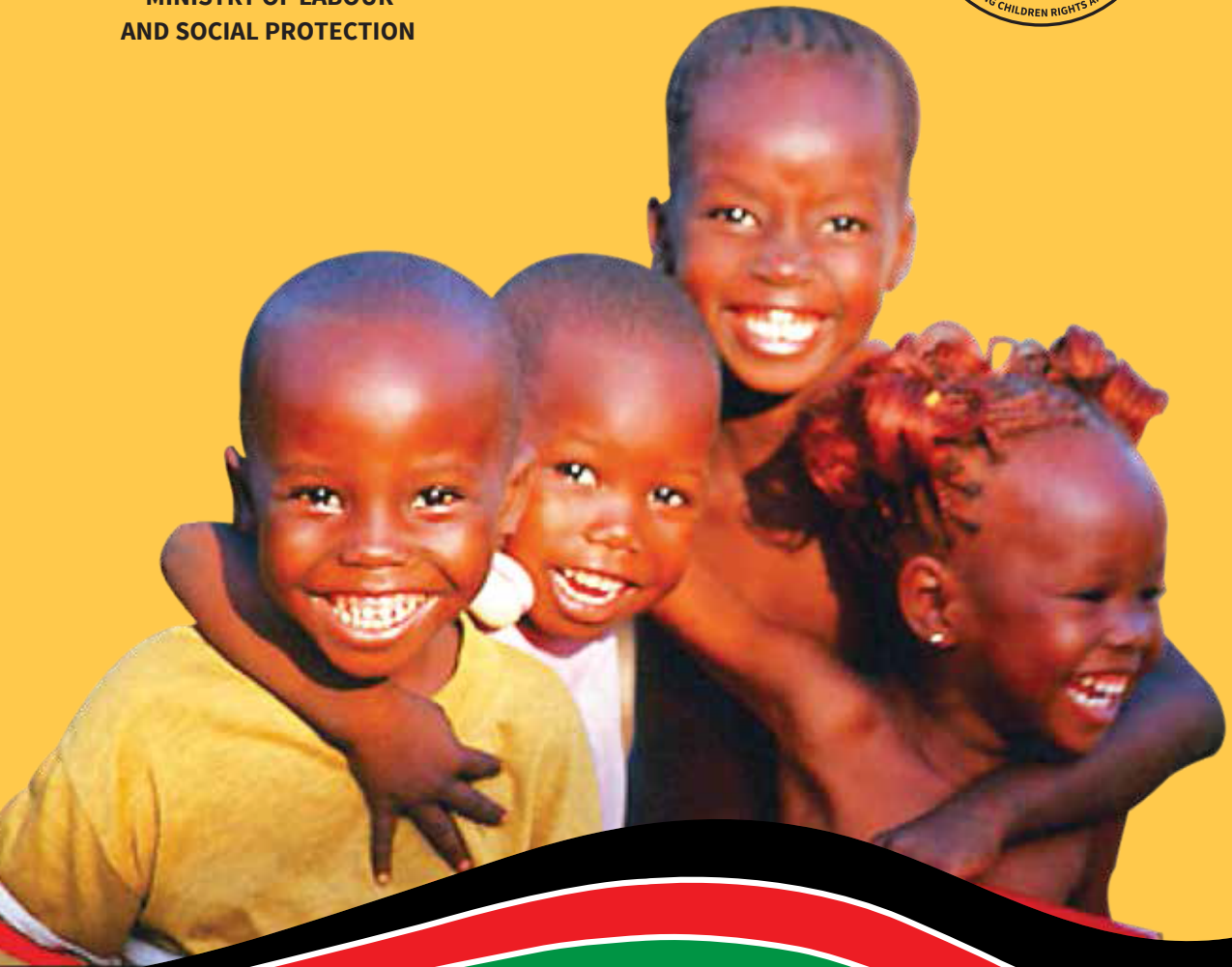




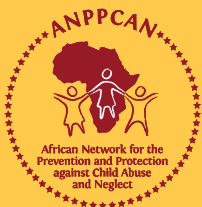
REPUBLIC OF KENYA

MINISTRY OF LABOUR  
AND SOCIAL PROTECTION



# NATIONAL PLAN OF ACTION AGAINST SEXUAL EXPLOITATION OF CHILDREN IN KENYA

2018 - 2022



**NATIONAL PLAN OF ACTION AGAINST SEXUAL  
EXPLOITATION OF CHILDREN IN KENYA  
2018 - 2022**

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# ACRONYMS

<b>AAC</b>	Area Advisory Council
<b>ACRWC</b>	African Charter on the Rights and Welfare of the Child
<b>ANPPCAN</b>	African Network for the Prevention and Protection against Child Abuse and Neglect
<b>CBO</b>	Community Based Organisation
<b>CEOP</b>	Child Exploitation and Online Protection Centre
<b>CHV</b>	Community Health Volunteer
<b>CHW</b>	Community Health Worker
<b>COP</b>	Child Online Protection
<b>CPIMS</b>	Child Protection Information Management System
<b>CPU</b>	Child Protection Unit
<b>CRC</b>	Child Rights Club
<b>CSEC</b>	Commercial Sexual Exploitation of Children
<b>CSO</b>	Civil Society Organisation
<b>CWDs</b>	Children with Disabilities
<b>DCI</b>	Directorate of Criminal Investigations
<b>DCS</b>	Department of Children's Services
<b>ECPAT</b>	End Child Prostitution, Child Pornography and Trafficking for Sexual Purposes
<b>GBVRC</b>	Gender Based Violence Recovery Centre
<b>HAK</b>	Healthcare Assistance Kenya
<b>HIV/AIDS</b>	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
<b>ICTs</b>	Information and Communications Technologies
<b>IEC</b>	Information, Education and Communication Materials
<b>IGAs</b>	Income Generating Activities
<b>IJM</b>	International Justice Mission
<b>ILO</b>	International Labour Organization
<b>ISPCAN</b>	International Society for the Prevention against Child Abuse and Neglect
<b>KCA</b>	Kenya Children Assembly
<b>LAAC</b>	Locational Area Advisory Council
<b>NCA</b>	National Crime Agency - United Kingdom
<b>NCCS</b>	National Council for Children's Services
<b>NGOs</b>	Non Governmental Organisation

<b>SEC</b>	Sexual Exploitation of Children
<b>SOPs</b>	Standard Operating Procedures
<b>TWG</b>	Technical Working Group
<b>UNCRC</b>	United Nations Convention on the Rights of the Child
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>VCO</b>	Voluntary Children Officer
<b>WFCL</b>	Worst Forms of Child Labour

# TERMINOLOGY AND DEFINITIONS

TERM	DEFINITION
<b>Child</b>	An individual who has not attained the age of eighteen years <sup>1</sup> or any human being under the age of eighteen years. <sup>2</sup>
<b>Child abuse</b>	The World Health Organization (WHO) defines child abuse and child maltreatment as “all forms of physical and/or emotional ill-treatment, sexual abuse, neglect or negligent treatment or commercial or other exploitation, resulting in actual or potential harm to the child’s health, survival, development or dignity in the context of a relationship of responsibility, trust or power.” <sup>3</sup>
<b>Defilement</b>	An act which causes penetration of a child’s genital organs. <sup>4</sup>
<b>Child sexual abuse</b>	Child sexual abuse is the involvement of a child in sexual activity that he or she does not fully comprehend, is unable to give informed consent to, or for which the child is not developmentally prepared and cannot give consent, or that violates the laws or social taboos of society. <sup>5</sup>
<b>Child sexual exploitation</b>	Type of child abuse that happens when a child is performing, and / or another or others are performing on them, sexual activities in exchange for something (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts or money). <sup>6</sup>
<b>Commercial sexual exploitation of children</b>	Comprises sexual abuse by the adult and remuneration in cash or kind to the child or a third person or persons. The child is treated as a sexual object and as a commercial object. It constitutes a form of coercion and violence against children and amounts to forced labour and contemporary form of slavery. <sup>7</sup>
<b>Sexual exploitation of children in travel and tourism</b>	The commercial sexual exploitation of children by persons who travel from one place to another and engage in sexual acts with children. <sup>8</sup>
<b>Child pornography</b>	Material depicting acts of sexual abuse and/or focussing on the genitalia of the child. <sup>9</sup>
<b>Child Prostitution</b>	The sexual exploitation of a child for the remuneration in cash or in kind. It involves the sexual exploitation of the vulnerability of children for cash or some other form of pay.
<b>Private sector</b>	The part of the national economy that is not under direct state control.

<sup>1</sup>Government of Kenya, The Constitution of Kenya, 2010

<sup>2</sup>Government of Kenya, The Children Act, 2001

<sup>3</sup>World Health Organisation, <http://www.who.int/en/news-room/fact-sheets/detail/child-maltreatment> accessed on 25 April 2018

Government of Kenya, The Sexual Offences Act, 2006

<sup>4</sup>WHO Guidelines [http://www.who.int/violence\\_injury\\_prevention/resources/publications/en/guidelines\\_chap7.pdf](http://www.who.int/violence_injury_prevention/resources/publications/en/guidelines_chap7.pdf)

<sup>5</sup>Interagency Working Group on Sexual Exploitation of Children (2016), ‘Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse. Retrieved from <http://luxembourgguidelines.org/>.

