse – because they need him and feel indebted towards him for all he has done. For instance, a young girl in Battambang was abused from the age of eight till twelve; her family knew of the on-going abuse but did nothing to stop it or report it³⁰.

Intermediaries or facilitators are persons who bring together sex offenders and vulnerable children. They include taxi and mototaxi drivers, tour guides, travel company employees, hotel/guesthouse staff, brothel owners, as well as children themselves. Foreigners (both residents and tourists) may also act as intermediaries for future visitors by telling their friends about their sexual experiences and how to go about finding sex services – either via email or once they return to their home country.

3.1 Taxi and mototaxi drivers

Based on documentary research and interviews with various people working in different sectors, taxi and mototaxi drivers appear to be the persons most frequently acting as intermediaries between potential offenders and vulnerable children³¹. A tourist might

²⁹ von Gyer, Judith for NGO Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM) with the cooperation of Village Focus International (VFI), *Situation Analysis of Paedophilia in Sihanouk ville – Study of Perceived Demand for Child Sex in Sihanouk ville*, June 2005; p.20.

³⁰ Interview with Béatrice Magnier, Country Director, Action pour les Enfants (APLE); 05 December 2005.

³¹ Grillot, Caroline for Action pour les Enfants (APLE), *“Street Paedophilia” in Cambodia – A Survey on Phnom Penh’s suspects and victims*, sponsored by the British Embassy in Cambodia, September 2005; Lisa Smith, *Suffer the Children*, Weekend Standard, June 18-19, 2005 at <http://www.thestandard.com.hk/stdn/std/Weekend/GF18Jp03.html>; interviews with Sunway Hotel, Apsara Tours Co. Ltd. (Phnom

approach a taxi driver and request to be brought to a “maison de passe” (a brothel containing prostitutes above and below 18 years old of both Khmer and Chinese origin), which the driver is likely to do for a little extra money (according to a Phnom Penh travel agent). Foreigners may request that a taxi driver find an under-aged prostitute for sex; the driver will look for a child, bring her to the tourist and sell her time. However, most often, tourists will ask mototaxi drivers to bring them to a place where they can find sex services without specifying a preferred age of girls (one mototaxi driver in Sihanouk ville estimated that 30% of his customers made such a request). He usually brings customers to New Village, a popular brothel area in Sihanouk ville. But there are also customers who ask for young girls in particular; the driver interviewed was unable to estimate the girls’ age but said they appeared small and young. Another mototaxi driver questioned in Sihanouk ville said he asks customers whether they are interested in finding a girl for sex; about one in ten people respond positively, so he takes them to a brothel. He has also brought girls – aged 15 to 17 years old – to a visitor’s guesthouse upon request (an estimated one or two persons out of ten). A mototaxi driver from Siem Reap said customers typically asked him to find them a girl for the night; he then looks for a girl who offers sexual services and brings her to the customer’s hotel or guesthouse. Another driver said visitors only ask for the location where sex services can be found; actual contact with individual girls or young women is made by the customer himself. Yet another driver from Siem Reap revealed that men inquired after adult male prostitutes – no children – and he has even been offered between \$50-100 to sleep with customers (which was refused). He also brings customers to brothels, Hollywood being a popular place, where he asks the brothel owner to charge extra for a sex worker so that he gets the surplus in commission.

There is no guarantee that a mototaxi driver will receive extra payment for bringing somebody to a brothel, although it is more often the case than not. Normally, if a man chooses a girl from the brothel that the mototaxi brought him to, the driver will get commission from the brothel. This may not be the case with the more popular brothels, however. According to a mototaxi driver from Sihanouk ville, he receives a commission of \$1-2 from brothels. In order to obtain commission, yet another mototaxi driver explained that he tells the customer to pay the sex worker \$12, although she only charges \$10, so that he may keep the two extra dollars. Indeed, the customer will usually pay \$1-2 to the mototaxi driver. There seems to be a higher commission in Siem Reap for the services of a facilitator. According to a mototaxi driver there, a girl will receive \$20 for a whole night; both the girl and the customer will give the driver about \$2. A mototaxi driver in Phnom Penh said it was very rare to receive a commission for bringing people to brothels – if he did, he received one dollar – but he had never brought a child to a client’s hotel or guesthouse. Another mototaxi driver in Phnom Penh has been asked by hotel receptionists a number of times to bring a sex worker to the hotel, for which he typically receives one dollar from the hotel upon arrival. When taxi drivers bring a girl to a hotel or guesthouse, they will normally wait there until she has finished serving her customer. Then the driver charges her for the transport as well as the opportunity; for instance if she received \$20, he will take at least five dollars.

It must be recognized that not all mototaxi drivers are involved in facilitating sex tourism. For instance in Phnom Penh, of the seven mototaxi drivers who were approached, only three acknowledged being a facilitator and answered the researcher’s questions. Of the four others, two claimed that they never had foreign passengers, one said he knew nothing about child sex tourism and the fourth was afraid to answer any questions for fear it would

Penh and Siem Reap), Hanuman Tourism Voyages, Sokun Travel and Tours LTD, Angkor Tourist Guide Association (ATGA) and the Department of Tourism in Siem Reap and Sihanouk ville.

cause him trouble. A travel company employee in Siem Reap explained that some mototaxi drivers will take customers to brothels but they will not bring them to a place that offers underage girls for sex, because they are afraid of being caught and sent to prison. A study published last year referred to a new regulation forbidding mototaxi drivers from transporting a Western man and Cambodian child together on their motorbikes³². Although such a regulation would appear difficult to enforce, it demonstrates the will on behalf of local authorities to fight child sex tourism.

3.2 Hotel/guesthouse staff

The role of intermediary played by hotel or guesthouse employees might involve a front desk employee arranging for a girl to visit a guest in his hotel room. Alternatively, owners of an establishment might simply turn a blind eye to what is happening in front of them because they are afraid of losing customers. The majority of hotel and guesthouse staff questioned stated that their guests regularly brought adult sex workers back to their rooms. Children were less often reported to have been brought back with guests. Several hotel and guesthouse employees believe that guests are aware it is illegal to engage in sexual activities with children (from the posters and films on the main roads and in the airports). Visitors will normally ask hotel staff where they can find sex services, but rarely inquire specifically about child sex. The female employees spoken to had never been asked about sex services, purportedly because they are women. Some staff members said that guests would not ask directly about sex services but would ask for a woman who could give a ‘massage’ or provide ‘entertainment’. A man working for a travel company in Siem Reap used to work as a hotel receptionist; from his experience customers often requested sex and it is something that is requested in all hotels. Another travel agent employee explained that hotel staff on the night shift are known to facilitate the procurement of girls for clients – especially for a small tip.

There were a few reports of guests who tried – and succeeded – to bring young girls back to their hotel room. According to the practice of a mid-range hotel in Phnom Penh, for instance, staff members have allowed visitors to bring in young girls to their room, not knowing whether or not they are underage. The employee questioned estimated that the age of the girls being brought to guests’ rooms must have ranged anywhere from 16 to 22 years old. If a man enters with a girl who is evidently underage, the employees do not want to do anything as it may have a negative effect on their business and tourism in general. Guests often ask at the front desk where the bars with the girls are (without specifying an age though). If a guest requests a massage in his room, the staff will arrange for a girl or young woman to go to the client’s room and provide sex as well, if it is wanted. Apparently, hotel employees commonly arrange this sort of thing.

However, a number of hotel employees are aware of the proper action to take if they witness suspicious behaviour: report the incident to the police by calling the hotline number. Although that may not happen as often as one would hope, there are a few instances of hotel staff explaining Cambodian laws to guests who request sex. An employee from a mid-range hotel in Siem Reap who was interviewed, told the researchers that tourists have brought minors back to their hotel room, although he is not sure of the exact age of the girls. Not wanting to upset their guests, hotel staff members do not always prevent this from happening.

³² Grillot, Caroline for Action pour les Enfants (APLE), “*Street Paedophilia*” in Cambodia – A Survey on Phnom Penh’s suspects and victims, sponsored by the British Embassy in Cambodia, September 2005; p. 32. The information has not yet been confirmed, however.

3.3 Tour guides and tour operators

Tourists travelling in a group tend to rely on their guide for important facts as well as local tips. Visitors taking a trip as part of a tour group almost inevitably ask their guide where to go for sex services. There seemed to be a recurring response from travel companies to questions on this issue: if the client needs something, any kind of information, the tour guides are there to help, so they must assist with all of clients' queries. "Customer is King" was cited on more than one occasion to explain that travel agents will help their clients in any way they can. One man working for a travel company told the researchers that if a visitor has a question that the tour guide is unable to answer, this will have a negative impact on their business. They inform clients where the brothels or girls are, but at the same time they will warn them about relevant laws and rules in Cambodia. The respondents who acknowledged that tour guides have a role in facilitating access to sex for visitors were unable to specify the age of the sex workers who tourists were put in contact with. Even if they do not provide direct access to minors, they are still encouraging the sexual exploitation of children, or at the least putting Cambodian children at a higher risk than they otherwise would be. A human rights worker in Phnom Penh told the researchers that he knew of two tourist agencies acting as intermediaries between girls and tourists; he either did not know or did not wish to reveal their names. He also stated that with the increased use of the internet, facilitation had become simpler, possibly resulting in a greater incidence of CST.

One travel agent claimed that if a tour guide becomes involved in CST, his services will no longer be utilised; the same applies for partners including hotels and guesthouses they send visitors to. A hotel employee in Sihanouk ville told the researchers that his friend brings tourists from Phnom Penh down to Sihanouk ville; they ask for young women, according to the tour guide, but not minors. He asserted that visitors understand the law both at home and in Cambodia, and they are aware that child sex is a crime. Another respondent who works for a tour operator held a similar view: he said that people inquire about sex services, but they are afraid to ask about underage girls because they know it is illegal. When they ask about sex services, this man shows them the brothel areas on the map as he is too busy to take them himself.

3.4 Other

The principal facilitators are undoubtedly the taxi and mototaxi drivers, hotel/guesthouse owners and tour guides. However, these are not the only individuals acting as intermediaries between vulnerable children and sex tourists; trends are constantly evolving, even in the sphere of sex tourism. Children who have been exploited might persuade younger counterparts to enter the sex industry so that they can become their pimps for a living. These pimps are known as 'bong thom' or 'big brother'; they typically range from 15 to 17 years of age and offer children (aged 10 or more) from their gang to a child sex offender for a price. Children are more and more aware of what child sex tourists want, and what brings in good money quickly; consequently, they have started approaching tourists proposing sex. Some individuals already exploiting children who work on the streets as sellers or shoe-shiners will coerce them into prostitution, in order to make more money off them. Brothel owners may also act as a go-between linking visitors and girls; a tourist contacts a brothel owner who then provides a girl for the visitor. In addition, foreign residents might inform friends or other potential child sex offenders in Cambodia or back home that obtaining sex services in Cambodia is available, cheap and easy. An emerging means of coming into contact with young and vulnerable children is becoming visible; foreigners are increasingly venturing

outside the tourist areas of cities and heading into smaller, rural villages. There, they know they will find children and families who are even more poor and desperate. This is most worrisome because it will spread the areas affected by child sex tourism and will likely encourage more children to migrate to city streets where many tourists are found.

4. THE LINK BETWEEN CHILD SEX TOURISM AND CHILD TRAFFICKING

One of the aspects of this study entailed gaining some insight into whether there exists a link between child sex tourism and child trafficking. This paper does not attempt to determine the extent of this connection but merely to address the matter briefly in relation to child sex tourism. It is very difficult to obtain accurate figures on the number of individuals in the sex industry; moreover, estimates are proposed without an explanation as to how or where they were obtained. Research was conducted on the sexual exploitation of children in tourism which found that the number of prostitutes in Cambodia ranges from 40,000 to 100,000 (30-35% of which UNICEF estimates are children)³³. In 1997, the National Assembly conducted a comprehensive survey on the number of sex workers in Cambodia and found there were approximately 23,000 girls and young women working in brothels. The research did not include girls in karaoke bars, or beer promotion girls (indirect sex workers), however³⁴. Professor Steinfatt carried out a study aiming to determine the number of trafficked persons in Cambodia in 2002. The research considered women who were sexually trafficked (excluding those who were trafficked for other purposes) to Cambodia, Cambodia being their final destination; women trafficked from Cambodia to another country were not included in the study. The 'best estimate' for the total number of sex workers in Cambodia was found to be 20,829 and 2,488 women were likely to have been trafficked to Cambodia for sexual purposes³⁵.

According to data received from the Department of Health, there are approximately 1,000 indirect and direct sex workers in Sihanouk ville³⁶. Victims of child sexual abuse are principally street children from the town itself and surrounding villages (children travel to the coastal town in hope of finding work). Cambodian women are regularly trafficked to Thailand and Malaysia, quite often for the purpose of working in the tourist industry, more specifically to provide sexual services for tourists. Moreover, while Vietnamese women and children were once trafficked into Cambodia in large numbers, it appears that fewer are crossing over the border nowadays. Trafficking into Cambodia still takes place, although girls and young women also come to Cambodia for what they perceive as an opportunity to earn money and a more lenient government. Trafficking persists, but at the same time it does not necessarily target tourists, from which it could be deduced that child sex tourism does not affect the incidence of trafficking into Cambodia. However, as tourism continues to rise in the most popular tourist destinations that are Phnom Penh, Siem Reap and Sihanouk ville, victims of trafficking will increasingly be directed there. Individuals will travel from rural provinces such as Pursat, Prey Veng or Kompong Thom to Phnom Penh, Siem Reap and Sihanouk ville, likely in search of employment opportunities. Child sex tourism may be considered a component of trafficking under 'other forms of sexual exploitation'. Looking at the elements in Article 3 of the UN Trafficking Protocol, it can be said that children are 'recruited' either

³³ World Tourism Organisation, *15th Meeting of the Task Force to Protect Children from Sexual Exploitation in Tourism*, Treva D. Braun, Director, The Future Group; November 8, 2004.

³⁴ Interview with Mrs. Chan Haran Vaddey, Secretary General, Cambodian National Council for Children (CNCC); 06 February 2006.

³⁵ Professor Steinfatt, Thomas M., Baker, Simon and Beesey, Allan, *Measuring the Number of Trafficked Women in Cambodia: 2002; Part I of a Series*, sponsored by The Office to Combat and Monitor Trafficking, US State Department; November 2002; p. 15.

³⁶ Interview with Mr. Kleang Rim, National Project Coordinator, ILO-IPEC TICW; 05 December 2005.

directly, applying such techniques as ‘grooming’ or via intermediaries. Abduction may not necessarily be part of the process, although children are undoubtedly deceived with various promises made by the perpetrator to persuade them to accompany him. The individual offering gifts of food or money is definitely in a position of power and using the child’s vulnerability to achieve his objective. And there is always the exchange of some money, food or other gift for the services provided by the child. Consequently, it may be said that the two phenomena are inextricably linked.