<sup>6</sup>Ibid, p. 26

<sup>7</sup>ANPPCAN, Study on Sexual Exploitation of Children in Travel and Tourism in Kenya, 2015 Interagency Working Group on Sexual Exploitation of Children (2016), ‘Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse. Retrieved from <http://luxembourgguidelines.org/>.

<sup>8</sup>Interagency Working Group on Sexual Exploitation of Children (2016), ‘Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse. Retrieved from <http://luxembourgguidelines.org/>.

<sup>9</sup>UN General Assembly, Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, 16 March 2001, A/RES/54/263, available at: <http://www.refworld.org/docid/3ae6b38bc.html> [accessed 25 April 2018]

# FOREWORD

A large number of children in Sub-Saharan Africa are subjected to abuse and maltreatment of one form or another. This can be physical abuse, neglect, emotional or psychological abuse, sexual abuse or child labour. Of all the forms of child abuse, sexual abuse and exploitation of children is the most traumatic, with short and long term consequences on the child. Research has shown that one out of three girls and one out of five boys have experienced sexual abuse in their childhood.<sup>10</sup>

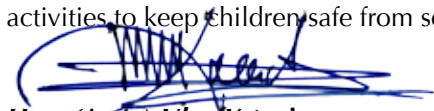
Many countries in Africa, Kenya included, have put in place measures to ensure that children are protected from sexual abuse and exploitation. These efforts gained traction from the three world congresses against sexual exploitation of children held in Stockholm, Sweden (1996), Yokohama, Japan (2001) and Rio de Janeiro, Brazil (2008). Kenya took part in the three world congresses and committed to put measures in place to protect children from sexual exploitation.

Over the last two decades, sexual exploitation of children has worsened due to many factors. These include rural-urban migration, the breakdown of social morals and norms, increased national and international travel and tourism, and to a large extent globalization, occasioned by the expansion of information and communication technologies and the internet. To protect children from abuse, Kenya has ratified relevant international and regional conventions and treaties, enacted laws and developed policies with safeguards to protect children from abuse, especially sexual exploitation.

In 2013, the Government of Kenya, in collaboration with stakeholders, developed the first National Plan of Action against Sexual Exploitation of Children which outlined activities to be implemented for the protection of children from sexual exploitation. This National Plan of Action (2018-2022) is a follow-up to the first National Plan of Action, outlining activities to be implemented to further strengthen the protection of children at risk and victims of sexual exploitation in Kenya.

Activities outlined in this National Plan of Action fall into six thematic areas, namely: identification, prevention, protection, rescue, recovery and reintegration, and child participation, with the attendant coordination, monitoring and evaluation. The Plan presents detailed activities to be implemented by the Government and partners to prevent and protect children from sexual exploitation in Kenya.

This National Plan of Action against Sexual Exploitation of Children in Kenya therefore provides a roadmap of activities to be implemented by state and non-state actors in Kenya in the period 2018-2022 to prevent and protect children from sexual exploitation. The Plan offers an opportunity to stakeholders in the children sector to mobilize resources for the planned activities to keep children safe from sexual exploitation.



**Hon. (Amb.) Ukur Yatani,**  
*Cabinet Secretary*  
*Ministry of Labour and Social Protection*

<sup>10</sup> UNICEF Kenya, 2015. Taking child protection to the next level

# PREFACE

Over the last two decades, great achievements have been realized by the Government, working with partners, in adopting legal standards and mechanisms for monitoring, reporting and responding to violations of children rights in Kenya. Yet, sexual exploitation of children continues, with a growing number of children being exploited and suffering serious consequences.

In Kenya, at least 32 percent of females and 18 percent of males reported experiencing sexual violence during their childhood. Notable progress has been made in Kenya in establishing laws and policy frameworks to address sexual violence against children. These include The Sexual Offences Act 2006, the National Policy on Gender and Development, National Reproductive Health Policy and the Children's Act 2001.

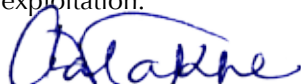
This National Plan of Action (NPA) recognizes that addressing child sexual violence requires a comprehensive, multi-sectorial approach that is supported by strong referral and linkages to complementary interventions that address child sexual violence, prevention, recovery and response.

Providing an enabling environment for children to grow and develop is at the heart of the Government of Kenya's development agenda, actualized in its Vision 2030. In a challenging world where children are abused and exploited in various ways and lack opportunities to education, the Government works to give children the best possible start in life and ensure that their rights are recognized and respected.

This National Plan of Action against sexual exploitation of children (2018-2022) is a follow up to the first ever National Plan of Action (2013-2017) and proposes strategies and activities to better address child sexual exploitation of children in Kenya. It is based on an in depth evaluation of the approaches, successes and challenges faced in the last five years and strengthens efforts addressing child sexual exploitation.

The NPA addresses key thematic areas of identification of victims or children at risk of sexual exploitation, prevention and protection of child sexual exploitation, rescue, rehabilitation and reintegration of child victims of sexual exploitation as well as coordination, monitoring and evaluation. This NPA will benefit organisations and agencies in addressing child sexual exploitation at all levels.

We hope that it will be a useful tool for generating interest on the programme and financial resources amongst human rights actors, regional and international institutions as well as donors and government. The Government will continue to work with all stakeholders to disseminate this National Plan of Action and ensure it is implemented to benefit children in Kenya with the ultimate aim of preventing and protecting all child victims and those at risk of sexual exploitation.



**Nuria Golo Halakhe**

*Interim Chairperson*

*National Council for Children's Services*



# ACKNOWLEDGEMENTS

The review of the National Plan of Action against Sexual exploitation in Kenya (2013-2017) and the development of this Follow-up National Plan against Sexual Exploitation of Children in Kenya (2018-2022) is attributed to many organisations and individuals under the coordination of the National Council for Children's Services (NCCS).

NCCS is indebted to everyone who made contributions towards the successful completion of the Plan of Action. We acknowledge with thanks the commitment and hard work of the members of the Technical Working Group on Sexual Exploitation of Children, who put in many hours into the development of the Plan.

This initiative would not have been possible without the timely involvement of ECPAT France. We truly appreciate their invaluable support, which enabled the members of the Technical Working Group on Sexual Exploitation of Children in Kenya to hold a series of meetings to develop the Plan of Action. Additional support received from the Coalition on Violence against Women (COVAW) in partnership with Terre des Hommes Netherlands towards the completion of this effort is highly appreciated.

Truphena Chemining'wa, Mary Thiongo, Judy Wachira, Benson Wambani and Paul Kisavi from NCCS under the leadership of Josephine Oguye are greatly appreciated for their input. The contribution of Wambui Njuguna and Bernard Morara, both of ANPPCAN, to ensure the completion of the Plan of Action, are recognised and appreciated. We also note the contribution of the consultant, Jean Gichuki (late), who spearheaded this Plan at the initial stages of its development.

Finally, I wish to acknowledge the efforts of all those who played a part in the development of this National Plan of Action and who have not been mentioned here but whose input was crucial to the process.



**Nelson Marwa Sospeter, E.B.S**

*Principal Secretary*

*State Department for Social Protection, Pensions and Senior Citizens Affairs,*

*Ministry of Labour and Social Protection*

# 1.0 INTRODUCTION

Over the past decade, evidence has emerged worldwide confirming that sexual abuse and exploitation of children is becoming more pervasive and increasingly complex. Unprecedented developments in Information and Communication Technologies (ICTs), erosion of social norms and morals, high poverty levels and growth in travel and tourism among other factors have increased the vulnerability of children to sexual exploitation.

A report by the International Society for the Prevention against Child Abuse and Neglect (ISPCAN)<sup>11</sup> observes that child sexual exploitation (CSE) is one of the major public health concerns throughout the world. Some of the manifestations of child sexual exploitation include child prostitution, pornography, trafficking of children for sexual purposes and child marriage. It is estimated that 1.8 million children are exploited in prostitution and pornography worldwide.<sup>12</sup>

Kenya is no exception to the problem of child sexual exploitation. The Government, civil society organisations, the private sector and development partners have introduced measures and implemented activities to address child sexual exploitation. These measures and activities have addressed the needs of child victims or those at risk of sexual exploitation, specifically targeting identification and prevention, protection, recovery and reintegration, child participation as well as the development of relevant policies and legislations.

Following consultations between the Government, civil society organisations and the private sector, Kenya developed and launched the first National Plan of Action against Sexual Exploitation of Children in 2013. This was in recognition of the fact that sexual exploitation of children was a problem in Kenya. It was also a sign of commitment in addressing the vice in line with the Global Declaration and Agenda for Action that arose from the First World Congress against Commercial Sexual Exploitation of Children. The Agenda for Action required Governments to prevent and stop sexual exploitation of children and adolescents.

The first Plan of Action for Kenya outlined priority issues around the thematic areas of identification and prevention, protection, recovery, coordination and monitoring and child participation. The plan provided a roadmap for all stakeholders at all levels of the child protection system to address CSE through resource mobilization.