5. IMPACT OF THE CODE OF CONDUCT FOR THE PROTECTION OF CHILDREN FROM SEXUAL EXPLOITATION IN TRAVEL AND TOURISM

The Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism (the Code) is the result of a joint effort between the World Tourism Organisation (WTO), ECPAT Sweden and Nordic tour operators. It consists of six guidelines for activities aimed at combating the commercial sexual exploitation of children in the tourism industry³⁷. The Ministry of Tourism (MoT) is a member of the WTO and as such the Code applies in Cambodia. The majority of employees working for hotels and travel companies that were interviewed were not aware of the Code. The few who had heard of it worked for the larger travel agents in Phnom Penh; one staff member also knew that his company was not a signatory of the Code. Travel agents in Siem Reap and Sihanouk ville had mostly not heard of the Code. The same applied concerning hotel staff in the three locations (including the Cambodian Hotel Association (CHA) employee interviewed in Siem Reap). It is evident that the Code has had little impact in Cambodia until now, if individuals working in the tourism industry are not aware of it. It would seem to suggest that an even smaller proportion of the general public (which includes suppliers, travellers, etc.) is conscious that such a Code exists.

The researchers spoke to a man in the NGO sector in Phnom Penh who is very passionate about his work and seemed to think that targeting hotels and travel companies would lead nowhere because of marketing. His argument is that sex sells; a pretty young woman in a bikini appeals to potential customers whereas a woman old enough to be a grandmother in a one-piece swim suit will not sell quite as well. However, it remains that all sectors concerned must be made aware and must join the struggle to eliminate child sex tourism. Every segment has a role to play, and that includes the private sector. The Cambodian government could perhaps attempt to raise awareness among the general public regarding the Code.

6. LEGISLATIVE FRAMEWORK PERTAINING TO CHILD SEX TOURISM AND RELATED ACTIVITIES

The United Nations (UN) Convention on the Rights of the Child (CRC) 1989, which Cambodia has ratified, defines a child in article 1: a child is every human being who has not yet attained eighteen years of age. There is no provision under Cambodian law that offers a definition of the child, nor the age at which children become adults. There are currently two draft trafficking laws being reviewed, one was prepared by the Ministry of Justice (MoJ) and the other one has been put together by AFESIP (Agir Pour les Femmes en Situation Précaire)

³⁷ Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism: Background and Implementation Examples extracted from www.thecode.org

a French NGO; the preparation of the second draft is sponsored by the British Embassy. At present, the applicable law is the 1996 Law on Suppression of the Kidnapping, Trafficking, and Exploitation of Human Beings (the 1996 law). Article 3 defines trafficking, article 4 describes a pimp and article 8 outlines the offence of debauchery; the law consists of ten articles in total. The debauchery provision describes the offence of a person engaging in sexual activities with a child who is less than 15 years of age. Under this article, if the victim is less than 15 years old, the accused may be sentenced from ten to twenty years in prison. Cambodian law sets the legal age of consent to sexual intercourse at 15 years old, meaning that any child younger than 15 is deemed incapable of consent to any sexual activities, i.e. consent is irrelevant.

The Provisions relating to the Judiciary and Criminal Law and Procedure Applicable in Cambodia during the Transitional Period 1992 (UNTAC law) also contains a number of relevant articles, including articles 33 and 42 which address rape and indecent assault respectively. The Law on the Aggravating Circumstances 2002 provides for harsher penalties as regards rape (article 5)³⁸. Under the Constitution of Cambodia 1993, prostitution is not a crime, although the exploitation of prostitution is prohibited: article 46. In Cambodia, prostitutes do not commit a crime, nor do their customers; however the pimp or anybody facilitating prostitution will be liable for punishment. Owning a place where prostitution is permitted to take place, or making a profit from prostitution constitute offences under the 1996 law (articles 4 and 7).

At present, there is no legal definition of child sex tourism, nor is there a specific offence pertaining to foreign nationals or tourists engaging in illicit activities on Cambodian territory. Child sex tourism is nonetheless an infringement on the Cambodian Constitution and national legislation. The law as it is today also lacks a definition of child prostitution and child pornography. In the government's draft trafficking law, child prostitution will apply to all children who have not yet reached the age of 18. However, for the moment, if someone engages in sexual activities with a 16 or 17 year old, the debauchery provision will not apply. The suspect could be charged with rape; however, the sentencing powers of a judge for that offence are restricted to a maximum of 15 years' imprisonment under the Law on the Aggravating Circumstances. Moreover, consent then becomes relevant.

There is hence a pressing need for new legislation that will fill the gaps in the current law. The nature of child sex tourism requires a legal response to be put in place that enables governments to punish sex offenders when they are travelling outside their own country. At the moment, a new tourism law is being drafted by the Cambodian government that will address the protection of children in the tourism context. It is still being reviewed, however and has yet to be adopted.

Both draft trafficking laws are significant improvements on the current legislative situation. The government's draft contains definitions of a minor (Article 5), human trafficking (Article 11), child prostitution (Article 29), and sexual intercourse with minors under fifteen (Article 43). The latter may be compared to the existing debauchery provision. Although debauchery is not defined in the 1996 law, there is nothing that limits the offence to actual sexual intercourse with a minor under fifteen; it could also include indecent conduct such as touching or caressing a child's genitalia. The corresponding offences in the draft law

³⁸ Under Article 5, the punishment for rape is ten to fifteen years' imprisonment rather than five to ten years as provided by the UNTAC law. Where aggravating circumstances exist, the punishment is increased to fifteen to twenty years (Article 5(2)) compared to ten to fifteen years in prison under Article 33(2) of the UNTAC law.

carry lighter sentences: 5-10 years' imprisonment for sexual intercourse with a child under 15, and only 1-3 years in prison with a possibility of a fine for indecent acts against minors under fifteen (Article 44), compared to the 1996 law which provides for a sentence of 10-20 years in jail if an individual is found guilty of debauchery. An important development in the draft law is the inclusion of the extraterritoriality principle. This means that the law would apply to offences committed within the Kingdom of Cambodia in addition to crimes committed abroad by a Cambodian national: Articles 2 and 3. So any Khmer who perpetrates a crime outside his own country would still fall within the remit of Cambodian law.

The AFESIP draft contains numerous definitions including the meaning of a child, child pornography, child prostitution, child sexual exploitation, grooming, pimping/procuring, the sale of children, and trafficking in persons to name a few (Definitions section). All offences in this draft law are to be considered extraditable offences according to Article 3. There is a section dedicated to victims of the offences described therein, including the provision of after care, repatriation of foreign victims and the need for awareness raising about preventive measures to avoid further victimisation. Section 9 provides for the setting up of a register of sex offenders; all those convicted of murder, rape, and abuse as detailed in the draft shall be listed on a register for the length of time deemed appropriate by the judge, corresponding to the seriousness of the crime (Article 47). If such an offender returns to Cambodia, entry into the country would either be refused, or close monitoring would ensue until the individual left the territory (Article 51). Section 10 addresses child abuse within the tourism sector. The government is recommended to act with all relevant industries to educate them about the incidence of sex tourism and to warn the general public but also those who come in direct contact with tourists that sex with a child is a crime (Article 54). Article 56 makes it mandatory for all persons or tour operators organising travel within Cambodia to prominently display this law and the penalties that follow for those who commit any of the offences herein, in their brochures. Article 58 forbids tourists receiving child visitors in hotels or guesthouses without the child's parents present. If this should nevertheless take place, both the tourist and the hotel would be liable for a fine.

In recent years, the Royal Government of Cambodia has approved various circulars and sub-decrees in addition to establishing a number of commissions related to the protection of children in the tourism context. The Prime Minister approved a government decree in 2001, the purpose of which was to shut down karaoke bars and nightclubs to protect women and children employed in these establishments. This directive does not appear to have achieved its goal, unfortunately, as it was not strictly enforced. Amongst the circulars that have been adopted, the Ministry of Tourism Circular on Management of Travel Agency Business No.03 srNn imposes on travel agents the responsibility to inform staff and tourists alike of the laws and regulations regarding drug trafficking and sexual exploitation, prohibits the sexual exploitation of children and demands the immediate reporting of any incidents affecting social order or security³⁹. Similar circulars have been adopted targeting various other businesses and establishments such as tour guides, tourism resorts, restaurants, nightclubs and discotheques, karaoke bars, massage services, hotels and guest houses to name a few. The Ministry of Tourism Circular on Management of Travel Agencies/ Tour Companies, Hotels and Guesthouses, No. 12 srNn forbids these establishments from allowing persons less than 18 years old from entering the premises unless accompanied by family members (article 7). The next step is ensuring that these directives are enforced by hotel and guesthouse owners. The draft tourism law of Cambodia addresses this issue in more detail in articles 44 and 45.

³⁹ Articles 5, 9 and 10.

The Cambodian government has also signed a number of international and regional agreements promoting responsible tourism and aiming to protect children in travel and tourism. The government is a signatory of the ASEAN⁴⁰ Tourism Agreement (ATA) 2002, which was signed by the heads of state of ten ASEAN nations. In article 5(6), state parties undertake to adopt rigorous measures to avoid tourism-related abuse and exploitation of individuals, especially women and children. The ASEAN Traveller's Code (ATC) 2005 was developed in accordance with Article 5 ATA. ATC comprises six guidelines, targeting Asian travellers from ten ASEAN countries, which aim to ensure that tourism flourishes without damaging local environments, cultures, or peoples.

More and more countries worldwide are adopting extraterritorial (ET) laws in order to prosecute their citizens for child sexual exploitation committed outside their country's borders. It allows a person to be arrested and prosecuted in their home country for a crime perpetrated abroad, which is essential in cases of child sex tourism and exploitation of children. At the moment over 30 countries have such ET laws, including Canada, Denmark, France, Germany, Italy, Japan, the Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, Taiwan, Thailand, the UK and the US. ET laws are very difficult and complex to implement, unfortunately; they have to function in both countries (the offender's country of origin as well as the country where the offence was perpetrated) to be effective. Once evidence has been gathered where the crime took place, it then needs to be sent to the offender's home country, after which the relevant authority will decide whether or not the evidence is admissible in court. Moreover, certain countries apply the double criminality principle: to prosecute a suspect in his home country, he must have been charged with an act that is a crime in his country of origin as well as in the country where the act was carried out. If an offender is extradited to Sweden for the prosecution of a crime committed in Cambodia, for instance, the Swedish judge cannot punish the accused with a higher sentence than that which a Cambodian judge would be permitted to mete out in a Cambodian court. Such laws would be too complex to implement in Cambodia at present; the situation in Cambodia first and foremost requires focus on the development of its national laws.

The US and Cambodian governments collaborate in cases of child sex tourism and sexual exploitation, as will be described in more detail below. Numerous sex offenders of American citizenship have been extradited to the US for prosecution for sexual abuse against children committed in Cambodia.

7. LAW ENFORCEMENT AND PROSECUTIONS AGAINST SEX TOURISTS

Offenders who are suspected of having sexually abused a minor are typically charged with debauchery, which carries a maximum sentence of 20 years' imprisonment, or rape, the maximum jail term being 15 years (or 20 years, where certain aggravating elements exist)⁴¹. Arrests in Cambodia have been made in hotels, guesthouses and private residences. The most recent arrest made at the time of writing was that of US national Michael John Koklich on the 17th February 2006. The suspected paedophile "admitted to having sex with underage girls, but downplayed the gravity of the offence."⁴² The detainee was not charged immediately due to the large number of allegations against him. On Tuesday the 21st February, the Phnom Penh

⁴⁰ Association of Southeast Asian Nations

⁴¹ Article 8, Law on Suppression of the Kidnapping, Trafficking, and Exploitation of Human Beings 1996 and Article 5, Law on the Aggravating Circumstances respectively.

⁴² The Cambodia Daily, "Alleged Pedophile Questioned, But Not Charged", Tuesday February 21st, 2006; p. 16.

Municipal Court charged the US national with debauchery for sexual activities with two minors (in addition to injuring a police officer and falsifying his passport)⁴³.

Where the offender is a foreign national, the police of that country must obtain permission from the Cambodian Ministry of Interior (MoI) in order to come to Cambodia and assist with the investigation. Regarding prosecutions, it is preferred that they take place in Cambodia, where the crime was perpetrated against a child victim who is most often a Cambodian national. However, in Cambodia there is no certainty that a child sex offender will be convicted, no matter how much evidence is presented against him. Sometimes a suspect is released after being arrested following the exchange of money; unfortunately, most foreigners can afford to bribe a law enforcement officer. On the other hand, if Cambodia transfers its knowledge to the embassy of the offender's nationality, such as the US embassy, one can be assured that evidence will be collected, the perpetrator will be prosecuted, and if convicted he will receive a harsh punishment. Some offenders have been charged, released and continue to live in Cambodia, while everybody knows what they have done. Although beyond the remit of this paper, it is worth noting here that in the past there has been a considerable amount of criticism directed towards embassies of Western states for protecting their nationals who are suspected of being involved in child sex tourism. While the purpose of embassies is to assist their nationals while abroad, they are not supposed to help them escape when they are suspected child sex offenders.

Many cases undertaken in Cambodia never make it all the way through the judicial process. It is quite common that the suspect or his family either threatens the victim and/or his/her family to drop the case, or offers compensation in return for the family dropping the complaint. In some cases police officers or court officials might even encourage such compensation settlements, because a share has been promised to them by the offender. Unfortunately corruption exists at every level resulting in a great number of cases being settled outside the courtroom, or dropped, never reaching the courtroom. Staff members of an international organisation once went to question a suspect in prison; the police officer reported that the suspect was asleep and they should return later. When the individual returned to speak to the prisoner, the latter had 'escaped' and managed to leave the country. Investigations led by APLE have resulted in the arrest of 23 suspects, of which 11 have since been released without charge. Now with the Ministry of Interior's Department of Anti-Human Trafficking and Juvenile Protection (DAHT), even if a victim decides to drop a complaint against a suspect, the case will go through to the courts (depending on the judge's decision during the bail hearing) – it will not automatically be discontinued. However, corruption continues to pose a big problem in prosecuting sex offenders. Perpetrators have been released after paying off police officers or court officials in cases where there is photographic evidence incriminating the suspect! There was a case in Sihanouk ville some time ago involving a Dutch citizen who was released despite testimonies of abuse from more than one child. All the victims were less than 15 years old. In court, the judge was most unsympathetic to the child and family. The judge reproached the child for voluntarily sleeping with foreigners and reprimanded the parents for the child being on the streets in the first place. It is astonishing that the judge did not pursue the prosecution of this individual who had entered Cambodia, abused children of this nation and infringed Cambodian laws.

According to figures obtained from the MoI, 397 offenders were arrested in 2005, of which 19 were for acts of debauchery. In 2004, 401 suspects were arrested, including 18 for debauchery and 266 for rape and sexual abuse. These numbers demonstrate a significant

⁴³ The Cambodia Daily, "Charges Filed Against Suspected Paedophile", Wednesday February 22nd, 2006; p. 17.

improvement in law enforcement over recent years: in 2001 and 2002, 82 and 208 offenders were arrested respectively. It cannot be deduced from these figures that the incidence of CST has increased, because the number of reported cases has consistently risen in recent years. 372 cases were reported to Cambodian authorities in 2002 compared to 665 cases reported in 2005⁴⁴. Between January 2004 and June 2005, 11 foreign nationals were arrested and charged under Article 3 (trafficking) of the 1996 law. Among these were two Americans, one Frenchman, two Canadians, one New Zealander, one Dutch, one Australian, one Chinese and two Japanese. Foreign nationals have been arrested for allegedly engaging in sexual activities with underage girls (or boys) as young as ten years old; most victims are Cambodian minors although occasionally a Vietnamese child falls prey to sex tourists.