As a follow-up to the first National Plan of Action, ANPPCAN held a National Stakeholders' Forum in April 2016 in Nairobi, Kenya, to review implementation of the Plan of Action and commence the development of a Follow-up Plan of Action (2018-2022). Stakeholders<sup>13</sup> at the forum were unanimous that although a lot of progress had been achieved in addressing sexual

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<sup>11</sup> ISPCAN (2015) The recovery and reintegration of children – expert paper

<sup>12</sup> ECPAT International (2015) End Child Prostitution, Child Pornography & trafficking of children for sexual purposes (ECPAT). (<http://www.ecpat.net/what-we-do>)

<sup>13</sup> These comprised of national actors and Civil Society Organizations involved in implementing key and priority activities outlined in the National Plan of Action against Sexual Exploitation of Children (2013 – 2017)

exploitation of children in Kenya, the problem had been growing in magnitude and complexity due to many factors, including rising levels of poverty and expansion of ICT infrastructure.

During the forum, a Technical Working Group (TWG) was formed and mandated to hold meetings to review the implementation of the Plan of Action (2013-2017) and commence the development of a Follow-up National Plan of Action (2018-2022). Members of the Technical Working Group were as follows:-

1. National Council for Children's Services
2. African Network for the Prevention and Protection against Child Abuse and Neglect
3. Child Aid Organization Kenya
4. Child Fund Kenya
5. Child Welfare Society of Kenya
6. Coalition on Violence against Women
7. Department of Children's Services
8. Gender Violence Recovery Centre of the Nairobi Women's Hospital
9. International Justice Mission
10. Ministry of Education
11. Ministry of Health
12. SOS Children's Villages
13. Teacher's Service Commission
14. Terre des Hommes Netherlands
15. The Judiciary
16. Undugu Society of Kenya

The review of the National Plan of Action against Sexual Exploitation of Children in Kenya revealed that state and non-state actors had implemented a wide range of activities aimed at addressing sexual exploitation of children in Kenya. These efforts provided direct support services and addressed the concerns of child victims and those at risk of sexual exploitation. Activities implemented were conceived around prevention, protection, reintegration and rehabilitation and child participation. It was noted that more work was required in the future in order to offer better protection to children facing sexual violence in Kenya. Therefore, this follow-up National Plan of Action is building on the efforts of the first National Plan of Action (2013-2017) by outlining activities to be implemented in the period 2018-2022.

The Constitution of Kenya (2010) commits the Government to invest in the welfare and protection of children as equal citizens. Article 53 (1)(d) protects children from abuse, Neglect, harmful cultural practices, all forms of violence, inhuman treatment and hazardous or exploitative labour. In addition, there are several legislative frameworks that support and enhance protection of children in Kenya such as the Sexual Offences Act (2006), Children Act (2001), Victim Protection Act (2014) and the revised Criminal Procedures. Sexual exploitation of children is a criminal offense under Kenya's Penal Code.

Child sexual abuse and exploitation has been recognized as a vice affecting a considerable number of children in many communities and societies world over. Kenya's National Children's Policy (2010) states that all children are vulnerable to sexual violence although girls are more affected. The Policy outlines ways in which children can be protected from sexual violence, including enforcement of legislations, provision of information, education and communication programmes and life skills for vulnerable children. Other methods of tackling sexual abuse and exploitation of children in Kenya include the following:-

- Provision of effective child protection systems for child victims of sexual exploitation.
- Coordinated responses to cases of child sexual abuse.
- Establishment of temporary shelters for victims of child sexual exploitation.
- The Ministry of Tourism is committed to promoting responsible tourism and creating awareness on responsible tourism in collaboration with other stakeholders in Kenya. The tourism industry is also committed to protecting children from sexual exploitation. Forty (40) hotels in Kenya have signed the Tourism Child Protection Code and more hotels are interested in signing the Code.

Kenya's commitment to investing in children and young people has further been demonstrated internationally and nationally through the following:-

1. Ratification of the United Nations Convention on the Rights of the Child (UNCRC, 1989). Kenya ratified the UNCRC in 1990
2. Ratification of the African Charter on the Rights and Welfare of the Child (ACRWC, 1990). Kenya ratified the Charter in 2000
3. Adoption of the Declaration and Agenda for Action arising from the World Congress against Commercial Sexual Exploitation of Children held in 1996, which aimed at combating commercial sexual exploitation of children and young people
4. Recognition by Kenya of the minimum age for admission to work as defined in the ILO Convention 138 on Minimum Age
5. Recognising Commercial Sexual Exploitation of Children as a Worst Form of Child Labour (WFCL) as defined in ILO Convention 182. Kenya ratified ILO Convention 182 in 2001.

This National Plan of Action against Sexual Exploitation of Children is aligned to and embedded on various national, regional and international legal frameworks and instruments. These are as follows:

## 1.1 The World Congress Reports

- i. The Stockholm Agenda and Call for Action against Commercial Sexual Exploitation of Children, 1996;
- ii. The Second World Congress against Commercial Sexual Exploitation of Children (Yokohama, 2001);
- iii. Rio de Janeiro Global Declaration and Call for Action to Prevent and Stop Sexual Exploitation of Children and Adolescents, 2008.

## 1.2 International and Regional Instruments on Child Protection

- i. Sustainable Development Goals (SDGs, 2015)
- ii. United Nations Convention on the Rights of the Child (UNCRC, 1989)
- iii. The African Charter on the Rights and Welfare of the Child (1990)
- iv. ILO Convention 182 on the Worst Forms of Child Labour (1999)

## 1.3 National Laws and Policies

- i. The Constitution of Kenya, 2010 (Bill of Rights, Article 53)
- ii. Sexual Offences Act, 2006
- iii. Children Act, 2001
- iv. Penal Code, Cap 63
- v. National Children Policy, 2010
- vi. Prohibition of Female Genital Mutilation Act, 2011
- vii. National Plan of Action on Children, 2015-2022
- viii. Kenya's Vision 2030
- ix. Sub-County Action Plans on CSEC
- x. Sessional Paper No.1 of 2015 on the National Policy on Elimination of Child Labour
- xi. Child Participation Guidelines
- xii. Guidelines for the formation and operation of Area Advisory Councils, 2006 revised 2015
- xiii. National Guidelines on the Management of Sexual Violence in Kenya, 2005
- xiv. The Framework for the National Child Protection System in Kenya

This National Plan of Action against Sexual Exploitation of Children in Kenya is divided into six thematic areas, namely identification, prevention, protection, rescue and rehabilitation and reintegration, child participation and coordination, monitoring and evaluation.

Under each thematic area, there is a discussion on the current challenges, a situational analysis on some of the emerging issues and key developments in the thematic area, policies and legislative frameworks that have been developed in response to issues in the thematic area as well as planned activities to be implemented by the Government and partners. A detailed implementation matrix indicating the objectives, activities, target groups, actors, results, indicators, resources and timelines for each thematic area is attached to this National Plan of Action.

## 2.0 IDENTIFICATION

Child sexual abuse and exploitation ruins childhood and its impact lasts a lifetime. The identification of victims of child sexual exploitation and the perpetrators is hampered by complexities associated with the hidden nature of the vice and failure to recognise signs of a victim or a perpetrator. Reporting of child sexual abuse and exploitation is depended on the ability to recognise signs of the abuse, willingness to report and the availability of reporting structures and services. In most cases, the perpetrators are people known to the child.

One way of reporting child sexual abuse and exploitation is through toll free hotlines such as 116 (a government 24/7 telephone and internet-based child helpline) and 1195 (which is which is also a 24/7 sexual and gender based violence toll free hotline operated by Healthcare Assistance Kenya (HAK).

The prerequisite to identification and reporting of child sexual abuse and exploitation cases is increased awareness and building the capacity of community members (children, social workers, community health workers, parents, caregivers and duty bearers (child protection officers, police officers, probation officers, magistrates and the prosecutors).

### 2.1 Situational analysis

Available data indicates that the number of children who are victims of sexual exploitation in Kenya is on the increase. Recent reports<sup>14</sup> estimate that over 50,000 children are involved in sexual exploitation in Kenya, while a 2006 UNICEF report estimates the number to be 30,000.

Between January and December 2016, Kenya's Child Helpline recorded 1,296 cases of child abuse. Of that number, 303 were cases of sexual abuse, 356 cases of physical abuse and 313 cases of child neglect, 82 cases of child marriage and 16 cases of child trafficking. Child marriage and child trafficking are situations that make children particularly vulnerable to sexual abuse and exploitation. Child protection agencies carry out campaigns in the print and electronic media to create awareness on child sexual abuse and encourage the public to report incidents of SEC. However, the level of public awareness of child sexual abuse still remains low in the country.

Since April 2016, the Child Protection Units<sup>15</sup> have been able to protect 150 children who were at risk of being sexually exploited. Even though there are Child Protection Units (CPUs) in some police stations across the country, the CPUs are ill-equipped and police officers manning them are not well trained in child protection. There is a need for the CPUs to be strengthened further and to be cascaded to all police stations across the county as possible.

<sup>14</sup><https://www.responsibletravel.com/copy/hands-off-kenya-children>

<sup>15</sup><http://www.simbasafekenya.com/kenya-police-force-child-protection-unit/>

The adoption and use of ICTs in Kenya has led to increased, unregulated access to internet by children through devices such as smartphones and various other platforms. This development is an avenue which poses high sexual abuse and exploitation risks to children. There is an increase in the number of reported cases of online sexual exploitation of children by pedophiles. For instance, it has been revealed that Kenya has become a source of indecent images of minors, which are circulated online by UK offenders, who then choose Kenya as their destination for child sex tourism. An article by a mainstream UK newspaper, *The Independent*, titled 'Western Pedophiles target Kenyan Children for Sex'<sup>16</sup> confirms this.

Kenya's Police Unit, dedicated to fighting child sexual abuse and exploitation, was launched in Nairobi in October 2016 with the support of the National Crime Agency (NCA) - United Kingdom. The Unit which has been operational in Kenya since April 2016, and comprises of 12 officers from the National Police Service of Kenya and the Department of Children's Services, in making good progress in addressing child sexual exploitation, among other crimes committed to children.

In the period between 2013 and 2017, child focused organisations reported having implemented activities aimed at building the capacity of child protection professionals and duty bearers on child sexual exploitation. Other formal groups such as the sub county-based Area Advisory Councils and Locational Area Advisory Councils have also been trained. Local communities and the general public were targeted with awareness-raising messages on child sexual exploitation through local barazas and the media.

In order to ensure that children are protected from sexual exploitation, Kenya's National Police Service has set up a unit of Community Policing, Gender and Child Protection Unit.<sup>17</sup> In addition, the National Crime Agency-UK International Liaison Office and the Child Exploitation and Online Protection Centre (CEOP) have provided training, equipment and financial assistance to the Directorate of Criminal Investigations' Child Protection Unit (CPUs) to strengthen its role in child protection.

However, there have been some challenges encountered. A large number of members of the community and groups operating at the community level have limited knowledge on identification and reporting of cases of child sexual abuse and preservation of evidence. This hinders prosecution of perpetrators of child sexual abuse and compromises restorative justice and services to victims of sexual exploitation.

Achieving identification and reporting of child sexual abuse is hampered by weak informal child protection structures at the community, uncoordinated mechanisms and poor information sharing amongst partner organisations. This can be attributed to weak networks among agencies in Kenya. Community members also lack information on identification and reporting of cases of child sexual abuse and exploitation, community apathy, weak child protection systems within

<sup>16</sup><http://www.independent.co.uk/news/world/africa/western-paedophiles-target-kenya-children-for-sex-1792396.html>

<sup>17</sup><http://www.kenyapolice.go.ke/pages/news/community-policing-gender.html>

the community. There is also lack of goodwill leading to local arbitration and settlement of cases of child sexual abuse. This is further worsened by negative cultural norms and practices that condone child sexual exploitation.

## 2.2 Legal and policy framework

The Government of Kenya has put in place laws and policies aimed at safeguarding children's rights to survival, development, protection and participation that form the basis of this National Plan of Action. The laws are constantly being reviewed and amended to incorporate emerging issues and to address gaps identified by different actors. A good example is the Children Bill (2017) which is in the process of being enacted.

The Constitution of Kenya 2010 has a comprehensive Bill of Rights under Article 53 and has adopted the UNCRC's and ACRWC's definition of the term 'Rights of the Child.' The Bill of Rights sets out both the General Rights extending to the citizens in general and those of specific groups, including children, the youth and persons with disabilities. It further provides that the state shall take legislative and other measures to implement the provisions of the Constitution and international instruments and standards on the rights of the child.

The National Plan of Action for Children 2015-2022 outlines a wide range of activities aimed at safeguarding children's rights, including the identification of child victims of sexual exploitation.

Most importantly, laws that deal specifically with sexual exploitation of children must be widely publicised and disseminated. There is also a need to partner with the local media and the private sector to sensitise and publicise laws that exist on SEC. Also, legal representation should be provided to children rescued from sexual exploitation.

## 2.3 Planned activities to achieve identification

- Develop and disseminate criteria for the identification of children at risk and victims of sexual exploitation
- Build the capacity of child protection officers, duty bearers and community members to identify at-risk children and victims of sexual exploitation
- Strengthen community reporting and referral mechanisms
- Strengthen coordination and partnerships amongst state and non-state actors
- Map out the hotspots and the forms of child sexual exploitation in the country



## 3.0 PREVENTION

Strategies aimed at preventing sexual exploitation of children should address the root causes of the vice. Interventions should not only target children but also community members, duty bearers, child protection professionals and perpetrators of abuse. The interventions should include awareness creation among children and community members as well as training of child protection professionals and duty bearers on sexual abuse and exploitation. Prevention services should aim at improving access to education, health and social services as well as reduction of poverty and social inequalities.

The Free Primary Education programme in Kenyan public schools was initiated in 2003. The policy led to a significant increase in primary school enrollment in the country, from 8.6 million children in 2008 to 9.9 million in 2012 (Government of Kenya, 2015). However, the school drop-out rate due to SEC still remains high. According to a report titled 'Kenya: Ending the Mutilation a Sensitive Issue'<sup>18</sup> by Women Aid, teenage pregnancy and school drop-out rates are high in Kenya. The report also notes that schools have recorded a drop in performance. This means that despite the Free Primary Education programme, many children – especially girls – still cannot complete primary education. In 2018, the Government has scaled-up Free Education programme in post primary schools in Kenya.

The private sector, especially players in the tourism, hospitality and ICT sectors, should be engaged in campaigns against child sexual exploitation. Hotels that are members of the Kenya Association of Hotelkeepers and Caterers, Coast region, have signed a Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism. The Code ensures that guests found taking minors into hotels for sexual exploitation are apprehended, investigated and prosecuted. The signing of the Code needs to be replicated in other hotels in Kenya.

Prevention programmes should also directly engage men and boys as well as women and girls to change perceptions and reduce demand and supply for child sexual exploitation. Such programmes should also involve opinion leaders and community members in awareness creation to promote and sustain an environment free of sexual exploitation of children.

### 3.1 Situational analysis

Preventing child sexual exploitation is important in tackling the vice in Kenya. Fewer resources are spent in preventing than in responding to sexual exploitation and children remain in protected zones if prevention is prioritized over response efforts. In the implementation of the

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<sup>18</sup><http://www.womenaid.org/press/info/fgm/fgm-kenya.htm>

first NPA on SEC in Kenya, several activities such as training, raising awareness, campaigns, advocacy targeting children, professionals, community leaders, parents, child protection structures and other duty bearers were implemented. Specifically, the following activities were undertaken:

- Strengthening the capacity of child protection actors in preventing child sexual exploitation.
- Children and their families were targeted for economic empowerment to reduce children's vulnerability to sexual exploitation.
- Children in schools were presented with information on self-protection to stay safe from sexual exploitation.
- Partnerships and networking were strengthened among organisations and local communities providing services to children. Also, community-based child protection mechanisms for detecting, monitoring and reporting child sexual abuse were established and operationalised in some areas.
- Implementation of a pilot programme on positive parenting, involving children and their parents in two urban schools in Nairobi, was undertaken by the County Department of Education and the National Council for Science and Technology.

The following challenges have been identified as hampering efforts in preventing child sexual abuse and exploitation in Kenya:

- Expansion of ICTs in the country has increased the vulnerability of children to online sexual exploitation through exposure to pornography and online grooming.
- Weak enforcement of media regulations and censorship has exposed children to sexually explicit content through the electronic media.
- Existence of many unlicensed video shops that do not adhere to the Kenya Film and Classification Board's regulations.
- Influx of foreign volunteers working in Charitable Children's Institutions without accreditation from their countries of origin.
- Weak capacities in organisations to prevent, identify, respond and refer cases of sexual abuse and exploitation.
- Lack of age-appropriate interventions targeting children to enhance the prevention and response to child sexual abuse and exploitation.
- Harmful cultural practices such as child marriage and female genital mutilation in some communities that contribute to child sexual abuse and exploitation.
- Poor parenting skills and low level among the public on the consequence of child sexual exploitation.

### 3.2 Legal and policy framework

The Constitution of Kenya, the United Nations Convention on the Rights of the Child (UNCRC), the African Charter on the Rights and Welfare of the Child (ACRWC) and the Children Act, 2001 all define a child as any human being below the age of 18 years.

Besides setting out the general rights to the citizens, the Bill of Rights, under Articles 53, 54 and 55 of the Constitution details specific rights for specific groups such as children, youth and persons with disabilities. The Constitution also provides that the state shall take legislative and other necessary measures to implement the provisions of the Constitution and other international instruments and standards on the rights of the child.

The Sexual Offences Act (2006) harmonises sexual violence legislations into a single law and provides a comprehensive definition of rape, minimum sentences, criminalising sexual harassment and expands sexual offences to include gang rape, aiding rape, deliberate infection with sexually transmitted diseases, trafficking of children for sexual exploitation and child pornography. The Government of Kenya has also developed the National Plan of Action for Children (2015-2022) which contains a wide range of proposed activities aimed at safeguarding the rights of children to survival, development, protection and participation.

Article 34 of the UNCRC underscores that, 'States Parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes, States Parties shall in particular take all appropriate national, bilateral and multilateral measures to prevent the inducement or coercion of a child to engage in any sexual activity, the use of children in prostitution or other sexual practices; and the exploitative use of children in pornographic performances and materials.

In addition, Article 35 states that States Parties shall take all appropriate national, bilateral and multilateral measures to prevent the abduction, sale of or traffic in children for any purpose or in any form. Further, Article 36 notes that States Parties shall protect the child against all other forms of exploitation prejudicial to any aspects of the child's welfare. Kenya has enacted various laws and developed policies to prevent and protect children from sexual exploitation.