Cambodian authorities have also managed to arrest a number of people for trafficking and related illicit activities. In August 2003, a middle-aged woman was charged with trafficking a Cambodian woman to Malaysia for the purpose of engaging in prostitution. In October of that year, two Vietnamese men and two women received a 15 year jail term each for operating one of Cambodia's largest child prostitution alliances. Several women (from Vietnam and Taiwan) were arrested in Siem Reap in December 2003 for managing a massage parlour which was simultaneously a brothel (and allegedly held underage girls ranging from 12-15 years old). In April 2004, a raid on a massage parlour resulted in the arrest of a Cambodian woman for running a place that permitted debauchery (infringing article 7 of the 1996 trafficking law). A Frenchman was arrested for operating a brothel in Phnom Penh in May 2004. A woman from Kampong Cham was sentenced to 15 years in prison in July 2004, for trafficking two of her children as well as five others⁴⁵.

Collaboration across different sectors is vital. APLE investigators gather evidence on suspected sex offenders; when sufficient proof is collected, the facts are handed over to the police. This organisation also works closely with embassies, referring cases to them when it becomes relevant for extraterritorial laws to be applied. Twenty three foreign nationals have been arrested following APLE investigations since the NGO was set up in Cambodia. Among these, two suspects were tried and convicted in a Cambodian Municipal Court, and sentenced to 10 and 15 years' imprisonment respectively; one was found not guilty at trial but was subsequently convicted in a Cambodian Appeals Court and sentenced to 10 years; two were tried and acquitted in a Cambodian Municipal Court; three suspects were extradited to the US of which two have been found guilty and sentenced to 8 and 15 years in prison respectively and the third is still pending trial; four are pending trial in Cambodia, and the remaining 11 have been released without charge.

International Justice Mission (IJM) is a Christian organisation that conducts investigations, provides support to law enforcement agencies and offers training for police officers within the Department of Anti-Human Trafficking of the Ministry of Interior. IJM is quite unique in its methods and carries out very risky undercover operations with hidden video cameras in order to obtain incriminating footage of perpetrators. Their investigations have so far resulted in the arrest of 34 perpetrators consisting of Cambodian and Vietnamese brothel owners and pimps. 25 suspects have gone to court of which 24 were found guilty and one was acquitted. The rest (nine) are still pending trial. The sentences meted out range between 5 and 18 years' imprisonment⁴⁶. IJM carried out numerous investigations and undercover operations in Svay Pak during 2002 and 2003 in collaboration with Cambodian police that eventually led

⁴⁴ Ministry of Interior (MoI), Law Enforcement Against Sexual Exploitation and Trafficking of Children (LEASETC), New Cases – Monthly Report for Year 2005 (as well as for 2004, 2003, 2003, 2001).

⁴⁵ 2005 Human Rights Report on Trafficking in Persons, Especially Women and Children – Cambodia; www.theprotectionproject.org

⁴⁶ Interview with Mr. Kaign N. Christy, Director OFP, IJM.

to a raid resulting in the arrest of several brothel owners and traffickers as well as the rescue of approximately three dozen victims. In gathering evidence, an IJM operative managed to capture on video (using a hidden camera) the sale of forty individual girls, all aged between five and fourteen years old⁴⁷. One difficulty that arises as a result of such raids as carried out by IJM is that all of a sudden a large number of victims need to be admitted to recovery centres for shelter, health and medical care and counselling services. NGOs may not be prepared for such numbers or equipped to provide the facilities required by these victims. A further difficulty is that such raids do not necessarily solve anything, but instead they might result in forcing the phenomenon underground or simply diffusing the problem. A study was undertaken to evaluate the impact of the Svay Pak brothels closing down and found that the remaining prostitutes simply dispersed to Phnom Penh or Siem Reap⁴⁸.

A couple of years ago, a case involving a Japanese suspect (X) received considerable media attention and demonstrates a number of issues complicating the prosecution of sex offenders in Cambodia. X was caught 'en flagrant délit' with his trousers off in the company of a 12 year old girl in a brothel in Svay Pak, and was arrested. The police discovered pornographic films of this man with girls who had neither breasts nor pubic hair, so they could not have been older than 12 years old. The judge at the bail hearing could not release the suspect on bail as the case was so publicised, therefore he ordered the case to go forward. Eight months later, however, the Japanese national had still not been charged, although the maximum time permitted for pre-trial detention is six months. When the suspect was arrested, the Japanese police were already in Cambodia investigating another case. A French NGO based in Phnom Penh supplied them with all the evidence they had gathered on the case including physical and photographic proof. The NGO wanted the police to talk to the victims while they were here; as the children were Vietnamese, they would soon be repatriated home. If the police returned to Japan then requested the MoI's permission to come back, it would be too late. But the Japanese believed in following procedure; they returned to Cambodia eight months later. Eventually, the accused was charged and convicted for child pornography, but not for the initial crime of child rape. This case poses a number of questions that need to be solved so that similar problems do not arise in future cases. With so much evidence including physical and photographic proof against the suspect, there was no room to doubt his part in the abuse. Why was the man not charged sooner? There was no need to exceed the six months' period permitted for pre-trial detention without charging him with the relevant offences. Why was the accused not charged and tried for debauchery, which carries a harsh sentence, when he was caught 'in the act' doing more than merely taking indecent photographs of children? Moreover, the official procedure for a foreign government to obtain the relevant authorisation from Cambodian authorities to take part in such investigations should be expedited so that precious time and evidence are not lost. This should also be done for the sake of the victims; the sooner the case is over, the sooner victims may begin their rehabilitation and reintegration into society. Non-Cambodian victims may have to wait until the trial is over (in case they plan to testify against the perpetrator) before being repatriated back home.

It appears there is limited confidence in the law enforcement and judicial structures among the general public. People are afraid of reporting a suspect to the police if it is only to see him released, as the perpetrator might subsequently decide to take revenge. In addition, the judicial process is lengthy and costly – many prefer not to go through what they perceive as an expensive ordeal. At the moment, there are few measures in place to make the experience less

⁴⁷ Haugen, Gary A. with Hunter, Gregg, *Terrify No More*, International Justice Mission (IJM), 2005; p. 131.

⁴⁸ Dr. Thomas, Frederic, commissioned by AIDéTouS and COSECAM, Impact of Closing Svay Pak – Study of police and international NGO-assisted interventions in Svay Pak, Kingdom of Cambodia, January 2005.

traumatising for victims. Many NGOs that shelter victims of sexual abuse feel that until adequate protection can be assured for victims, no pressure should be put on them to testify in cases against perpetrators; at present the possibility of a suspect being released is still likely and the chance of him seeking revenge is realistic.

It is difficult dealing with child victims; they have experienced such horrific trauma on the one hand, and have been brainwashed since a young age regarding sex-related matters, so they no longer know where the boundary lies between right and wrong. In Cambodian culture, children are accustomed to a considerable amount of touching between parent and child, therefore a child may not recognise when the line has been crossed. Khmer mothers have the habit of stroking their young children's genital areas without any sexual intent; as a result, similar touching by foreigners is not necessarily recognized for the sexual act that it is.

The scope of evidence that may be used in a Cambodian court of law is considerably narrow; unfortunately, not all evidence is considered admissible. Physical evidence is typically needed to successfully prosecute a suspected sex offender. This is a hurdle that police need to overcome; some officers lack the level of knowledge required in investigations, in terms of preserving and analysing evidence. For instance, they may take possession of a computer from a paedophile's residence without knowing how to manipulate it. Some files are self-destructive so that if the correct codes are not entered at the right moment, these files may simply delete themselves. For this reason, it is vital that the person attempting to extract data from the computer is an expert. Fortunately, collaboration with the US government is excellent, in particular with the US Immigration & Customs Enforcement (ICE). So, when the police enter a hotel or private residence to arrest a suspect, they take everything they find, even if they are not certain how an item may help the investigation, because they can pass on the evidence to be analysed by US investigators⁴⁹.

7.1 US cases in particular

Americans appear to feature more prominently than other Westerners amongst known sex offenders. "Some child advocacy groups estimate that as many as 25% of all sex tourists abroad come from the United States. Although the data is inexact, Americans who have sex with children abroad are thought to number in the thousands, with hard-core paedophiles, casual tourists and business people taking advantage of lax law enforcement"⁵⁰. It is unclear whether this is because there are in fact more Americans who travel to less developed countries and engage in sexual activities with minors there, or whether it is a result of active involvement by the US government to combat child sex tourism. There have been several cases of sex tourism involving Americans, warranting the strict action being taken on behalf of the US government, which might be an example to be followed by other foreign governments. The Prosecutorial Remedies and other Tools to end the Exploitation of Children Today (PROTECT) Act was passed in 2003 by the US government in order to enhance its ability to combat child sex tourism. The PROTECT Act makes travelling to another country for the purpose of sexual conduct with minors a criminal offence; section 105 provides for a maximum sentence of 30 years' imprisonment. The US will prosecute its nationals for sexually abusing minors abroad, and has already done so successfully a number of times. Three suspects arrested following investigations by the organisation APLE have been extradited to the US, two of which have been convicted and sentenced to 8 and 15 years in

⁴⁹ Minutes of Presentation by Gary Phillips, US Immigration & Customs Service, *US Campaign Against Child Sex Tourism*, given at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005.

⁵⁰ Lichtblau, E. and Dao, J., *US is Now Pursuing Americans Who Commit Sex Crimes Overseas*, The New York Times, National, Tuesday June 8, 2004.

prison respectively while the third is still pending trial. Since the PROTECT Act was adopted, prosecutors need only prove that the accused engaged in sexual activities with minors abroad, not that he left the US with the intent to do so – as was previously the case. The success in prosecuting US nationals is due to the American commitment to combat CST, the great working relationship that exists between the US and Cambodian governments as well as the good connections the US has with the NGO sector in Cambodia. ICE has its regional headquarters in Bangkok and agents will come to Cambodia to assist the local police in the investigation of cases implicating US citizens, before the suspect is extradited to the US. The Department of Homeland Security initiated “Operation Predator” to combat the sexual exploitation of children, including child pornography and child sex tourism. It constitutes a law enforcement body which aims to protect children at home and overseas.

At this stage, it is worth mentioning a few individual cases in more detail. Michael Clark, 70 years old, was the first American citizen charged with acts of child sex tourism under the PROTECT Act. He was arrested in Cambodia and subsequently extradited to the US for having sex with two boys aged 10 and 13 respectively. He eventually pleaded guilty to the charges against him. Clark travelled back and forth to Cambodia many times over several years, during which he allegedly molested between 40-50 children. In June 2004, he was sentenced to eight years in prison. John Seljan, 85 years old, was arrested at the Los Angeles International Airport in October 2003 carrying pornography and charged with *attempting* to travel to the Philippines for the purpose of engaging in sexual activities with two pre-teenage girls (aged 9 and 12 years old). In addition to pornographic material, Seljan also had sexual aids, a great deal of chocolate and local currency. In the summer of 2003, ICE investigators learned of correspondence between Seljan and two Philippine girls indicating that he was planning to have sexual intercourse with the girls there. Seljan was sentenced to 20 years in jail in March 2005; in addition he was instructed to register as a sex offender and will remain under court supervision for life. Although this case does not directly concern Cambodia, it demonstrates the possibilities for preventing child sex tourism from taking place in the first place. Moreover, Seljan is now known to the authorities and his movements are monitored, minimising the possibility that he will re-offend.

Richard Schmidt, 61, had a history of molesting young boys; he served 13 years of an 18 year prison sentence after being convicted for multiple counts of abusing a boy in Baltimore. In 2003 he fled after a warrant for his arrest was issued after investigators found he had tried taking pornographic photos of boys. The Philippine police arrested Schmidt and charged him for sexual conduct with minors, after which he fled to Cambodia. The Cambodian police then arrested the former schoolteacher and notified American investigators who started to build a case for the man’s indictment in the US. However, a Cambodian judge released Schmidt, while retaining his passport and placing him under close watch. Two days later, an NGO investigator saw Schmidt checking into a guesthouse with a 12 year old boy; the police was called and they arrested the man once again. The American was eventually returned to Baltimore to face charges under the PROTECT Act. Schmidt pleaded guilty and was sentenced to 15 years in prison followed by supervised release for life.

Gary Jackson, 56 years old, was also charged with child sex tourism offences under the PROTECT Act. He was arrested by Cambodian police for engaging in sexual conduct with three boys aged between 10 and 15 years old. Cambodian authorities had Jackson extradited to the US. In June 2004, the accused pleaded guilty to the charges against him. Kent Frank, 48, was arrested in the US upon his return from a trip to Cambodia. He was charged with nine counts relating to activities with four minors in Cambodia, including child sex tourism and the

purchase of minors in the aim of promoting the engaging of sexually explicit conduct. The trial is scheduled to begin in March 2006.

It is encouraging that the US is working so hard to combat CST; if only more nations were putting similar effort into the prevention of child sexual exploitation. In Europe, the German government appears to be making more and more effort in this regard. However, extraterritorial laws are complex and difficult to implement. And they must function in both the offender's country of residence and the country where the crime was committed to be effective (in this case, Cambodia has yet to enact extraterritorial laws).

8. INITIATIVES TO COMBAT CHILD SEX TOURISM

Numerous campaigns have been launched in recent years promoting responsible and sustainable tourism and trying to ensure a safer environment for the children of Cambodia. These have been the result of joint efforts between the Royal Government of Cambodia, NGOs and international organisations. Further coordination is needed, however, in order to avoid overlaps, ensure there are no gaps and maximise efficiency. Initiatives also need to be more precise in focus – campaigns need to target specific people, nationalities, in addition to sectors that are directly involved and in contact with tourism. Below are outlined various campaigns that have been instigated by the government, NGOs and the private sector in recent years in the aim of preventing Child Sex Tourism.

8.1 The Royal Government of Cambodia

Cambodia has signed and ratified several regional and international agreements to supplement its laws in order to protect its children. The government is currently reviewing a new trafficking law and drafting a new tourism law that will address the exploitation of children in the tourism context more effectively. Law enforcement agencies and police units have increased efforts to arrest offenders and rescue victims of sexual exploitation. Cambodia approved the National Five-year Plan of Action against the Commercial Sexual Exploitation of Children. The Plan was adopted in 2000 and highlights the importance of protecting child victims of sexual exploitation amongst other things. The Plan is part of a national campaign by both governmental and non-governmental agencies to eliminate sexual exploitation of children in Cambodia. The Cambodian National Council for Children (CNCC) is currently drafting a new five-year national plan of action (2005-2009) for the government, addressing trafficking in people for sexual exploitation, which contains a section on preventing child sex tourism and promoting positive tourism in Cambodia. The plan is meant to contain stricter policies and specific responsibilities that will be assigned to each Ministry.