### 3.3 Planned activities to achieve prevention

- Conduct a situational analysis on harmful cultural practices
- Sensitise children on sexual abuse and exploitation
- Sensitise the private sector on child sexual exploitation
- Sensitise communities on harmful cultural practices
- Build the capacity of parents, caregivers and duty bearers regarding child sexual exploitation
- Develop and disseminate information, education and communication materials on child sexual exploitation
- Sensitise children, families and communities on drug and substance abuse
- Sensitise the media and the public on child sexual exploitation
- Enforce existing laws and policies on child sexual exploitation
- Lobby national and county Governments to allocate resources and mainstream activities on child sexual exploitation
- Strengthen socio-economic support for vulnerable households
- Develop and implement a community and school-based ICT awareness programme

## 4.0 PROTECTION

The Government and stakeholders, namely, parents, caregivers, civil society organizations, faith based agencies and the private sector, play an important role in protecting children from sexual exploitation. However, evidence points to a weak referral system, poor reporting mechanisms and support services for child victims of sexual exploitation. Where support services exist, child victims of sexual exploitation do not receive timely, adequate and child friendly services.

Although there are safe houses in Kenya where child victims of sexual exploitation can be placed, these centres are poorly equipped and without professional staff and services, posing further risks and vulnerabilities to child victims of sexual exploitation. Also, not all county level hospitals have a gender violence recovery centre to manage cases of child sexual exploitation.

Emergencies, conflicts and terrorism have become a threat to the society and expose many children to sexual exploitation. In the online environment, children face many risks when they get into contact with potential perpetrators, who disguise themselves as children in order to lure them into sexual exploitation. Children also risk being involved in the production of pornography and other illicit content and accessing them through the online platforms.

Various measures are being put in place to protect children from risks of online child sexual exploitation. It is the responsibility of caregivers and internet service providers to guide and promote online safety in order to protect children from sexual exploitation by ensuring that children are, at all times, accessing age-appropriate content.

### 4.1 Situational analysis

The Constitution of Kenya (Article 53) recognizes the need for all children to be protected from violence, including sexual abuse and exploitation. The Government of Kenya working with non-state actors have developed and strengthened the system for child protection at the national, county, Subcounty and community levels.<sup>19</sup> The systemic approach is aimed at changing perspectives on how the needs of children and families can be effectively addressed through more sustainable and holistic models of governance and service delivery.

All children in Kenya are potentially at risk of violence, exploitation and abuse. However, some groups are more vulnerable than others due to their gender, social status and geographical location. Children without parental care lack the protective environment and supervision that adult care normally provides. Children in large families may also lack parental attention and can become victims of neglect. Although both boys and girls are subjected to rights violations due to socio-cultural factors, cultural practices and economic constraints, girls are particularly vulnerable to violence, sexual abuse and harmful practices.

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<sup>19</sup>Government of Kenya and UNICEF, *Taking child protection to the next level in Kenya*, 2015

Over three quarters of children in Kenya (76 per cent) have experienced at least one type of violence (sexual, physical or emotional) prior to age 18. Two in three girls and three in four boys have suffered at least one episode of physical violence before age 18, and one in four girls and one in three boys have experienced childhood emotional violence. Nearly one in three girls and one in five boys have been victims of at least one episode of sexual violence before the age of 18. Among females aged 18 to 24 who experienced sexual violence prior to age 18, about 7 per cent have received money for sex<sup>20</sup>. An estimated 17,500 Kenyans are trafficked annually for domestic work, forced labour or commercial sexual exploitation<sup>21</sup>, with indications that about half of them are minors<sup>22</sup>.

Harmful practices persist and are only slowly declining. Around 21 per cent of girls and women aged 15 to 49 in Kenya have undergone female genital mutilation/cutting (FGM/C), compared to 27 per cent in 2009<sup>23</sup>. Yet among five ethnic groups, prevalence rates remain at around 90 per cent. On average, one in four girls (26 per cent) will be married before their 18th birthday, and 6 per cent are married by the age of 15<sup>24</sup>. Sexual exploitation of children in travel and tourism is a growing problem in Kenya and is common in major tourist destinations such as Nairobi, Mombasa, Kisumu, Kakamega, Nakuru and other towns in Kenya.<sup>25</sup>

Despite the Government's commitment to protecting children from all forms of abuse and neglect, it is evident that sexual abuse and exploitation of children is still a problem in Kenya. Hence, there is need for concerted efforts by all child protection actors in Kenya to address the problem. In the last decade, the Government of Kenya implemented programmes, developed policies and enacted legislative measures geared towards securing a safe environment for children. Examples of the measures and policies include the following:

<sup>20</sup> United Nations Children's Fund Kenya Country Office, Division of Violence Prevention, National Centre for Injury Prevention and Control, US Centers for Disease Control and Prevention, and the Kenya National Bureau of Statistics, *Violence against Children in Kenya: Findings from a 2010 national survey – Summary report on the prevalence of sexual, physical and emotional violence, context of sexual violence, and health and behavioural consequences of violence experienced in childhood*, Nairobi, 2012.

<sup>21</sup> The African Network for the Prevention and Protection against Child Abuse and Neglect, *Programme Fact Sheet: Child Trafficking*, <[www.anppcan.org/files/File/08\\_ChildTrafficking.pdf](http://www.anppcan.org/files/File/08_ChildTrafficking.pdf)>, accessed 21 April 2018.

<sup>22</sup> 13 United States Department of State, *Trafficking in Persons Report 2012, chapter on Kenya, June 2012*, <[www.state.gov/j/tip/rls/tiprpt/2012/index.htm](http://www.state.gov/j/tip/rls/tiprpt/2012/index.htm)>, accessed 21 April 2018.

<sup>23</sup> Kenya Kenya Demographic and Health Survey 2014.

<sup>24</sup> Ibid

<sup>25</sup> ANPPCAN, *Global study on sexual exploitation of children in travel and tourism – Kenya report*, 2015

1. The social protection programme dubbed *Inua Jamii* targets orphans and vulnerable children, persons with severe disabilities and the elderly. The programme seeks to strengthen the economic status of households and improve livelihoods so as to retain orphans within families. The presidential bursary supports orphaned and vulnerable children so that they may enrol, stay and progress in secondary schools.
2. The street family rehabilitation fund under the Ministry of Devolution seeks to rehabilitate and address the needs of children in the streets.
3. The introduction of free basic education has ensured that children remain in school and away from exploitation.
4. A new children law is being drafted which, upon enactment, will give provisions for the implementation of policies that will enhance the protection of children against sexual abuse and exploitation.
5. The Government has established Child Helpline 116 for reporting cases of child abuse, including sexual abuse.
6. The *Vurugu Mapper* operated by Plan International Kenya in Kilifi North and Ganze sub counties
7. Establishment of Child Protection Centres (CPCs) as a one stop centre for reporting and rescue for victims of child sexual exploitation
8. Child Protection Unit at the Directorate of Criminal Investigation (CID) responds to child sexual exploitation and related violations

The following are some of the challenges faced in protecting children from sexual abuse and exploitation in Kenya:

- Poor reporting mechanisms
- Weak referral system for child protection
- Weak support services for victims of child sexual exploitation
- Inadequate infrastructure for the rescue of abused children
- Child protection units and gender based recovery units have not been cascaded to all police stations and hospitals in the country
- Resolving cases of sexual abuse through informal methods, including the *Kangaroo* courts
- Law enforcement personnel who have been trained are assigned other duties and responsibilities
- Low public awareness of laws and policies on sexual abuse and exploitation of children
- Low coverage of child sexual exploitation by the media

## 4.2 Legal and policy framework

Article 53 of the Constitution of Kenya (2010) acknowledges the need for all children to be protected from abuse, neglect, harmful cultural practices, all forms of violence, inhuman treatment and punishment, and hazardous or exploitative labour. The article further affirms that children have basic rights, including the right to education, shelter, healthcare and parental care. These provisions are aligned with those in the UN Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child, both of which Kenya is a signatory.

The 2010 Constitution also prohibits the marriage of persons under the age of 18. In addition, the Marriage Act (2014) consolidates all marriage laws in Kenya to remove any discriminatory provisions with respect to boys and girls, such as a double standard for marrying age. Also, Kenya's National Gender and Equality Commission established in 2011 works to promote gender equality in the country.

It is worth noting that Kenya ratified the Convention on the Rights of the Child in 1990. It also ratified the African Charter on the Rights and Welfare of the Child and the Palermo Protocol in 2000. In addition, it also ratified seven of the eight labour-related conventions, including International Labour Organization (ILO)'s Convention No. 138 (Minimum Age) and Convention No. 182 (Worst Forms of Child Labour). However, Kenya is yet to ratify the Optional Protocol to the Convention on the Rights of the Child on Sale of Children, Child Prostitution and Child Pornography.

The Counter Trafficking in Persons Act (2010) domesticates the Palermo Protocol. The Act deals exclusively with child trafficking, including children trafficked for sexual exploitation. It provides a framework in which victims of trafficking, including children being trafficked for sexual purposes, can be protected. The Sexual Offences Act (2006) comprehensively covers issues related to gender-based violence and introduces tougher penalties for perpetrators of child sexual exploitation.

In addition, Kenya's Vision 2030 is a long-term national strategy that focuses on investing in the people of Kenya and reducing poverty and attendant vulnerabilities. Child protection issues are broadly aligned with Vision 2030's social pillar. Specific targets (SDG, 5.2, 5.3 and 16.2) in the 2030 Agenda for Sustainable Development offers a framework for countries to address all forms of violence against children, including sexual exploitation.

Within the Second Medium Term Plan (2013-2017), child protection is priority issue under the broad thematic area of gender, youth and vulnerable groups. On strengthening child protection systems, the plan proposes the establishment of child protection centres, development of integrated data management systems, facilitating alternative family care services, as well as finalizing and implementing the National Community Development Policy.



### 4.3 Planned activities to achieve protection

- Establish and operationalise child protection centres in every county
- Establish and strengthen inter-agency collaboration amongst stakeholders
- Identify and involve public and private sector organizations in addressing SEC
- Train caregivers and service providers on child sexual exploitation
- Provide psychosocial support services to victims of child sexual exploitation
- Hold campaigns on SEC in the communities
- Hold multi-sector stakeholder forums for sharing emerging trends on SEC
- Sensitize the public on existing media laws
- Teach children about sexual exploitation through child rights clubs and life skills education
- Conduct mentorship programmes on sexual exploitation for children learners
- Build the capacity of service providers on SEC
- Strengthen community-based child protection mechanisms
- Train caregivers on sustainable economic activities
- Conduct a baseline survey on the extent of SEC in the online environment
- Train cyber business owners and operators on child online protection
- Develop and implement a community and school-based child online protection awareness programme
- Lobby for the ratification of UNCRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography
- Lobby for enforcement of laws on SEC
- Develop and disseminate simplified versions of the laws on SEC
- Disseminate this NPA against SEC among duty bearers at the national and county levels

# 5.0 RESCUE, REHABILITATION AND REINTEGRATION

Sexual exploitation of children results in children suffering damage to their physical, emotional and mental health. Victims of child sexual exploitation should be rescued from abusive situations, rehabilitated and reintegrated back into their families and communities.

Rescue, rehabilitation and reintegration should be done in the best interest of the child and include reporting and monitoring, provision of psychosocial support services, treatment for child victims of child sexual exploitation and referral to relevant service providers for specialist care and support. Service providers should be sensitive to the needs of child victims of sexual exploitation and develop individualized treatment plans and an exit strategy for each case.

## 5.1 Situational analysis

Kenya has made huge efforts in rescuing, rehabilitating and reintegrating child victims of sexual exploitation. These efforts address the needs of victims and offer services such as rescue, counseling, training of service providers, provision of alternative sources of livelihood and reintegration of victims back into their families and communities.

Rescue of victims of sexual exploitation is realised through reporting of cases to the police stations, the children offices, referrals from other service providers such as individuals, community based organisations, charitable children's institutions and civil society organisations. Reporting of cases of child sexual abuse is also done via the national Child Helpline 116.

Gender Violence Recovery Centres of the Nairobi Women's Hospital, Kenyatta National Hospital, Coptic Hospital and other government hospitals provide free psychosocial support and medical treatment to survivors of violence, including sexual violence. The Government has established and strengthened the capacities of all level 4 and 5 hospitals across the country in the management of gender based violence. However, these facilities cannot serve the high numbers of victims of child sexual abuse and exploitation and need to be decentralised to the local levels i.e. county, sub-county and ward levels.

To enhance rescue and rehabilitation of abused children, the Department of Children's Services operates Child Protection Centres in Malindi, Nakuru and Garissa and is working to operationalise three in Siaya, Kakamega and Nairobi. Kenya has developed policy documents to safeguard children from sexual exploitation. The policies give a general framework that sets out the roles and responsibilities of child protection professionals and agencies in preventing sexual exploitation of children, including the need for rescue, rehabilitation and reintegration.

An example is the framework for the National Child Protection System for Kenya 2010, that aims at strengthening systems for child protection at all levels and improving coordination of services offered to victims of sexual exploitation in Kenya. The following challenges hinder rescue, rehabilitation and reintegration of victims of sexual abuse and exploitation in Kenya.

- Low and late reporting of sexual abuse and exploitation
- Low levels of awareness on the importance of psychosocial support for the victims of child sexual abuse and exploitation
- Low capacity of health facilities in handling cases of SEC, especially at the county and sub county levels
- Inadequate support services to victims of SEC
- Lack of adequate resources to handle and implement recovery and reintegration programmes
- Poor access to justice for victims of SEC and interference with evidence and witnesses
- Lack of collaboration amongst organisations that support victims of sexual exploitation. This hinders the provision of holistic services to children affected by sexual exploitation

## 5.2 Legal and policy framework

The UN Convention on the Rights of the Child to which Kenya is a signatory, guarantees that children everywhere should live free from all forms of violence.<sup>26</sup> Article 34 of the UNCRC provides the right to recovery and reintegration of child victims of sexual exploitation. Article 39 of the UNCRC states that ‘States Parties shall take all appropriate measures to promote physical and psychological recovery and social reintegration of child victims of neglect, exploitation or abuse; torture or any other form of cruel, inhuman or degrading treatment or punishment; or armed conflicts’. The article further states that recovery and reintegration shall take place in an environment that fosters the health, self-respect and dignity of the child.

Section 13 (1) of the Children Act, 2001 provides that a child shall be entitled to protection from physical and psychological abuse, neglect and any other form of exploitation, including sale, trafficking or abduction by any person. Section 119 (1) (n) recognises a sexually exploited child as being in need of special care and protection. It states that a child in need of care and protection is one who has been sexually abused or is likely to be exposed to sexual abuse and exploitation, including prostitution and pornography.

The Victims Protection Act (2014) outlines various protection measures to be accorded to victims of abuse such as the need to be provided with information, support services, compensation and special protection for those at risk of abuse, including sexual exploitation.

<sup>26</sup>United Nations General Assembly (1989). “United Nations Convention of the Rights of Child,” UN Doc.RES/44/25, (1989). (<http://www.unicef.org/crc/>)

Other key legislative and policy frameworks that guide rescue, rehabilitation and reintegration of victims of child sexual exploitation include the Sexual Offences Act (2010), Children Policy 2010, National Standards for Best Practices for CCIs, Guidelines for Alternative Family Care, Counter Trafficking in Persons Act (2010), the Evidence Act (2012), and the national standard operating procedures for the management of sexual violence against children (2018).

### **5.3 Planned activities to achieve rescue, rehabilitation and reintegration**

- Disseminate and domesticate the National Plan of Action against Sexual Exploitation of Children in the counties
- Lobby the National, County Governments and other partners for budgetary allocation for the rescue and reintegration of victims of child sexual exploitation
- Strengthen existing structures for the recovery and reintegration of victims of child sexual exploitation
- Conduct a mapping of community structures for the rescue, rehabilitation and reintegration of victims of SEC and share the findings
- Build the capacity of formal and informal rescue, rehabilitation and re-integration support structures
- Lobby for support of victims of sexual exploitation through training, mentorship and apprenticeship
- Facilitate formation of psychosocial support groups among victims of SEC in the formal and informal sectors
- Develop and disseminate training guidelines on the rescue, rehabilitation and reintegration of victims of SEC

# 6.0 CHILD PARTICIPATION

Child participation is one of the four pillars of the United Nations Convention on the Rights of the Child, namely: Survival Rights, Protection Rights, Development Rights and Participation Rights. The right to participation is also emphasized in the African Charter on the Rights and Welfare of the Child, a regional instrument which complements the UNCRC in ensuring that children enjoy their rights. In Kenya child participation is a right enshrined in the Constitution of Kenya and Children Act, 2001.

Child participation is a process that enables children to be involved in decision making on matters that affect their lives and to express their views in accordance to their evolving capacities. Child participation should cut across all programmes and embraced at all levels – home, institutions, community, county and national levels.<sup>27</sup> Child participation should be mainstreamed in child focused activities and programmes and should be embraced in all settings, including at home, institutions, community spaces, county and at the national level.

## 6.1 Situational analysis

Kenya's Vision 2030 recognises children as targets, participants and beneficiaries in its vision document and Development Plan. The Kenya's Child Participation Guidelines are being implemented by the state and non-state actors in the children sector to provide direction in regard to participation. Some counties such as Busia have been supported by partners to develop county specific child participation guidelines.

There are many avenues for child participation in Kenya such as the commemoration of the Day of the African Child, World AIDS Day, World Day against Child Labour, International Day of the Family, Children Assemblies, Children's Council, sports and cultural activities. Children also enjoy their right to participation at the family and community levels.

Children are also involve in the development of laws and policy frame works where there views and opinions are incorporated. They also participate in the development of States Parties Report to international Humans Rights Intruments. Others forums where children give input include conferences held at the national and international levels. Some of the challenges faced in entrenching child participation are:-

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<sup>27</sup> NCCS & UNICEF Guidelines for child participation in Kenya, 2006

- Information from children assemblies is not adequately shared with the public using available channels
- Meetings for the children assemblies are irregular
- Inadequate participation of children in other forums e.g. families and communities
- Lack of funding for activities of the children assemblies has hampered advocacy efforts by children at the county and the national level.
- In many cases, children opinions and views are not considered to the full e.g. schools, church, choice of career, home, etc

In order to enhance child participation at the local, national and international arenas, the Government seeks to:

- Invest in building child friendly halls in the communities and at the county level where children meet to share ideas and give input on national development
- Support county governments to establish and expand children assemblies. Also, link the Kenya Children's Assembly with the National Assembly and County Assemblies to ensure children's voices are heard
- Involve children on matters concerning planning, budgeting and policy formulation at all levels.
- Raise awareness in communities on the importance of child participation through the chiefs' *barazas* and other forums.