The Ministry of Tourism (MoT) ought to be commended for its work in combating child sex tourism. The Ministry began its work on CST in the year 2000, operating at both the national and provincial levels. It launched the Child Safe Tourism Project in collaboration with World Vision Cambodia and Children Assistance for Mobilization and Participation (CAMP) in 2001. The Ministry of Tourism has designed a plan for Child Safe Tourism which will be implemented by the MoI, the Ministry of Social Affairs, Veterans' Affairs and Youth Rehabilitation (MoSAVY), the Ministry of Labour and Vocational Training (MLVT), the Ministry of Women's and Veterans' Affairs (MoWVA) and itself. After conducting a survey, a program was devised for the implementation of the plan. The program includes education, awareness raising, training courses and workshops for hotel and guesthouse owners, tour

guides, and taxi drivers. Continuous education is being provided to target groups including children, law enforcement agents, people working in the tourism industry, airlines, and residents in tourist destinations. The Ministry of Tourism is collaborating with other organisations to raise awareness among hotel and guesthouse owners and employees as well as taxi and mototaxi drivers. For the moment, it does not appear to be a great success: few cases of child sex tourism have been reported by hotel owners, most probably because they are afraid of losing business. Moto/taxi drivers continue to provide women (and some of them, *children*) for tourists. The Ministry has so far provided training to tourist police officers, officers within the Department of Anti-Human Trafficking, Ministry of Tourism officials, Child Safe Tourism Commission (CSTC) members, tour guides, tourist associations, tour agencies, children at tourist sites as well as business owners near tourist places, beginning with the training of trainers (ToT). The target group is wide-ranging and consists of all those involved in the tourism sector or otherwise in contact with tourists.

Circulars have been issued forbidding tourist establishments to permit minors to stay in hotels or guesthouses unless accompanied by their parents. The Ministry of Tourism has also produced booklets on Child Safe Tourism (which include the 1996 trafficking law in its entirety) as well as stickers with statements such as “Child-sex tourists: Don’t turn away, Turn them in” and the Ministry of Interior’s hotline number to call in case suspicious behaviour is observed⁵¹. Billboards have been erected on the main road from the airport to the city centre in Siem Reap (“Cherish the smiles of the children of Cambodia”) and Phnom Penh as well as on the capital’s riverfront, and near a Poipet checkpoint (“Absolutely against CST”). All signs and posters display the Ministry of Interior’s hotline number. The message is that CST cannot and must not be ignored – all incidents must be reported and all offenders denounced. Posters have also been distributed to all provincial tourism offices for them to give out to cafés, internet cafés, guesthouses, etc.

The Ministry of Tourism has also established the Child Safe Tourism Commission (CSTC); at the moment a CSTC exists in 12 out of the nation’s 24 provinces. There has been considerable achievement at the provincial level, so it is hoped that CSTCs will soon be set up in the remaining provinces. Objectives of the CSTC include the development of child safe tourism policies and encouraging children to tell adults about any incidents of child sex tourism. So far, the CSTC has held eight workshops in Phnom Penh, Siem Reap and Sihanouk ville involving parents (who may then pass on information to peers in their community), local authorities and teachers. In addition, CSTC has met with Asia Pacific government officials; it also cooperates with NGOs such as WV-C, Child Wise Australia, ECPAT Cambodia, AIDéTouS, Mith Samlanh, and Friends International.

The Ministry of Tourism facilitated a National Conference on Child Safe Tourism in collaboration with ECPAT and World Vision Cambodia in December 2005 in Phnom Penh. The idea behind the workshop was to share experiences, review the progress of the various CSTCs, deliberate on how the various sectors can best work together, and discuss ideas for an action plan, 2006-2008. The researcher was only able to attend one afternoon session of the two day conference. Amongst others, Her Excellency General Unsokunthea spoke concisely about the action plan; she explained that in attempting to combat trafficking and exploitation, especially of women and children, enhanced participation should be sought from the general public. Action should be taken against any individual in a position of power who behaves

⁵¹ The Ministry of Interior launched this 24-hour hotline in 2000 and receives over 800 calls on new cases each year. Provincial hotlines have also been put in place in Siem Reap, Sihanouk ville and Beanteay Manchey. See *Government is Committed to Fighting Sexual Exploitation*, Letter to the Editor, Prum Sokha, Secretary of State, Interior Ministry, 7 June 2005; http://www.interior.gov.kh/news_content.asp?NewsID=81

dishonestly. Activities should include further dissemination of information, with more focus near international borders where much trafficking takes place. The Ministry of Interior affirms that it will close down any establishment permitting the exploitation of children. Her Excellency emphasised the importance of investigations and gathering as much evidence as possible, so that cases may be sent directly to court. General Unsokunthea also recommended working closely with governments of sex tourists' countries of origin to combat this phenomenon⁵². The action plan has only been implemented in part, so far, by the Ministry of Interior, therefore it remains to be seen whether the goals set out will be reached.

The Ministry of Tourism also works with a number of NGOs in the aim of combating child sex tourism. The Ministry has teamed up with Friends International, for instance; they have signed a Memorandum of Understanding (MoU) outlining their motivation and detailing their collaboration in combating child sex tourism. Friends International has launched a project targeting mototaxi and tuk-tuk drivers, which will be described in more detail below. The Ministry of Tourism also signed a MoU with the Association Internationale pour le Développement, le Tourisme et la Santé (AIDéTouS) in 2003, committing itself to 'Stop Paedophile Tourism in Cambodia'.

A project was instigated by ILO/IPEC-TICW and the Ministry of Tourism to develop a strategy plan, operational guidelines, and training manual to promote Child Safe Tourism in Cambodia: Project Promoting Child Safe Tourism Policies and Programmes to Prevent Trafficking in Children and Women in the Tourism Sector at the National level and in Three Provinces (PNP, SRP and SHV). The Siem Reap Department of Tourism (DoT) is collaborating with ILO-IPEC on a project which began in October 2005 and will continue until January 2007, namely The Improvement of Safety relating to CST of women and children in Siem Reap. This project will be implemented by the provincial departments of the MoT, MoWVA, MOSAVY and MLVT. A survey is presently being conducted among hotels, guesthouses and restaurants, examining resources and employees. Respondents comprise women and children from 15-24 years old who work in tourist establishments. The next step will be to offer training to 20 hotel owners, 60 guesthouse owners and 60 restaurant owners. The objective of the training is to explain to employers the harmful effects of sexual exploitation on employees and to teach employees which tourists to be wary of, what tricks are used, and how to protect themselves from falling prey to sexual exploitation. Subsequently, there will be further training sessions for 200 employees in the hotel sector; in August 2006, guesthouse employees will receive training and in September 2006, 200 more restaurant staff will be trained. The Siem Reap Department of Tourism also plans to provide training for tour guides, into which the concept of anti-child trafficking will be mainstreamed. It is also planned to distribute t-shirts with anti-sexual exploitation slogans for people to wear around the city. In addition, posters still have to be put up in hotels and guesthouses, booklets need handing out for all tourists who ask for information at the tourist office and stickers must be given out to taxi/moto drivers. Advertisements such as posters and stickers are most effective. When people realise that beyond engaging in sexual conduct with minors, merely showing tourists where or how to procure girls is also wrong, they will stop. Posters and billboards with such messages support other on-going efforts. The DoT has also informed travel agents that if they are found to be involved in any child sex tourism-related matter, they will temporarily lose their license.

⁵² Presentation by HE General Unsokunthea, Director of the DAHT, MoI, given at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005.

The Sihanouk ville Department of Tourism (DoT) also collaborates with ILO/IPEC on the above-mentioned project which is to last 16 months. The aim is to educate the general public about tourists and the target group consists of hotel, guesthouse, and restaurant owners as well as moto/taxi drivers. Approximately 50 hotel/guesthouse owners will be invited; unfortunately, current funds are not sufficient to be able to invite more people to participate in the training. These 50 will be selected from among the most vulnerable establishments (those having already been faced with child sex tourism-related issues). If gaps are found, or different needs are discovered, these may be adapted into the following phase of the plan.

Law enforcers have also become more active in the fight against child sex tourism. In August 2005, the Ministry of Interior General Commissariat of the National Police, Phnom Penh Commissariat issued a Notice to all club, bar, hotel and guesthouse owners entitled 'The Report of the Presence of Foreigners'. Owners of such establishments must provide certain information about their guests to the police on a daily basis: name, sex, nationality, occupation, passport number, VISA expiry, check-in and check-out date and length of stay. Failure to report shall result in the owner being held responsible under the laws in force. With this kind of initiative in place, local authorities will have and be able to keep records of tourists passing through Phnom Penh. This will hopefully expedite the investigation process, at least for repeat visitors who sexually abuse minors. This initiative should be extended to cover all provinces. More information should be gathered regarding the impact of this measure: is the information accurately recorded and properly stored? How is this measure enforced?

Cambodian authorities have temporarily shut down a handful of entertainment establishments for their involvement in child sexual exploitation: Chai Hour II, World One (massage club) and Soksan (an entertainment club in Siem Reap). A police raid on World One massage parlour in 2005 resulted in the closing of the establishment, several arrests, and the removal of 88 women. Three employees as well as the owner of the massage club were charged with debauchery; charges were dropped in relation to the three employees and it is unclear whether the charges still hold against the owner⁵³. This type of outcome diminishes confidence amongst the general public in the police and courts. After a six-month closure, the place has now reopened for business; young skimpily dressed women were seen on the premises.

8.2 NGOs and International Organisations

Nowadays there are an increasing number of NGOs dealing specifically with the matter of child sex tourism. Campaigns have been launched, innovative approaches observed and previously forgotten people are now also being targeted and involved in efforts to combat child sex tourism. The French NGO AIDéTouS works together with public stakeholders and the private sector including hotel associations and guesthouses. This NGO launched a national prevention campaign in January 2005, the principal aspect of which is featuring videos at international arrivals in Phnom Penh and Siem Reap. The film has two parts: first, the advertisement shows beautiful tourist attractions in Cambodia, and then a man is seen seducing a child. For many visitors disembarking in Phnom Penh or Siem Reap, this is the first thing they see – it would be difficult not to notice the screening. Such preventive films are already projected on flights between Thailand and Cambodia.

⁵³ The Cambodia Daily, "Raided, Closed Massage Parlour Back in Business", Wednesday February 22nd, 2006; p. 17.

AIDéTouS has also produced 50, 000 leaflets with the phrase "Child abuse ruins a child's life; if you abuse a child, it will ruin your life too" with a picture below of a man walking away with a child, and below that the phrase that "child abuse leads to prison sentences of up to 30 years". The MoI hotline number is on the reverse side. The leaflet exists in 5 languages: English, Khmer, French, German, Chinese and Japanese. The aim is to target the principal child sex offenders, so the choice of languages seems sensible; the majority are of Khmer origin, then other Asians, and finally Westerners. There are now direct flights from Korea to Siem Reap, in addition to which there are many Japanese and American visitors. The leaflets were distributed at airports, ten checkpoints along the Thai/Cambodian border and within the private sector: hotels, guesthouses and travel companies. AIDéTouS has since followed up with hotels in Phnom Penh to verify whether they still had leaflets on display, which most did. In the future, AIDéTouS would like to produce the leaflet in even more languages (particularly more Asian languages). A survey conducted in 2002 among sex workers in Phnom Penh and Siem Reap found that the most common nationality of their last client was Japanese, American and French.

Friends International is an international NGO working in Cambodia, Laos, Burma, Thailand and Honduras. In 2005, ChildSafe Cambodia was launched in Phnom Penh and is now also up and running in Siem Reap. The initiative targets mototaxi and tuk-tuk drivers; it involves training them in child rights and explaining the harmful impact of sex tourism. Now, drivers are also instructed and assessed on road safety, so they are all the more safe. Training sessions utilise real scenarios, with facts obtained from guesthouses, mototaxi drivers and children themselves. The participants are explained that taking on 'bad business' not only gives them, but also gives Cambodia a bad reputation. They are told to call the police or Friends International in case they witness abuse. Drivers attend five training sessions of 20 minutes after which they must sit a test. The test is taken a week after the last session to determine what they remember from the training. Approximately 70% participants pass the test the first time. Since they make money from taking clients to girls or brothels, a little monetary incentive is included to secure their participation and enthusiasm. In addition, the NGO tries to emphasise legality and morality; the hope is that mototaxi drivers will feel proud being part of such an initiative. The money they lose by no longer facilitating child sex tourism will be earned by joining this program, which will in turn lead to more 'good clients'. The principal objective is for mototaxi drivers to stop helping men find children for sex. There are currently 102 mototaxi drivers taking part in the program in Phnom Penh and 51 in Siem Reap. These drivers wear a particular blue shirt with a big Thumbs Up sign and the motto 'Good clients, good business' so that they may be recognised. The mototaxi and tuk-tuk drivers are promoted on the internet along with a contact number for those who have a mobile; ChildSafe guesthouses are also advertised on the Friends International website⁵⁴.

Certain NGOs focus their resources on carrying out investigations; once sufficient data has been gathered incriminating a suspect, they will refer the case to the police who will then apply to the court for an arrest warrant and execute the arrest. APLE has been very active in the investigation of suspected sex offenders in Phnom Penh and more recently in Sihanouk ville, handing cases over to the police after collecting information and speaking to potential or actual victims. A recent general investigation on paedophilia in Siem Reap resulted in APLE bringing a particular case to the police's attention, which led to the arrest of a German national who was then charged with debauchery. The man is suspected of having had a sexual relationship with a 14 year old boy⁵⁵. IJM investigates cases of trafficking and sexual

⁵⁴ <http://www.childsafe-cambodia.org/index.asp>

⁵⁵ Prak Chan Thul and Ethan Plaut, "German National Is Charged With Debauchery", The Cambodia Daily, Friday, 10 February 2006.

exploitation and trains both municipal police and officers within the Department of Anti-Human Trafficking on how to investigate these types of cases, how to preserve evidence from a crime scene and how to interview child witnesses. At the moment the NGO works in Phnom Penh and surrounding areas, but it hopes to expand its focus to the provinces. IJM has raided a number of brothels in collaboration with the Cambodian police, including in Svay Pak, as a result of risky undercover investigations. These missions led to the arrest of several traffickers and brothel owners as well as the rescue of numerous victims, many of who were less than 15 years old. Unfortunately, several victims rescued from this raid (and others) are soon found back in brothels⁵⁶.

World Vision Cambodia (WV-C) launched a project named Child Sex Tourism Prevention Project (CSTP) in 2001. WV-C prepares training sessions to teach participants how to avoid becoming a victim of CST. The international NGO is involved in producing billboards and posters that may be seen throughout Cambodia; there are eight billboards around Phnom Penh including by the riverside and near the airport. “Sexually exploit a child here, go to jail in your country.” Reactions received based on anecdotal accounts appear to demonstrate that these advertisements instil fear and trepidation among tourists with respect to seeking out sex with minors. Campaigns appear to be directed mainly at Westerners; they need to be more specific and ought to target tourists of particular nationalities where demand most commonly originates.