## 6.2 Legal and policy framework

Child participation is drawn from and supported by two international instruments on child rights, namely, the UN Convention on the Rights of the Child (UNCRC) and the African Charter on the Rights and Welfare of the Child (ACRWC). Locally, domestication of the two legal instruments has been realised through the Constitution of Kenya (2010) and the Children Act (2001).

Article 11 (1) of the Constitution of Kenya (2010) recognises positive culture as the foundation of the nation and as the cumulative civilisation of the Kenyan people. The Constitution further stipulates that the State shall promote all forms of national and cultural expression through literature, arts, traditional celebrations, science, communication, information, mass media, publications, libraries and other forms of cultural heritage.

The Guidelines for Child Participation in Kenya outlines the expected levels of performance from children, organisations, institutions and communities with regard to child participation in matters that affect them. The guidelines give suggestions on how children should participate in the family, schools, communities, research, advocacy, policy and law as well as in the media. The guidelines stress that children should be involved in addressing community problems such as drug abuse, defilement, violence, negative cultural practices and others.

The National Plan of Action against Sexual Exploitation of Children in Kenya 2018-2022 reaffirms the role children play in preventing and responding to sexual abuse and exploitation. The Basic Education Act (2013) also encourages the involvement of children in extra-curricular activities including art, drama and other activities that talk about and denounce ills committed against children.

### **6.3 Planned activities to achieve child participation**

- Sensitise children on sexual exploitation
- Create more opportunities for child participation
- Sensitise duty bearers on child participation
- Mainstream child participation in all child related programmes
- Disseminate Child Participation guidelines
- Sensitise children and community members on harmful cultural practices
- Strengthen child participation within existing forums - child rights clubs, children assemblies and community child protection mechanisms
- Mainstream gender in child participation activities addressing sexual exploitation
- Enhance participation of children with disabilities in activities aimed at eliminating sexual exploitation
- Develop and disseminate a framework on responding to sexual exploitation of children in conflict and emergencies
- Support children to speak out against sexual exploitation through art, drama, spoken word, etc.

# 7.0 COORDINATION, MONITORING AND EVALUATION

Monitoring of this National Plan of Action constitutes the systematic tracking of the implementation of activities to assess progress. Progress achieved will be measured against targets and indicators in the Plan. Under each thematic area, the planning matrix outlines key objectives, activities to be achieved, the target groups and the main actors, results, indicators for the results as well as the resources and the timelines in which results will be realized.

Effective monitoring of the National Plan of Action at all levels will help in tracking implementation of activities. Regular feedback on the status of implementation of activities in outlined in the Plan of Action by the various states and non-state actors will be key in tracking progress.

Interaction and cooperation between state and non-state actors will be necessary for the effective planning, implementation and evaluation of measures to combat child sexual exploitation in Kenya. Also, coordination of actors will be crucial for efficient and effective responses against child sexual exploitation.

## 7.1 Situational analysis

The National Council for Children's Services plays a lead role in coordinating, monitoring and evaluating activities and interventions that deal with children's issues, including sexual exploitation of children in Kenya. The Council will monitor and follow up the implementation of the National Plan of Action to ensure that proposed activities in the implementation matrix are being implemented, performance measured, progress reports made and any corrective action taken.

Coordination in the administration of rehabilitation centres for victims of SEC is weak. Most of the centres have been established by individuals or NGOs to provide rehabilitation services to child victims of sexual exploitation. However, actors in this area work in isolation without proper coordination with other child protection agencies. These centres also lack the skills to investigate the circumstances of abuse and to pursue justice for the victims.

Despite there being committees and organisations at the local and national levels to act as mechanisms for coordination, these structures lack adequate resources to effectively implement planned activities.



The structures should be empowered to implement the National Plan of Action at all levels. Elaborate data and information collection tools and procedures are lacking and should be developed by a specialised monitoring and evaluation division to measure performance as per the indicators specified in this NPA and to report appropriately to NCCS. These procedures should then be incorporated as part of NCCS's Quality Management System and functional operating manuals. In addition, an integrated monitoring and evaluation system should be developed and aligned to the National and County Integrated Monitoring and Evaluation System.

The NPA will be disseminated widely to all state and non-state actors to implement activities outlined in the Plan.

## **7.2 Monitoring performance**

Detailed annual plans with clear performance indicators and assigned responsibilities for the achievement of results will be developed by the Council. The plans should include key performance indicators that will inform decision-making and the frequency of reporting on the indicators. This will form the foundation for an effective monitoring and evaluation system for the NPA.

National Council for Children's Services will receive quarterly reports on progress of activities being implemented in line with the National Plan of Action. The Department of Children's Services, other state actors and non-state actors all over the country will submit data to a national database to aid in policy formulation.

Annual reviews on the implementation status of activities in the National Plan of Action will be held. Child protection agencies will report on the level of implementation, challenges faced, lessons learnt and emerging gaps.

The Council shall employ both qualitative and quantitative methods to monitor performance of the respective areas as detailed in the implementation matrix of the National Plan of Action. The major technique of monitoring and evaluation shall be variance analysis, that is, NCCS shall compare the performance targets with actual results and take necessary remedial action should any variance be identified.

### 7.3 Planned activities to achieve coordination, monitoring and evaluation

- Conduct a mapping of existing stakeholder networks
- Disseminate the NPA at the national, county and sub county levels
- Develop a monitoring and evaluation tool
- Conduct quarterly stakeholder meetings for information sharing, monitoring and evaluation and resource mobilization
- Support implementation of a Child Protection Information Management System
- Strengthen the capacity and coordination of stakeholders on the information management system for SEC in the counties
- Conduct annual national review meetings on the implementation of the NPA against SEC in Kenya
- Conduct an evaluation on the impact of interventions on SEC
- Strengthen the institutional capacity of the National Council for Children's Services
- Strengthen and support community child protection systems in fighting sexual exploitation of children



**NATIONAL PLAN OF ACTION ON SEXUAL EXPLOITATION OF CHILDREN IN KENYA  
IMPLEMENTATION MATRIX**

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
<b>IDENTIFICATION</b>	<i>To enhance the identification of victims and children at risk of sexual exploitation.</i>	<p>Develop and disseminate criteria for identification of victims and children at risk of sexual exploitation.</p> <p>Build the capacity of child protection officers, duty bearers and community members to identify at-risk children or victims of sexual exploitation.</p> <p>Strengthen community reporting and referral mechanisms.</p> <p>Strengthen coordination and partnerships amongst state and non-state actors.</p> <p>Map out the hotspots and the forms of sexual exploitation of children in the country.</p>	<p><b>Key stakeholders:</b> Children, families, communities, the private sector (cyber café operators), law enforcement and non-state actors.</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> Ministry in charge of children affairs, development partners, NGOs, FBOs, CBOs, and CSOs</p>	<p>Improved capacity on identification of victims of SEC</p>	<p>No. of cases of SEC identified and assisted</p> <p>No. of training forums held</p> <p>Developed and disseminated criteria for identification</p>	<p><b>Indicative budget:</b> Kshs 200,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
PREVENTION	<b>To strengthen the capacity of stakeholders on SEC</b>	Sensitise children on SEC through CRCs, CPCs, VCOs, AACs, LAACs, CHVs and children assemblies.  Sensitise the private sector - media, formal and informal business operators - on SEC.  Build the capacity of parents, caregivers and duty bearers on sexual exploitation of children.  Develop and disseminate user-friendly IEC materials on SEC with input from children	<b>Key stakeholders:</b> Civic leaders, key ministries, children and families, communities, law enforcement officers, private sector, NGOs, FBOs and CBOs.	<b>Lead agencies:</b> NCCS and DCS  <b>Partners:</b> AACs, County Government, relevant line ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and private sector).	Increased reporting of SEC issues by children  Children's ability to advocate for their rights	No. of functional child protection structures  No. of active child rights clubs per county.  No. of SEC cases reported and recorded at the National Child Helpline -116  Improved case management and referral system	<b>Indicative budget:</b> Kshs 100,000,000  Skilled human resource  Government and development partners	2018-2022
	<b>To empower parents and caregivers on positive parenting skills</b>	Review and develop training manuals / guides on positive parenting.  Train parents and caregivers on positive parenting skills.  Review and develop user friendly IEC materials on positive parenting.	<b>Key stakeholders:</b> VCOs, parents, caregivers, children and families, teachers, communities, faith based leaders, domestic workers' bureaus and agencies training domestic workers.	<b>Lead agencies:</b> NCCS and DCS  <b>Partners:</b> County Government, relevant ministry and department, County Area Advisory Council, strategic partners (NGOs, FBOs, CBOs and private sector).	A developed standardised training manual  Responsible parenting  Safe and protective environment for children	No. of forums held  No. of parents and caregivers trained  IEC materials developed	<b>Indicative budget:</b> Kshs 50,000, 000  Skilled human resource  Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>To address drug and substance abuse</b>	<p>Map existing rehabilitation centres.</p> <p>Lobby for the establishment of child friendly units in the rehabilitation centres.</p> <p>Sensitise children, families and communities on the effects of drug use and abuse.</p> <p>Establish a multi-sectoral referral system and structures to support child victims or at risk of drug abuse.</p> <p>Lobby for the establishment of mental health-care institutions for children.</p>	<p><b>Key stakeholders:</b> Children and families, communities, FBOs, CBOs, NGOs, Government ministries and departments</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> Relevant technical experts, teachers, media, religious leaders, County Governments, relevant ministries and departments, County Area Advisory Council, strategic partners (NGOs, FBOs, CBOs and private sector).</p>	<p>Enhanced child protection from substance and drug abuse</p> <p>Adequate provision of rehabilitation services for child drug users</p> <p>Functional, child friendly rehabilitation units within the rehabilitation centres</p>	<p>No. of functional child friendly units established</p> <p>No. of children successfully rehabilitated by the counties</p> <p>A functional multi-sectoral referral system and structure</p>	<p>Indicative budget: Kshs 150,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022