World Vision Cambodia works together with the Ministry of Tourism and ECPAT to combat child sex tourism. According to a travel agent interviewed in Phnom Penh, ECPAT came around last year and distributed anti-child sex tourism stickers and posters. Employees working in a Phnom Penh hotel told the researchers that an organisation named ‘Friends’ came to talk to staff members about child sex tourism and explained the importance of reporting any incidents by calling the Ministry of Interior hotline number. M’lop Tapang organises workshops for children and their families in Sihanouk ville. Cambodians do not understand the concept of grooming; they are partly in denial but they are also desperate for the money and support they receive. Grooming was the topic of one session: the participants were shocked by the idea, but at least they have been introduced to the reality that it exists. A mototaxi driver in Sihanouk ville mentioned that he once received booklets on child sex tourism – he was waiting for a customer when someone dropped them off, he thinks it was from an NGO worker.

This section does not attempt to cover every single effort made by the NGO sector regarding the sexual exploitation of children in the tourism context. The author concentrated on campaigns that were deemed to target child sex tourism specifically as well as initiatives that were felt to be innovative. LICADHO explores human rights violations and investigates cases of rape and other sexual abuse against children. AFESIP shelters women (and some children) victims of trafficking, including for sexual purposes. The International Labour Organisation (ILO) aims to prevent the worst forms of child labour which covers the sexual exploitation of children, including in tourism. UNICEF works to uphold children’s rights and has a program in Cambodia which strives to protect children living in the worst circumstances. There also exist a number of networks that endeavour to combine efforts of NGOs working towards achieving similar goals. COSECAM is a coalition that addresses the sexual exploitation of children in Cambodia; it consists of 23 local member NGOs and attempts to

⁵⁶ Dr. Thomas, Frederic, commissioned by AIDéTouS and COSECAM, Impact of Closing Svay Pak – Study of police and international NGO-assisted interventions in Svay Pak, Kingdom of Cambodia, January 2005.

coordinate the efforts of these organisations in order to maximise achievements and efficiency. ECPAT is another network with similar guiding principles.

8.3 The private sector

In this study the ‘private sector’ comprises hotels, guesthouses, travel agents and tour operators, which are set up in a tourism context. The purpose of such establishments is to cater to the varying needs of tourists. These businesses are mainly private-owned, although there are several that belong to high-ranking government officials.

8.3.1 Hotels

Some hotels have strict policies regarding child sex tourism; unfortunately these remain a minority since most hotel owners are afraid of losing business and believe that the ‘customer is king’ – regardless of their demands. The Sunway Hotel in Phnom Penh has firm rules relating to this matter. When a guest enters the establishment with a prostitute, the latter must use a separate entrance, and her identification card is kept at the door until she leaves. If a tourist enters the premises with a minor (or somebody who appears less than 18), the hotel will contact the local authorities; however if the young woman looks over 18, the hotel cannot prevent her entering the hotel. Other hotels of similar status attempt to maintain similarly firm regulations. Difficulties arise however, when there is a café or sports facilities that may be accessed by people who are not hotel guests, because this usually means there is more than one entrance into the hotel. It must be challenging to attempt to monitor everybody who comes and goes from the establishment, while separating day customers from the guests who stay the night and friends of guests. A small guesthouse in the centre of Phnom Penh requires an identification card for all visitors accompanying guests back to the hotel; the owner normally stays at the front desk until all guests have returned, at which time he locks the door. One mid/low-range hotel manager told the researchers that if a couple want to rent a room for a few hours only, he charges the same rate as he would for an entire night to prevent people coming to his hotel simply to have sex.

The owner of a hotel, café and restaurant situated near the riverside in Phnom Penh prohibits her employees from facilitating between guests and prostitutes and/or girls, including contacting girls to come to a guest’s hotel room. Staff members are also forbidden from going out with guests, even if they are offered money. Guests generally do not attempt to bring minors to their rooms here. Some time ago a Frenchman tried to bring back a girl of about 15 years old but the owner did not permit the guest to stay as she feared the authorities would remove her business license. This is what she does whenever she suspects a guest is bringing someone in who could be a minor.

The majority of hotels and guesthouses that were visited in Phnom Penh, Siem Reap and Sihanouk ville either had a sticker, poster, leaflet or Visitors Guide containing some anti-child sex tourism message or warning, as well as the Ministry of Interior hotline number to call in case of suspicious behaviour. One hotel claimed to have a poster behind each hotel room door warning against child sex tourism. This hotel’s policy is to call the police in the event that a guest should attempt to bring a child to their room.

8.3.2 Travel agencies

Many travel agents that were approached in the three locations asserted that they do not give out information regarding where or how to obtain sex services. They also said that clients rarely enquire about sex services. A Phnom Penh travel agent told the researchers that they keep the Phnom Penh Visitors' Guide with the back page picture visible, warning that sex with children is a crime, and if a customer asks for a guide book, they show the back page first. The General Manager of another travel agent based in Phnom Penh (with branches in various provinces) is very strict regarding child sex tourism; he has warned all staff, tour guides and partners that any involvement on their part would lead to the end of employment or partnership, respectively. The Siem Reap office was also visited; there, the employees warn any customers enquiring about sex services of Cambodian laws, though what they do at night time is their own responsibility. Another travel company, based in Phnom Penh, held a meeting for all tour guides instructing them to explain to their groups that sex with minors is illegal and punishable by Cambodian authorities. It cannot be ascertained whether every tour guide explains the consequences of child sex tourism to each new group of visitors.

The majority of international tourism associations have designed guidelines related to the protection of CST. These guiding principles are designed to assist members and associates create national level strategies. IATA, for instance, put together a code encouraging airlines to instruct employees and notify passengers about ways to stop the sexual exploitation of children. IH&RA (International Hotel and Restaurant Association) affirmed that they will recommend all their members stop their premises being used for child sex tourism. PATA (Pacific Asia Travel Association) promotes travel to this region, boosting tourism and increasing job opportunities. PATA have an agreement with ECPAT that they will exclude any member found to be involved in child sex tourism or related activities.

9. CONCLUSIONS

Cambodia is still a relatively 'recent' destination for child sex tourism; however, the situation may rapidly escalate if the Cambodian government, NGOs, and the private sector do not take effective action and lay down long-term solutions. In fact, everybody is affected by this phenomenon, therefore all members of society should involve themselves in efforts to combat child sex tourism. Phnom Penh, Siem Reap and Sihanouk ville are the main destinations for tourists travelling in Cambodia; the same applies to sex tourists. Offenders consist more of opportunistic sex tourists rather than full-fledged paedophiles. Perpetrators originate from South Korea, China, Japan and the US primarily; however sex tourists are also known to have come from France, Germany and Australia.

There are indeed a great number of measures and strategies being implemented by the Royal Government of Cambodia, NGOs, international organisations as well as the private sector (although to a slightly lesser extent). Unfortunately, these measures do not appear to be reaching the general public. Employees in hotels and travel companies – those working directly in the tourism industry – were mostly unaware of any strategies in place to combat child sex tourism. Many affirmed that the government was being active in attempting to eliminate the sexual exploitation of children, but could not provide an example of a single initiative or regulation. The Cambodian government and NGO sector need to enhance their awareness raising campaigns about the harmful impact of sex tourism on children amongst those who deal directly with tourists and work in the tourist industry, but also to the general

public. What is also needed is a set of markers that indicate the (extent of any) impact of campaigns launched. Existing strategies typically lack the necessary indicators to measure their impact. Without these, it is difficult to gauge the effectiveness of efforts to combat child sex tourism.

Campaigns addressing child sex tourism must begin targeting demand: the child sex abusers themselves. “Working ... to prosecute sex customers wherever feasible will also help to reduce the demand. When sex tourists find they cannot hope to continue their brutal practices unhindered, they’ll think twice about travelling to remote parts of the globe to find children to abuse.”⁵⁷ Beyond the white man grooming a young Cambodian child and the Asian seeking a virgin – stereotypes sometimes mistaken for the norm – Cambodian men are also known to abuse children. Efforts to combat the sexual abuse of minors must not end with foreigners. Initiatives need to focus on demand because as long as there is demand, there will be supply. And it appears that a large proportion of demand originates in Cambodia. Moreover, awareness raising needs to be more culturally sensitive and fitting with Cambodian mentality. If Cambodians constitute the majority of perpetrators engaging in sexual conduct with minors, their perception of child prostitution needs to be addressed. There are several myths surrounding young girls and why a number of Asian men prefer the very young, in particular virgins. Asian men need to be aware that sex with minors will not make them any healthier or younger; young girls may still become pregnant and younger girls are at greater risk of health problems. And sexual intercourse with young girls will not cure them of AIDS, as some believe. However, returning to the foreigners who abuse Cambodian children, efforts should perhaps be taken to the countries of origin of these visitors; prevention campaigns should be instigated in the US, Japan or South Korea, for instance, to address demand there, at the source.

For children to leave the sex industry and stay out of it, or to never enter in the first place, they need realistic alternatives that are equally lucrative. For this purpose, more education and vocational programs are required that must be adequately researched and prepared. Child victims of sexual abuse should be assessed in order that their needs, interests, strengths and weaknesses may be determined; from there an educational or training program (depending on their age) may be devised. NGOs should attempt to create additional jobs for the poor, so that parents may once again provide for their children rather than the other way around. Garment factories in Phnom Penh employ a great many young women, some of who have been rescued from the sex industry; additional factories could be set up in the provinces in order to create further job opportunities.

The general public – in particular vulnerable children, their parents and individuals working in the tourist industry – urgently needs to be educated with respect to child sex tourism: the law, the impact on victims – both short and long term, physical and psychological – and the penalties that are reserved for sex tourists. Efforts must be coordinated and all sectors must work together in order to achieve the most effective outcome possible. Initiatives should further involve the participation of child victims to contribute towards awareness raising and preventing other children falling prey to child sex offenders.

⁵⁷ Haugen, Gary A. with Hunter, Gregg, *Terrify No More*, International Justice Mission (IJM), 2005; p. 212.

10. RECOMMENDATIONS

10.1 Royal Government of Cambodia

- When new initiatives are instigated, indicators should be put in place so as to be able to measure whether these policies are having a positive impact and to what extent.
- The government needs to address the demand factor of child sex tourism.
- There should be more involvement on the part of the private sector; the government could attempt to find incentives for the tourist industry to become more involved.
- Current legislation needs to be updated. Adopting one of the draft trafficking laws currently being reviewed should be a priority. In addition, the government should approve the draft tourism law.
- Law enforcement has improved over the last few years, but more can be done. More stringent law enforcement is needed.
- Government officials who abuse their position of power must be held accountable.
- The government should strive to make the judiciary independent; the judicial system needs to be improved both in terms of corruption and interpretation/enforcement of the law.
- The Cambodian government should decentralise trade to the provinces so as to create more job opportunities (at present these exist for the most part in urban centres only).

10.2 NGOs and International Organisations

- Initiatives require improved coordination in order to avoid gaps, overlaps and to maximise effectiveness.
- NGOs should attempt to work more closely with the private sector.
- Increased awareness raising should be directed at/ launched in countries where sex tourists originate.
- There are always new trends and patterns emerging among sex offenders, therefore studies should be regularly carried out on a small scale to allow investigation methods to adapt to new trends.
- NGOs and international organisations ought to instruct Cambodians on the importance of reporting incidents of CST.
- Improve collaboration with embassies as regards the application of extraterritorial laws.
- Enhanced cooperation with local authorities at the provincial level is very much needed.
- Further research should be conducted on the incidence of child sexual abuse by Cambodians.

10.3 The private sector

- The private sector should become more involved in combating child sex tourism.
- Business owners should enhance monitoring of guests, while allowing them to maintain their privacy, so that a guest acting suspiciously does not go unnoticed.
- Reporting is crucial; business owners should report all incidents, even if they appear insignificant.

- Hotel and travel company employees should respect customers' wishes, although they should not infringe the law for them (which they are doing if they promote or facilitate child sex tourism in any way).
- Nobody under 18 years old who is not accompanied by their parents should be allowed into a hotel, or any other adult entertainment establishment.
- Hotels and travel companies including associations should sign up to the Code of Conduct and work on raising awareness of the Code and implementing the six guidelines outlined therein.

REFERENCES

Interviews: See Appendix A, Table of Interviewees.

Articles/ Papers/ Reports:

- Action Pour les Enfants (APLE) Press Release, Phnom Penh; December 14, 2005
- AIDéTouS, Campagne de prévention nationale au Cambodge contre le tourisme sexuel impliquant des enfants, Origines et Objectifs de la Campagne ; see http://www.aidetous.org/campagne_cambodge.php
- AIDéTouS, *Evaluation of the 'Together against Child Abuse' Project*, December 2004-May 2005.
- AIDéTouS, *Les Grands Axes du Plan d'Action Triennal (2003-2005) UNICEF/ AIDéTouS de Lutte contre le Tourisme Sexuel Impliquant la Prostitution des Mineurs au Cambodge*, prepared by Frederic Thomas, Program Manager, AIDéTouS
- AIDéTouS, Frederice Thomas et Florence Pasnik, *Mesure de l'impact du tourisme sexuel sur la population – Enquetes sur le tourisme sexuel au Royaume du Cambodge*, 2001-2002
- Asia Child Rights, *A Comprehensive Portal on Child Rights in Asia*, the Asian Human Rights Commission (AHRC), 29 January 2003 at <http://acr.hrschool.org/mainfile.php/0112/61/?print=yes>
- The Cambodia Daily, “*Alleged Pedophile Questioned, But Not Charged*”, Tuesday February 21st, 2006
- The Cambodia Daily, “*Charges Filed Against Suspected Paedophile*”, Wednesday February 22nd, 2006
- The Cambodia Daily, “*Raided, Closed Massage Parlour Back in Business*”, Wednesday February 22nd, 2006
- The Cambodia Daily, “*German National Is Charged With Debauchery*”, Friday, February 10th, 2006
- Child Wise (ECPAT in Australia) Newsletter No. 68 February 2003 at http://www.childwise.net/uploads/newsletter_february_2003.pdf
- CSEC Definitions: Commercial Sexual Exploitation of Children (CSEC) at <http://www.ecpat.net/eng/CSEC/definitions/csec.htm>
- *Former City Teacher Sentenced for Sex Crimes – Schmidt gets 15-year term after pleading guilty to two counts involving minors*, May 25, 2005 at <http://www.baltimoresun.com/news/local/crime/bal-sentence0525,1,753226.story?coll=bal-local-headlines>

- Groupe Développement for ECPAT International, Child Sex Tourism Action Survey, written by Sendrine Fabié and Hervé Barioulet, April 2001
- Grillot, Caroline for Action pour les Enfants (APLE), “*Street Paedophilia*” in Cambodia – A Survey on Phnom Penh’s suspects and victims, sponsored by the British Embassy in Cambodia, September 2005
- Haugen, Gary A. with Hunter, Gregg, *Terrify No More*, International Justice Mission (IJM), 2005
- 2005 Human Rights Report on Trafficking in Persons, Especially Women and Children – Cambodia; www.theprotectionproject.org
- International Labour Organisation (ILO) Regional Office for Asia and the Pacific and International Programme on the Elimination of Child Labour (IPEC), Where We Work – Cambodia; <http://www.ilo.org/public/english/region/asro/bangkok/child/trafficking/wherewework-cambodiadetails.htm> (updated June 2005)
- Lichtblau, E. and Dao, J., *US is Now Pursuing Americans Who Commit Sex Crimes Overseas*, The New York Times, National, Tuesday June 8, 2004
- Dr. Mattar, Mohamed, Co-Director, The Protection Project, *Comparative Analysis of the Elements of Anti-Trafficking Legislation in the Asia-Pacific Region: What Countries in the Region Have to do to Comply with the 2000 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, The Human Rights Challenge of Globalisation in Asia-Pacific – US: The Trafficking in Persons, Especially Women and Children, Honolulu, Hawaii; November 13-15, 2002
- Dr. Mattar, Mohamed, Adjunct Professor of Law and Co-Director of The Protection Project at Johns Hopkins University, School for Advanced International Studies, *Child Sexual Tourism: The Appropriate Legal Response*, Conference on Child Sexual Tourism and Other Forms of Trafficking, San Diego, California, August 26-27, 2003
- Ministry of Interior (MoI), Law Enforcement Against Sexual Exploitation and Trafficking of Children (LEASETC), New Cases – Monthly Report for Year 2005 (as well as for 2004, 2003, 2003, 2001)
- Nuon Rithy Niron, Yit Viriya and Laurence Gray for World Vision Cambodia with the cooperation of the Ministry of Tourism and the Cambodian National Council for Children (CNCC), *Children’s Work, Adult’s Play; Child Sex Tourism – The Problem in Cambodia*, September 2001, World Vision International
- Office of Foreign Affairs, US Department of Homeland Security, United States Immigration and Customs Enforcement (ICE) Fact Sheet – Child Sex Tourists at <http://www.ice.gov/text/news/factsheets/sextourists.htm>
- Professor Steinfatt, Thomas M., Baker, Simon and Beesey, Allan, *Measuring the Number of Trafficked Women in Cambodia: 2002; Part I of a Series*, sponsored by The Office to Combat and Monitor Trafficking, US State Department; November 2002

- Prum Sokha, Secretary of State, Interior Ministry, *Government is Committed to Fighting Sexual Exploitation*, Letter to the Editor, 7 June 2005; http://www.interior.gov.kh/news_content.asp?NewsID=81
- Silverman, Vicki, U.S. Law Enforcement Targets Child Sex Tourism, US Embassy in Tokyo, Japan, December 13, 2003; <http://japan.usembassy.gov/e/p/tp-20031218-09.html>
- Smith, Lisa, *Suffer the Children*, Weekend Standard, June 18-19, 2005 at <http://www.thestandard.com.hk/stdn/std/Weekend/GF18Jp03.html>
- Song, Susan for Youth Advocate Program International Resource Paper, *Global Child Sex Tourism: Children as Tourist Attractions*, 2004; see www.yapi.org
- Dr. Thomas, Frederic, commissioned by AIDéTouS and COSECAM, Impact of Closing Svay Pak – Study of police and international NGO-assisted interventions in Svay Pak, Kingdom of Cambodia, January 2005
- ‘Top 10 Market Arrivals to Cambodia from Jan-Dec 2004’ and ‘Top 10 Market Arrivals to Cambodia from Jan-Sept 2005’ obtained from the Ministry of Tourism (MoT).
- U.S Department of Justice, United States Attorney District of Maryland Northern Division, *Baltimore Man Indicted in Foreign Sex Travel Case*, February 18, 2004.
- von Gyer, Judith for NGO Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM) with the cooperation of Village Focus International (VFI), *Situation Analysis of Paedophilia in Sihanouk ville – Study of Perceived Demand for Child Sex in Sihanouk ville*, June 2005
- World Tourism Organisation, *15th Meeting of the Task Force to Protect Children from Sexual Exploitation in Tourism*, Treva D. Braun, Director, The Future Group; November 8, 2004
- <http://www.childsafe-cambodia.org/index.asp>
- <http://www.humantrafficking.org>
- <http://news.bbc.co.uk/1/hi/world/asia-pacific/891319.stm>
- <http://www.visit-mekong.com/cambodia/stats/index.htm>
- <http://www.traveldailynews.com/new.asp?newID=16727>
- http://www.ecpatusa.org/travel_tourism.asp
- http://www.unifemsingapore.org.sg/stop_childsex/stop_childsex_issues.pdf

Presentations:

- Minutes of Presentation by Gary Phillips, US Immigration & Customs Service at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005
- Minutes of Presentation by Gary Phillips, US Immigration & Customs Service, *US Campaign Against Child Sex Tourism*, given at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005
- Presentation by Béatrice Magnier, Country Director, Action pour les Enfants (APLE) at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005
- Presentation by HE General Unsokunthea, Director of the DAHT, MoI, given at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005
- Presentation by Luc Ferran, Program Officer for combating CST, ECPAT International, BKK given at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005
- Presentation of Mr. Hor Sarun, Deputy Director General of Admin. & Finance and Head of CSTC-MOT Secretariat, Ministry of Tourism at the Child Sex Tourism Prevention Workshop, 28 February & 01 March 2005
- Presentation by Mr. Hor Sarun, Deputy Director General of Admin. & Finance and Head of CSTC-MOT Secretariat, Ministry of Tourism at the National Workshop on Child Safe Tourism, 7-8 December 2005; 7 December 2005
- Presentation of Pol. Col. Chan Sovan, Deputy Director of Anti-Human Trafficking and Juvenile Protection Department, Cambodian National Police, Ministry of Interior, Cambodia in the Regional Strategy Seminar on Child Sex Tourism, 14-16 November, 2005, Bangkok.

Legislation/ Regulations:

- ASEAN Tourism Agreement (ATA) 2002
- ASEAN Traveller's Code (ATC) 2005
- Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism: Background and Implementation Examples extracted from www.thecode.org
- The Constitution of Cambodia 1993
- Law on Suppression of the Kidnapping, Trafficking, and Exploitation of Human Beings 1996
- MoT Circular on Management of Travel Agency Business No.03 srNn

- MoT Circular on Management of Travel Agencies/ Tour Companies, Hotels and Guesthouses, No. 12 srNn
- The Prosecutorial Remedies and other Tools to end the Exploitation of Children Today (PROTECT) Act 2003
- Provisions relating to the Judiciary and Criminal Law and Procedure Applicable in Cambodia during the Transitional Period 1992 (UNTAC law)
- The Trafficking Victims Protection Act 2000 (TVPA)
- United Nations (UN) Convention on the Rights of the Child (CRC) 1989
- United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children 2000

APPENDIX B

Situation Analysis of Paedophilia in Siem Reap Based on Perceptions of Key Persons

EXECUTIVE SUMMARY

South East Asia is a well known destination for individuals seeking to explore the sex industry while travelling far from home. Thailand and the Philippines are particularly renowned destinations for sex tourists. Cambodia recently became such a place, once the Thai government was rumoured to be cracking down on the sex industry there. Cambodia is just as beautiful and exotic although it is less known to travellers, making it mysterious, and it is also less expensive than its neighbour. There are three principal destinations in Cambodia that are typically visited by travellers: Phnom Penh, Siem Reap and Sihanouk ville. Research has been conducted concerning the incidence of paedophilia in both Phnom Penh and Sihanouk ville, so it was thought important to gauge people's perceptions on the situation of paedophilia in Siem Reap.

A survey was conducted in Siem Reap during a one-week period to gain insight into how people – both living there and passing through – perceived the situation of paedophilia. It transpired that an equal number of people felt paedophilia to be a problem compared to those who did not. Most persons who perceived paedophilia to be an issue consisted of business owners, which could have been expected, because these respondents have spent a considerable period of time in Siem Reap.

At the same time, however, local authorities appear to be particularly intent on maintaining Siem Reap's current reputation of a place filled with Cambodian history and cultural heritage, thanks to the Angkor Wat Archaeological Park that attracts tourists to Siem Reap. As a result, there are a great number of anti-child sex tourism campaigns warning travellers of the consequences for engaging in sexual activities with minors. Many individuals who were interviewed appeared conscious of both campaigns and penalties. Although the current situation of paedophilia in Siem Reap appears to be relatively small still, and manageable, if nothing is done to eliminate the phenomenon, there is a risk that Siem Reap will become known for the availability of child sex. This would not deter a large number of tourists, according to the survey, but it would most likely prevent responsible tourism in Siem Reap from flourishing as it should.

INTRODUCTION

A number of studies have been carried out in Cambodia to determine the situation of paedophilia in various parts of the country. Recently, the French aid organisation Action pour les Enfants (APLE) conducted research on the incidence of street paedophilia in Phnom Penh, published in 2005⁵⁸ and in June of last year a situational analysis was conducted on the perceived demand for child sex in Sihanouk ville by COSECAM in collaboration with Village Focus International (VFI)⁵⁹. It was decided while examining the extent of child sex tourism

⁵⁸ Grillot, Caroline for Action pour les Enfants (APLE), *"Street Paedophilia" in Cambodia – A Survey on Phnom Penh's suspects and victims*, sponsored by the British Embassy in Cambodia, September 2005.

⁵⁹ von Gyer, Judith for NGO Coalition to Address Sexual Exploitation of Children in Cambodia (COSECAM) with the cooperation of Village Focus International (VFI), *Situation Analysis of Paedophilia in Sihanouk ville – Study of Perceived Demand for Child Sex in Sihanouk ville*, June 2005.

(CST) in Cambodia and evaluating initiatives taken by the Royal Government of Cambodia (RGC), non-governmental organisations (NGOs) and the private sector that an enquiry should be made into perceptions of key persons concerning paedophilia incidence in Siem Reap town.

METHODOLOGY

The approach taken by the researcher in the June 2005 situation analysis of paedophilia in Sihanouk ville was used as a model owing to similar objectives shared by the two studies and the limited time-frame allocated to the Siem Reap investigation. Key persons, on whose views the perception of paedophilia in Siem Reap was to be based, consisted of tourists (backpackers, mid- and upper range), sex tourists, business owners (both Cambodian and foreign) and street children. Claiming to have interviewed sex tourists is an assertion that weighs on a number of assumptions. The researcher visited bars that were rumoured to offer prostitutes and advertised promoting 'subdued lighting' and 'friendly hostesses'. This same place calls itself a "men's bar" in the Siem Reap Angkor Visitors Guide. Another bar merely publicizes the fact that there are bar girls in the establishment. However this does not mean that any or every person who frequents such an establishment has or will engage in sexual activities with a minor. Two places were also visited that were known to attract specifically Asian tourists; this way the study included both Western and Asian 'sex tourists'.

The objective at the outset was to interview 30 tourists (10 backpackers, 10 mid-range and 10 upper-range visitors), 10 sex tourists, 30 business owners (15 Cambodian and 15 foreign) and 10 street children. Two people who were approached appearing to be tourists were in fact foreign residents of Siem Reap (one works for an aid organisation and the other is a bar maid); both were interviewed anyhow. Some of their responses are included in this survey where deemed relevant as an example of perceptions held by foreign residents who are not business owners. As there are only two such respondents, their perceptions do not purport to represent the views of foreigners living in Siem Reap. However it is still useful to obtain their views as they have spent more time in the town than tourists, so they are likely have greater awareness of the situation of paedophilia.

Two researchers were involved in carrying out this study; the first, a Caucasian female, spoke to the tourists, sex tourists and foreign business owners and the second, a Cambodian male, questioned Cambodian business owners, sex tourists and street children. It was felt that one-on-one interviews would provide better results as respondents would not be outnumbered and potentially intimidated as a result (the subject matter alone has this effect on certain people). Individuals appear more willing to talk when only one person undertakes the questioning; it gives a greater impression of confidentiality. For time and communication purposes, it also made sense for the researchers to carry out their interviews separately.

The researchers covered as many areas as possible in Siem Reap, from the Old Market (Psa Chas) to the Angkor Wat Archaeological Park, to the area surrounding the Royal Residence as well as along Sivatha Boulevard and along the Siem Reap River (Stung Siem Reap). The researchers also spoke to people along the National Road 6, as well as tourists in the central Market.

In addition to interviews, meetings were also held with a number of NGOs in Siem Reap addressing the sexual exploitation of children. An international NGO with its main office in Phnom Penh, Friends International, has since autumn 2005 launched its Child Safe

project in Siem Reap. This program aims to combat child sex tourism by targeting motodups, known to facilitate contact between potential perpetrators and vulnerable children. Training on child rights and relevant laws is provided to the moto drivers; in addition, they are encouraged to think that taking only 'good' clients will give them a better reputation and will eventually increase their business. A token monetary incentive is also offered to enhance participants' initial motivation. Moreover, the NGO has recently opened a drop-in centre for children, which offers food, clothing, shower facilities, and the possibility to talk to social workers. Meetings were also arranged with the Siem Reap branches of ADHOC and LICADHO. Unfortunately, the person from ADHOC who had arranged to meet with the researcher had to go to Phnom Penh at the last minute for a pressing matter; the person who stepped in for his colleague was not as aware of ADHOC's child-related activities in Siem Reap as hoped. LICADHO is involved in a number of activities aiming to protect Cambodian children from being sexually abused. The human rights NGO conducts investigations in preparation for interventions carried out by the police for the purpose of rescuing victims of sexual abuse. LICADHO also organises workshops to educate concerned parties – commune counsellors, police officers, teachers, and children selling things around the temples – on matters of child protection and prevention of sexual exploitation of children.

CONSTRAINTS AND LIMITATIONS

High-end tourists were slightly more difficult to approach and interview. Several luxury hotels were visited; in some cases however, management staff prohibited the researcher from making contact with their guests for fear of disturbing them. Where this was permitted, a number of tourists in this category declined to take part in the survey (which almost never happened in the case of backpackers and mid-range tourists). Reasons given included lack of time and understanding of the subject matter. The only other constraint faced in interviewing tourists was with particular visitors of Asian origin; in some cases, the language barrier was such that they did not feel comfortable answering the questions in the study. Alternatively, they participated in the study but came across several questions they could not grasp.

Once again, the value of the answers received from 'sex-tourists' is limited due to the degree of uncertainty involved in classifying respondents in this way. One must distinguish between sex tourists who spend the night with a consenting adult prostitute and a paedophile who engages in sexual activities with a young child, who is for the purposes of Cambodian law, unable to consent to sex. Sex tourists who were questioned were seen receiving massages and kissing Cambodian women; these women all appeared over 18 years of age, according to the bar owner and the researchers' observations. A considerable proportion of men in these bars were seen leaving the establishment unaccompanied (although this does not discount the possibility that they might still end the night in the arms of a young woman). What is more, sex tourists did not appear to know more on the situation of paedophilia than regular visitors, or perhaps this was merely the impression they wanted to give.

Another limitation was that the majority of people who visit Siem Reap stay for a relatively short period of time, ranging from 2-3 days up to a week at the most. During this time, individuals do not necessarily witness a great deal in terms of sex tourism. As one tourist pointed out, there is not much time for 'contact with the outside': tourists spend their days touring the temples, and perhaps some time in the afternoon at the poolside. Dinner and/or drinks might be enjoyed at or near the hotel. So the time-frame during which tourists might observe any inappropriate behaviour between potential paedophiles and vulnerable

children is very narrow. Moreover, a significant number of tourists approached had either arrived on that same day or on the previous day; consequently, several respondents had not been in Siem Reap long enough to have the occasion to observe any improper behaviour.

Street children were approached and questioned by the Cambodian male researcher. The boys interviewed quite readily shared information about their experiences as well as what they had witnessed, although the young girls were much more timid and appeared unwilling to reveal what they knew either from experience or through observation. In retrospect, it would probably have been more conducive to have a Cambodian woman speak to the girls. The children might have felt more comfortable speaking to a woman rather than a man, considering what they may have experienced or heard of through their friends' accounts.

EXPECTED RESULTS

It was expected to gain insight on the situation of sex tourism in Siem Reap in a general manner, rather than receiving substantial feedback on the current situation of child sex tourism or paedophilia in particular. Tourists who come to Siem Reap typically stay for a few days or a week, which might not be sufficient time in which to make a proper impression. The researcher did not envisage discovering that the phenomenon was rampant, rapidly escalating and requiring immediate action. Rather it was thought that people might perceive sex tourism and the incidence of paedophilia to be on the rise, consequent to the increasing number of tourists who travel to Siem Reap. Action is required however, in order to contain the situation so that paedophilia does not rise any further.

QUALITATIVE ASPECT

The qualitative part of this study originates in part from discussions held between the researchers and NGO staff members during meetings. Respondents often initiated a conversation with the researcher on the subject at hand after completing the questionnaire; many of them had most interesting views on the matter. Their observations also constitute a component of the qualitative aspect of this research.

The general impression the researcher made from having spent a week in Siem Reap is that paedophilia is an emerging phenomenon there. At the moment, many people are unaware of the precise situation of paedophilia. Any incidence of paedophilia will not be visible to those who only stay for a short period, as do the majority of tourists coming to visit the temples of Angkor Wat. The little incidence of paedophilia is covert – it is not a thriving phenomenon which cannot be contained. It is either not enough of an issue yet or merely well hidden. Potential offenders know that penalties range up to 20 years' imprisonment, something they may not want to risk. In any case, a significant proportion of people do not perceive paedophilia to be a major issue in Siem Reap. Key persons approached believe the town is well monitored, principally to preserve its current untainted image for the ever-growing number of tourists who come to visit the temples of Angkor Wat. Yet the impact of anti-paedophilia measures that are currently in place needs to be assessed. Effective efforts ought to continue and should be reinforced to ensure that the incidence of paedophilia does not amplify in Siem Reap. The real problem areas that require the focus of persons and agencies involved in combating the phenomenon are Phnom Penh and Sihanouk ville.

In recent years there has been an increase in tourism, including a rise in the incidence of child sex tourism (CST). The growth in tourism in Siem Reap has resulted in greater

numbers of children arriving from surrounding areas as well as from Phnom Penh and Battambang. At the same time, however, the number of campaigns to combat CST has also amplified. The result is that paedophilia and CST activities have undoubtedly gone ‘underground’, while a greater proportion of the general public are now conscious of CST and related issues. Local authorities appear to be making a great deal of effort to repress paedophilia incidence in Siem Reap, perhaps even more than in other parts of the country, perhaps in order to safeguard the town’s reputation as a site of cultural heritage.

Children are increasingly approaching adults rather than the other way around. They try to sell postcards, bracelets or books. Or they ask for some food or money, while displaying irresistible facial expressions. Sometimes children also want to play with tourists, or simply talk. Unfortunately, sometimes they want more; over time, children have discovered what it is particular tourists are after, and the money that accompanies such services. According to one mid-range tourist, two Western males were propositioned by a six-year old Cambodian girl. It is not certain how they came to know of the girl’s age – whether she told them or if they estimated her age based on her appearance. The men turned her down, thankfully. Children are becoming increasingly aware of quick ways to earn a few dollars and they are taking more initiative as a result.

RESEARCH FINDINGS: QUANTITATIVE DATA

Nationality of respondents (87 people were interviewed in total):

Nationality	Business Owners	Children	Foreign Residents	Tourists	Sex Tourists
Australia	1	0	1	3	0
Belgium	2	0	0	0	0
Brazil	0	0	0	1	0
Cambodia	14	15	0	0	1
Canada	0	0	0	1	1
China	1	0	0	0	0
England	2	0	0	8	0
France	7	0	0	5	2
Germany	0	0	0	2	1
Indonesia	1	0	0	0	0
Israel	0	0	0	1	0
Japan	1	0	0	1	2
Norway	0	0	0	1	0
Scotland	0	0	0	1	0
Singapore	0	0	0	1	0
South Korea	0	0	0	1	1
Sweden	0	0	1	0	0
Thailand	0	0	0	0	1
USA	1	0	0	4	1
TOTAL=	30	15	2	30	10

Do tourists travel independently or as part of an organised tour group? (This question was asked of both tourists and sex tourists). According to the respondents, a majority of visitors travel by following their own route (87.5%) while a mere 12.5% tourists joined an organised tour. Individuals travelling in a group varied in terms of age, budget as well as nationality.

Would people recommend Siem Reap as a good destination for a family holiday? (See the table below.) The majority of business owners (approximately 83%) would advise families to visit Siem Reap, although it is difficult to ascertain whether this is an objective response or whether they would recommend anyone to Siem Reap for the sake of business. Tourists were quite divided on this matter; almost half of the visitors interviewed (46.7%) perceived Siem Reap as being a good place for a family. However, 33.3% of tourists (n=10) would not recommend Siem Reap as a holiday destination for families. Several individuals had difficulty answering either yes or no to this question; a number of people said their answer depended on how old the children were. Several respondents who answered 'No' did so not due to (perceived) incidence of paedophilia in Siem Reap or the town's reputation, but merely because they did not feel that small children would adequately appreciate the temples of Angkor Wat.

	YES	NO	DON'T KNOW	NO RESPONSE
Business Owners	25	1	3	1
Foreign Residents	2	0	0	0
Tourists	14	10	5	1
Sex Tourists	8	1	1	0
TOTAL	49 (68.06%)	12 (16.67%)	9 (12.50%)	2 (2.78%)

When asked whether they perceived Siem Reap as a place attracting child sex tourists before their first visit, most people answered 'No', although a considerable number of people had such a perception regarding Phnom Penh specifically or Cambodia in general. Others said merely that South East Asia was known for its widespread sex industry; a few interviewees referred to Thailand's reputation in particular. If respondents had ever *heard* of a place appealing to child sex tourists, it was Phnom Penh, Poipet or Cambodia as a whole rather than Siem Reap. These two questions were put to tourists, sex tourists and foreign residents only – children and business owners were not asked – so the total number of respondents in the two tables that follow is 42 (from which percentages were calculated). The results below illustrate that an overwhelming majority of individuals questioned neither perceived Siem Reap as a destination for paedophiles neither had they heard of it being such a place before their earliest visit.

Did you perceive Siem Reap as a place that attracted child sex tourists before you arrived?

	YES	NO	DON'T KNOW	NO RESPONSE
Foreign Residents	0	1	1	0
Tourists	4	26	0	0
Sex Tourists	0	9	0	1
TOTAL	4 (9.5%)	36 (85.7%)	1 (2.4%)	1 (2.4%)

Had you heard of Siem Reap as a destination attracting child sex tourists before you arrived?

	YES	NO	DON'T KNOW	NO RESPONSE
Foreign Residents	0	1	0	1
Tourists	1	28	1	0
Sex Tourists	1	9	0	0
TOTAL	2 (4.8%)	38 (90.5%)	1 (2.4%)	1 (2.4%)

One of the questions in the survey attempted to determine what indicators people use to identify a potential paedophile – what kind of behaviour arouses suspicion in an observer's mind as to the intentions of an adult interacting with a child? 50% of the respondents who answered this question (n=48) indicated that taking a child into a bar, restaurant or hotel would cause them to be concerned. 18.75% replied that they would become suspicious if an adult took a young Cambodian child on a trip. 12.5% thought a man touching a child might be a potential paedophile, while another 12.5% would suspect a man who bought food, beverages or gifts for a Cambodian child. However, many business owners commented on the fact that the majority of tourists feel sorry for street children so they buy them something to eat or drink – this does not make them potential paedophiles. A mere 8.3% responded that a man playing with a child would be a potential paedophile. 12.5% selected 'Other' and specified the following as implicating a potential paedophile: misplaced gestures, buying sexual services from a child, taking photographs of or with a young child, and finally, sexual intercourse with a child. Three people mentioned sex intercourse as an indicator of a *potential* paedophile – a business owner and two children.

Do you perceive paedophilia to be a problem in Siem Reap?

	YES	NO	DON'T KNOW	NO RESPONSE
Business Owners	13	4	12	1
Foreign Residents	1	1	0	0
Tourists	6	11	13	0
Sex Tourists	0	6	4	0
Street children	3	1	10	1
TOTAL	23 (26.4%)	23 (26.4%)	39 (44.8%)	2 (2.3%)

For various reasons, a considerable number of interviewees (almost half at 44.8%) did not know how to answer this question. Some visitors had only just arrived and felt they could not make such a judgement. Others may or may not have witnessed inappropriate behaviour between an adult and a child but felt that this still did not place them in a position to say whether or not paedophilia was a problem in Siem Reap. Many respondents who answered 'Don't Know' were in fact business owners. One would have thought that since they reside in Siem Reap (excluding the two foreign residents) that they would be best placed to make an informed judgement.

People who perceived paedophilia as a problem in Siem Reap (23 respondents in total) were asked if they thought it was on the increase (see the table below). This question was directed at business owners, foreign residents, tourists and children on the streets. Unfortunately, the six tourists who perceived paedophilia as an existing problem in Siem Reap were all first-time visitors so they were unable to judge whether or not the phenomenon had amplified. Interestingly, most of the business owners who believed paedophilia to be a

problem in Siem Reap were of Cambodian rather than foreign origin. Seven business owners thought that paedophilia was on the rise since they came to Siem Reap; of these, five were Cambodian.

Do you believe that paedophilia has increased since you first arrived in Siem Reap?

	YES	NO	DON'T KNOW	NO RESPONSE
Business Owners	7	1	5	0
Foreign Residents	1	0	0	0
Street children	2	0	1	0
TOTAL=	10	1	6	0

Business owners were asked whether they felt that this increase in paedophilia has had a negative impact on the image of Siem Reap as a tourist destination in general and on their business in particular. Children also answered this question, but considering only two responded that paedophilia was a problem, and on the rise, it was thought that the number of children was too small to produce persuading results. The responses were fairly evenly divided regarding whether or not the perceived increase in paedophilia would impact tourist arrivals into Siem Reap. People will undoubtedly continue to come to Siem Reap for the experience of visiting the temples of Angkor Wat. However, if the image of Siem Reap is tainted by the image of child sex tourism and paedophilia, some people may be dissuaded from returning to Siem Reap. Families would probably fall into such a category, with parents preferring not to bring their children to a place where children are sought out for sexual activities. Of the seven business owners who replied that paedophilia incidence has amplified since their arrival in Siem Reap, three (42.9%) believe that this rise has had a negative impact on the way Siem Reap is perceived, two (28.6%) replied that this increase has not damaged the town's reputation and two were uncertain. The majority (85.7% or 6 individuals) do not consider this increase to have negatively affected their own business, while one person (14.3%) was unsure.

Tourists were asked whether they thought they would return to Siem Reap at some point in the future (question 11):

	YES	NO	DON'T KNOW	NO RESPONSE
Backpackers	6	2	2	0
Mid-range	4	4	2	0
High-end	4	3	2	1
TOTAL	14 (46.67%)	9 (30%)	6 (20%)	1 (3.33%)

If Siem Reap became known for the availability of child sex, would this reputation stop people from returning? The table below displays the responses of all 30 tourists interviewed, not only those who initially said they would come back to Siem Reap, i.e. who replied YES to question 11. The reason for this is that interviewees appeared to respond to question 26 in isolation of their feelings as expressed in question 11. People tended to think, regardless of whether they themselves would return, whether they would be dissuaded from a further visit if Siem Reap were to gain such a reputation. Regardless of their realistic estimation as to whether they might visit Siem Reap in the future, two thirds of tourists

questioned asserted that their decision to return would not be affected by Siem Reap's reputation for the availability of child sex. Still, 26.67% tourists would *not* take another trip to Siem Reap if it became known for the prevalence of paedophilia.

	YES	NO	DON'T KNOW	NO RESPONSE
Backpackers (BP)	1	8	1	0
Mid-range (MR)	3	6	1	0
High-end (HE)	4	6	0	0
TOTAL	8 (26.67%)	20 (66.67%)	2 (6.67%)	0

Why do you think paedophiles come to Siem Reap? (For this and the following question on how paedophiles are thought to get hold of children – only respondents who answered yes to the question 'Do you think paedophilia is a problem in Siem Reap?' would have answered these questions. Sex tourists are excluded here as no interviewees in this category answered either of these two questions. Respondents could select more than one answer so the totals may be more than the actual number of interviewees.)

	Impunity	Substantial # children available	Easy access to children	Other	Don't Know	No response
Business Owners	7	4	11	5	4	1
Foreign Residents	0	0	1	0	0	1
Tourists	0	0	6	3	1	0
Street Children	1	2	1	3	9	1
TOTAL	8	6	19	11	14	3

The most common answer to this question was the ease of access to children in Siem Reap; this is facilitated by the significant number of unattended children who play or hang around in the streets as well as the many non-child sex tourists who act as camouflage for the real perpetrators. 'Other' reasons specified by respondents for paedophiles coming to Siem Reap included the poverty of local inhabitants and the desperate position they find themselves in, the power of money, and a lack of education.

How do paedophiles get hold of children?

	Around temples	In bars	Via motodups	In brothels	Other	Don't Know	No Response
Business Owners	5	12	7	9	11	6	0
Foreign Residents	0	1	1	0	0	0	0
Tourists	1	2	1	3	3	2	0
Street Children	2	11	3	3	2	2	0
TOTAL	8	26	12	15	14	10	0

The most widely held perception appears to be that paedophiles acquire children in bars. According to the responses in the table above, it is also common for perpetrators to get

hold of their prey in brothels and with the help of motodups. Numerous interviewees selected 'Other' noting that offenders are likely to approach children on the streets, because they abound there without any supervision. People also stated the following means that perpetrators likely employ to get hold of children: tour guides, hotel and guesthouse staff members are used as facilitators between children and potential offenders, children are plentiful around the royal garden, and the Internet is another useful resource for obtaining children.

Have you seen, heard or suspected a **Westerner** of acting inappropriately towards a young Cambodian child?

	YES	NO	DON'T KNOW	NO RESPONSE
Business Owners	16	13	0	1
Foreign Residents	1	1	0	0
Tourists	3	26	1	
Sex Tourists	2	8	0	0
Street children	8	6	0	1
TOTAL	30 (34.5%)	54 (62.1%)	1 (1.15%)	2 (2.3%)

Children were asked if they had encountered Westerners or Asians who had behaved improperly towards them as well as whether they had witnessed this happening to other Cambodian children; they were also asked if anybody had approached them requesting sex services. Fifteen children were interviewed; among these, nine children (60%) responded that they had either been approached themselves by a Western and/or Asian national, they had witnessed an Asian or Westerner behaving improperly towards another child or had been asked whether they offered sex services. The most frequent occurrence was that of a child witnessing a Caucasian man acting inappropriately towards another child (eight incidences). The total number of incidents adds up to more than nine (n=17) because some children experienced an unpleasant encounter in addition to observing somebody acting improperly toward another Cambodian child. Three children were approached for sex services; all were in the 15-18 years age bracket and only one of them was a girl. One of the boys was approached by an Australian middle-aged woman; the other two instances involved Western men.

Have you ever seen, heard or suspected a **Cambodian** or other **Asian** national acting inappropriately towards a young Cambodian child?

	YES	NO	DON'T KNOW	NO RESPONSE
Business Owners	10	19	0	1
Foreign Residents	0	2	0	0
Tourists	0	28	1	1
Sex Tourists	1	9	0	0
Street children	1	12	2	0
TOTAL	12 (13.8%)	70 (80.5%)	3 (3.4%)	2 (2.3%)

Although a mere 9.5% interviewees perceived Siem Reap as a place attracting child sex tourists and only 4.8% respondents had heard of the town being known as such a place, 26.4% of individuals questioned identified paedophilia as being a problem in Siem Reap. (The percentages 9.5% and 4.8% were obtained from a total of 42 people who responded to those particular questions whereas 26.4% was obtained from a calculation involving all 87 respondents. The two smaller percentages added together represent 6 individuals, while the

latter percentage corresponds to 23 people.) So on what did people base their perception of Siem Reap having a paedophilia problem? It appears that people came to such conclusions as a result of what they witnessed during their stay in Siem Reap. Although the majority of respondents did not notice any inappropriate behaviour on the part of a Westerner (62.1%) or a Cambodian or other Asian national (80.5%), a number of people did witness some improper conduct. Over a third of interviewees (34.5%) observed a Western man acting unsuitably towards a Cambodian child; most of these respondents were business owners. This makes sense as business owners have resided in Siem Reap for a longer period of time and as such are more likely to witness such behaviour than transient visitors. A smaller fraction – 13.8% – of interviewees witnessed a Cambodian or other Asian national acting improperly towards a Cambodian child; again, these were mainly business owners. Adults (of Asian origin) who were seen acting unsuitably towards children included nationals from the following countries: China, Japan, Malaysia, Singapore, South Korea, and Vietnam.

The survey included a question about existing anti-paedophilia campaigns in order to evaluate whether the general public is aware of these efforts and whether they believe these campaigns to be effective. These questions were only put to business owners and children; in retrospect it would have been valuable to obtain the views of tourists and sex tourists on this matter as well. As visitors tend to stay in Siem Reap only for a short period, it would be interesting to grasp what impact, if any, current campaigns have on them in the short time they spend in the town. 46.7% of interviewees are aware of existing anti-paedophilia campaigns in Cambodia, while 17.8% are not conscious of any such initiatives. The remaining 35.5% replied with either 'Don't Know' or 'No Response'. The majority of individuals who are aware of efforts against paedophilia comprise business owners. This seems right for several reasons including the fact that many posters and signs that constitute part of a campaign are in English – street children do not necessarily read English. If they do, they may lack the education to understand the meaning behind these banners condemning the sexual exploitation of children. It was encouraging that almost all 'aware' respondents were able to specify actual campaigns to combat paedophilia. The following organisations or campaigns were identified: UNICEF, AIDéTouS, Friends International (the ChildSafe project in particular), World Vision Cambodia, CWCC, Department of Tourism (DoT) workshops, tourist guides (especially the back page of the Siem Reap Angkor Visitors' Guide), billboards, posters, and the Ministry of Interior hotline. One child who was interviewed stated that police officers undertake regular checks for minors in hotels and guesthouses.

The researchers also enquired about people's views on the impact of anti-paedophilia campaigns. Regardless of their previous answer, the only reply from children to this question was 'Don't Know' so they have been excluded from present calculations. In the previous question, 21 individuals deemed they were aware of on-going anti-paedophilia efforts: 17 business owners and 4 children. To the question, how effective do you believe these initiatives are in deterring potential paedophiles coming to Siem Reap, the answers to choose from were 'Very Effective', 'Effective', 'Ineffective', 'Very Ineffective', 'Don't Know' and 'No Response'. 64.7% responded 'Effective', 11.8% replied 'Ineffective', 5.88% said 'Very Effective' and the remaining 17.6% did not know whether these campaigns constituted an effective deterrent for potential paedophiles. Unfortunately, due to the small number of respondents, it is not possible to draw significant conclusions from the results obtained. Eleven people believe that anti-paedophilia initiatives in Siem Reap are effective, while two people labelled them ineffective. Such a minor sample cannot constitute a genuine representation of the general population's views. As one business owner who finds the campaigns effective pointed out, potential offenders might avoid Siem Reap but they will

simply go somewhere else – that is not eliminating the problem itself. Anti-paedophile campaigns must address the source of the issue. A number of business owners complained that all the posters and banners seen around town target white or Western men even though it is well known that the most common child sex offenders are of Cambodian, or at least Asian origin. He said the campaigns are effective for warning off Caucasians but if the majority of perpetrators are Asian, campaigns ought to be targeting Asians. As it has already been noted, most posters and banners warning potential offenders regarding the sexual exploitation of children are in English; they should be in additional languages or at least a portion of signs should be printed in Khmer or other Asian characters.

Who do you think is responsible for addressing paedophilia in SR? (Respondents could select as many answers as they wanted, so the totals are more than the actual number of interviewees.)

	Business Owners	Foreign Residents	Tourists	Street Children	TOTAL
Cambodian government	16	1	3	0	20 (41.7%)
Local authorities	16	0	4	2	22 (45.8%)
Western governments	3	0	4	0	7 (14.6%)
International community	7	0	3	0	10 (20.8%)
Local communities	8	0	3	0	11 (22.9%)
NGOs	12	0	3	0	15 (31.3%)
No one	0	0	0	0	0
Other	4	0	2	1	7 (14.6%)
Don't Know	4	0	0	9	13 (27.1%)
No response	0	0	0	2	2 (4.2%)

According to the survey, individuals feel that the responsibility for addressing the paedophilia issue lies primarily with the local authorities (45.8% respondents), although it is also the duty of the Cambodian government (41.7%). 31.3% of interviewees also considered that NGOs should have a role in dealing with the matter of paedophilia. The local community, international community and Western governments are also considered – although to a lesser extent – responsible for tackling this issue (22.9%, 20.8% and 14.6% respectively). Several persons believe that everybody is under an obligation to assist in combating paedophilia as it affects a community in its entirety; the government, authorities, communities, international organisations and the general public should all work together in a concerted manner. Somebody also stated that children themselves should be involved in the fight against paedophilia; children should definitely participate in such a venture as they could benefit themselves and hopefully prevent others from becoming victims themselves.

The researchers enquired what people thought should be done by those responsible to address paedophilia in Siem Reap. (Once again, respondents could select as many answers as they wanted, so the percentages add up to more than 100 %.) The most commonly held view (shared by 37.5% of interviewees) is that the government – and others responsible for

combating this issue – should enforce existing paedophilia-related laws more rigorously. Subsequently, the relevant authorities and organisations should launch additional anti-paedophile campaigns, according to 22.9% of respondents. There was also significant support for adopting stricter laws and for the monitoring and reporting of suspected paedophiles (each selected by 20.8% persons interviewed).

People had many ideas for other strategies that should be implemented in order to try and prevent the incidence of paedophilia. Police and government officials reportedly constitute a significant proportion of child sex offenders; action needs to be taken against these perpetrators, who should not be permitted to seek protection behind their position or rank. Laws shall apply to anyone and everyone alike. Additionally, parents need to be held more accountable, or take more responsibility for what befalls their children. There are so many children wandering the streets; parents are either unaware that their children are on the streets or of the potential risks, or they are careless as to where their children are. In addition, there are cases where parents contribute, participate or even profit from the victimisation of their children; individuals should have to answer to somebody in such cases.

One respondent explained that in Asia the issue of paedophilia is not as serious as it might be perceived in Europe. People living in Asia have a different mentality, meaning that a child who has grown up in Asia is less traumatised than a European child would be after experiencing sexual abuse. In Europe, only a sick man would have sex with a child. In Asia, however, there are certain myths and beliefs that may cause a regular, balanced man to want to engage in sexual activities with a young child. Such myths include that men will be rejuvenated or even cured of STDs after having sexual intercourse with a pubescent child or a virgin. If this view is correct (it might simply be a justification for criminal behaviour) time and resources need to be focused on altering people's perceptions in this regard; these myths must be exposed as false and inaccurate. In addition, further capacity building is required. Cambodian people need to develop critical thinking skills so as to be able to address such problems themselves, without depending on outside help. As it is a problem existing in Cambodia, Cambodians are better suited to deal with this problem than foreigners who are from a different land, a different culture.

The general public, especially children, need to receive instruction on self-protection to prevent them becoming victims in the first place. Awareness raising should proceed, on as wide a scale as possible, targeting in particular those individuals working in the tourism industry. Greater efforts should be concentrated on finding alternative sources of income for poor, vulnerable families whose children are at risk or already living/ working on the streets. There needs to be a way to create more jobs in agriculture, manual labour, or the garment industry that are sufficiently lucrative so that the sex industry no longer has its appeal.

If nothing is done to address paedophilia, researchers enquired of interviewees, do you believe Siem Reap will increasingly gain a reputation for the availability of child sex? Results obtained from this question make perfect sense. According to almost half the respondents, 47.3% to be exact, if paedophilia persists and amplifies, Siem Reap – which has no such reputation today – will eventually be known as a place where child sex is available. At this stage, preventive action must be taken to contain the problem; the incidence of paedophilia must not be permitted to escalate. A problem is easier to resolve while it is still small and manageable, as is the case with paedophilia in Siem Reap today. 12.3% of interviewees believe that Siem Reap will not increasingly gain such a name for itself, while 34.5% were uncertain and 10.9% did not respond.

Would you be prepared to monitor and/or submit information on potential offenders to the relevant authority?

	YES	NO	DK	NR
Business Owners	19	5	3	3
Street Children	5	0	1	9
TOTAL	24 (53.5%)	5 (11.1%)	4 (8.9%)	12 (26.7%)

The results from this question are encouraging in that the majority of interviewees (53.5%) claimed that they would be willing to assist in monitoring and reporting suspicious behaviour to the appropriate authority. This proportion comprises a considerable number of business owners (n=19) who are in an ideal position to assist local authorities and NGOs in efforts to combat paedophilia. A small fraction of business owners stated that their assistance would only be available on condition of anonymity. 11.1% of respondents (or 5 business owners) are unwilling to become implicated; some believe that getting involved would only attract trouble. In addition, since a considerable number of high-ranking officials are said to be implicated or at least aware of the incidence of paedophilia, some respondents appeared uncertain as to which authority they could approach with confidence. People appeared more willing to report information that would assist an on-going investigation rather than being the first to raise suspicions concerning somebody. Apparently, foreigners have been falsely accused of being paedophiles in the past, therefore people are careful not to repeat the mistake; even if the story is eventually cleared up, a false accusation of involvement in child sex brings about just as much stigma as a conviction. There was also a feeling among certain foreign business owners that this is a Cambodian (and overall, Asian) issue that should be addressed by Cambodians (or Asians) and that foreigners should not meddle in their affairs.

CONCLUSIONS

Approximately a quarter of respondents perceived paedophilia to be a problem. People's perceptions of paedophilia in Siem Reap appeared predominantly based on observations in the town itself rather than by what people knew or heard about Siem Reap prior to their visit. Nonetheless, two thirds of tourists questioned said they would not be dissuaded from returning to SR if the town became known for the availability of child sex. Most of the respondents who felt that paedophilia was an issue comprised business owners; over the months or years they have been in Siem Reap, they have undoubtedly observed numerous incidents making them more conscious of any such on-going activity. Tourists, however, are only ever in town for a short period and therefore rarely have time to gain proper insight into the situation of paedophilia in Siem Reap. Among those who felt paedophilia is a problem, the majority felt that the phenomenon had increased since their arrival in Siem Reap.

More than a third of the respondents witnessed a Westerner acting inappropriately towards a Cambodian child. Only a little more than ten per cent of interviewees had observed a Cambodian act improperly toward a child. According to results obtained, children are said to be acquired most typically in bars, brothels and from the streets. Interviewees deemed that the principal reason attracting paedophiles to Siem Reap is the easy access to children (noted by the significant number of children playing or hanging around on the streets unattended).

Nine out of the fifteen children who were interviewed had either experienced improper manners on the part of an adult (of either Western or Asian origin) or seen another child

endure the inappropriate behaviour of an adult. An aid worker employed in Siem Reap estimated that as many as 80% of street children there have been abused in some manner. The streets need to be cleared of all these children; primarily for the sake of the children's health and safety but also for the image of Siem Reap town. At the same time, more NGOs should establish branch offices in Siem Reap, including centres for street children. Children need to be taken off the streets and given the opportunity to take a different path of life. Health care, basic primary education (beginning with literacy and numeracy), and various training courses could be provided, for instance.

From the survey results, it appears that paedophilia does occur in Siem Reap, although most often covertly. However, as Siem Reap is a small town, it is difficult to remain anonymous, therefore people hear of such on-going activities. With the increase of tourists arriving in Siem Reap, it may be that paedophilia is on the rise. At present, however, the incidence of paedophilia is presumably still relatively low in comparison to other Cambodian cities such as Phnom Penh or Sihanouk ville – the problem must be contained to prevent it from escalating to unmanageable proportions. The campaigns currently in place appear to be quite effective in raising awareness among regular tourists. Efforts to combat paedophilia in Siem Reap could be improved by directing campaigns towards Cambodians and other Asians who are said to sexually abuse young children in the majority of cases.

The most commonly held opinion was that the local authorities were primarily responsible for addressing paedophilia in Siem Reap (with the Cambodian government a close second). Essentially, all sectors should work together to combat paedophilia as it is a problem that concerns everybody. It was deemed most important, at this stage, to strengthen current regulations and enhance law enforcement. More than half of the respondents said they would be willing to assist in monitoring and submitting information concerning potential paedophiles, although certain conditions such as anonymity were attached to promises of cooperation. (Not all interviewees responded to this question, however.)

Although the results obtained from the survey conducted in Siem Reap revealed some interesting data, it should be pointed out that in some cases the number of interviewees who responded to a particular question was too small from which to make generalisations. Therefore, the study mostly indicates a number of trends rather than producing persuasive conclusions.

RECOMMENDATIONS

- Additional campaigns should be put in place that target potential child sex offenders of Cambodian and other Asian origins.
- Business owners and children should become more involved in the fight against paedophilia; they are in an ideal position to witness and report incidences to authorities.
- The government through its police force should build a network in provincial centres for the reporting of suspected paedophiles anonymously. This should alleviate people's fears and make them more willing to report incidences of paedophilia.

- The situation of paedophilia should be closely monitored by local authorities to ensure the phenomenon does not grow and in order to be better equipped to fight it.
- Research on the incidence of paedophilia should be regularly conducted on a small scale in order to detect any changes in trends and consequently adapt investigation methods.
- Additional NGOs should be established in Siem Reap with both drop-in and longer term centres for street children so as to offer them an alternative life to one on the streets.
- Local authorities and NGOs should work together to provide additional employment opportunities for Siem Reap inhabitants to alleviate poverty and prevent children from moving to a life on the streets.
- Sentences meted out to convicted paedophiles should be proportionate to the offence committed. In addition, the condemned accused should be ordered to pay restitution to all victims.