Focus Area	
<b>Objective</b>	<i>To lobby for enforcement of laws and policies on SEC in the entertainment industry</i>
<b>Activities</b>	<p>Enforce laws, policies and guidelines on entertainment and leisure.</p> <p>Sensitise the media and public transport on SEC.</p> <p>Engage media networks, such as AMWIK, Media Council of Kenya, and Music Copyright Society of Kenya on SEC.</p> <p>Lobby CA and the Kenya Film Classification Board to develop regulations that protect children from sexual exploitation and inappropriate content in the media.</p>
<b>Target Groups</b>	<p><b>Key stakeholders:</b> Media networks, public transport – especially Matatu Owners Association, Matatu Saccos, entertainment spots, Kenya Association of Hotel Keepers and Caterers, Kenya Film Classification Board, Media Council of Kenya, Music Copyright Society of Kenya, CA, Kenya Taxi Association, NTSA, transport crew, hotels and entertainment spots</p>
<b>Actors</b>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> NACADA, county governments, relevant ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>
<b>Results</b>	<p>Enhanced implementation of media regulations and censorship of explicit content</p> <p>Increased awareness on SEC by the transport industry</p> <p>Secure environment for children in the transport industry</p>
<b>Indicators</b>	<p>No. of forums held</p> <p>No. of persons sensitised</p> <p>Enforced regulations in the media</p> <p>Child friendly content aired in the media</p> <p>Policies developed and / or reviewed</p>
<b>Resources</b>	<p><b>Indicative budget:</b> Kshs 180,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>
<b>Timeline</b>	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>To sensitize and educate community members on the effects of harmful cultural practices</b>	<p>Conduct a situational analysis on harmful practices that contribute to SEC.</p> <p>Sensitize communities on the effects of harmful cultural practices.</p> <p>Engage males as community champions in reducing female genital mutilation and child marriage.</p>	<p><b>Key stakeholders:</b> Children, families, communities, opinion leaders i.e. elders, chiefs, traditional leaders, religious leaders, formal and informal groups i.e. women groups, youth groups</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> County Governments, relevant ministries and departments, County Area Advisory Council, strategic partners (NGOs, FBOs, CBOs and private sector).</p>	<p>Increased awareness on harmful cultural practices</p> <p>More men advocating against harmful cultural practices</p> <p>Report on the magnitude of harmful cultural practices</p> <p>Adoption of alternative rites of passage</p>	<p>No. of males engaged in reducing harmful cultural practices per county</p> <p>Increase in the reporting of harmful cultural practices</p> <p>No. of children undergoing alternative rites of passage.</p> <p>Number of TOTs trained on harmful cultural practices.</p> <p>Number of community sensitisation forums held.</p>	<p><b>Indicative budget:</b> Kshs 250,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022
	<b>To lobby national/county governments to allocate resources for the implementation of the NPA against SEC</b>	<p>Lobby the national and county governments to allocate a budget for the implementation of the NPA against SEC.</p> <p>Disseminate and domesticate the National Plan of Action against SEC at the national and county levels.</p> <p>Technical support for the domestication and implementation of the National Plan of Action against SEC at the national and county levels.</p> <p>Provide technical support to specialized units of SEC at the national and county levels.</p>	<p><b>Key stakeholders:</b> County Governments, Council of Governors, relevant ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and private sector).</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> County governments, relevant ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>	<p>Adequate funds available to support activities in the National Plan of Action</p>	<p>Reports on launch, dissemination and adoption of NPA against SEC</p> <p>No. of county governments implementing the NPA against SEC</p> <p>Annual budgetary allocation for implementation of NPA against SEC</p>	<p><b>Indicative budget:</b> Kshs 50,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Strengthen socio-economic status of families and communities</b>	<p>Identify and strengthen existing socio-economic support programmes for vulnerable households.</p> <p>Provide linkages to existing socio-economic programmes for vulnerable households.</p> <p>Educate communities on income generating activities.</p> <p>Lobby for the scaling up of feeding programmes in schools.</p> <p>Lobby for the scaling up of cash transfers to orphans and vulnerable children.</p>	<p>Key stakeholders: Community members, children, youth, parents and /or guardians.</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> County governments, relevant line ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>	<p>Improved income levels per household</p> <p>Increased school enrollment, retention and transition.</p>	<p>No. of income generating activities established and operationalised</p> <p>Reduced cases of SEC</p> <p>No. of counties with budgets on socio-economic support to vulnerable households</p> <p>No. of vulnerable households with improved livelihoods</p>	<p>Indicative budget: Kshs 50,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022



Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
PROTECTION	<b>Strengthen institutional integration, access and referral for child protection</b>	<p>Establish and operationalise child protection centres in every county.</p> <p>Strengthen referral mechanisms among stakeholders.</p> <p>Conduct a mapping exercise of service providers on SEC for enhanced coordination</p> <p>Establish child rights clubs in learning institutions.</p>	<p><b>Key stakeholders:</b> Children, communities, service providers, lawyers, police, relevant ministries and government agencies, private sector-hotel and tourism industries, religious leaders, FBOs, agricultural, fish, domestic industries and CSOs</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> Relevant government agencies (DCS, national Governments), private sector and community structures.</p>	<p>Coordinated and functional child protection mechanisms</p>	<p>Directory of service providers</p> <p>Forty seven (47) functional child protection centres.</p> <p>No. of referred cases</p> <p>No. of beneficiaries</p> <p>Number of child rights clubs formed</p>	<p><b>Indicative budget:</b> Kshs 500,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022
	<b>Establish and enhance public-private partnerships on SEC.</b>	<p>Identify and involve private sector organisations in addressing SEC.</p> <p>Strengthen existing partnerships on SEC.</p> <p>Develop Standard Operating Procedures on SEC</p>	<p><b>Key stakeholders:</b> Children, communities, service providers, lawyers, police, relevant ministries and government agencies, private sector (hotel and tourism industries), religious leaders, FBOs, agricultural, fish and domestic industries and CSOs.</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> Relevant government agencies, Department of Children's Services and Teachers Service Commission</p>	<p>Established working relationship between public-private partnerships</p> <p>Strengthened partnerships</p>	<p>No. of partnerships formed</p> <p>No. of interventions by the private sector on SEC</p> <p>Reduction in the % of children exposed to sexual exploitation</p>	<p><b>Indicative budget:</b> Kshs 5,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Empower children and duty bearers on child sexual exploitation.</b>	Create awareness and train caregivers on protecting children against sexual exploitation.	<b>Key stakeholders:</b> Children, caregivers, service providers	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Relevant government agencies, private sectors, CSOs and FBOs	Enhanced prevention and protection of children against SEC	No. of sensitization meetings conducted to caregivers. No. of reported cases. No. of caregivers trained.	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022
		Provide psychosocial support to victims of SEC.	<b>Key stakeholders:</b> Children and caregivers	<b>Lead agency:</b> DCS <b>Partners:</b> DCS Relevant government agencies, LAACs, CSOs and FBOs	Restoration of survivors of SEC	No. of survivors taken through psychosocial support Established psychosocial support mechanisms	<b>Indicative budget:</b> Kshs 200,000 Skilled human resource Government and development partners	2018-2022
		Sensitise children, community members and service providers on existing laws on SEC	<b>Key stakeholders:</b> Communities, children and service providers	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Relevant government agencies, LAACs, CSOs and FBOs	Awareness on existing laws on SEC enhanced	No. of sensitisation meetings held IEC materials developed and disseminated No. of trained stakeholders	<b>Indicative budget:</b> Kshs 70,500,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
		Develop and disseminate information, education and communication materials to raise awareness on SEC	<b>Key stakeholders:</b> Children, families and community members, the private sector, opinion leaders, religious leaders and FBOs	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Relevant government agencies, private sector and CSOs	Increased awareness on SEC Increased knowledge on SEC	No. of SEC cases prosecuted No. of IEC materials developed and disseminated No. of reported cases of SEC	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022
		Hold campaigns on SEC in the communities.	<b>Key stakeholders:</b> Children, families, communities, the private sector, opinion leaders, religious leaders and FBOs	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> DCS, relevant government agencies, private sector, CSOs and media	Attitude and behaviour change among communities on SEC Increased knowledge on SEC	Number of campaigns held on SEC Number of cases of SEC reported	<b>Indicative budget:</b> Kshs 100,000,000 Skilled human resource Government and development partners	2018-2022
		Train caregivers on SEC related skills to support children with special needs.	<b>Key stakeholders:</b> Service providers, communities and FBOs	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> National Council for Persons with Disabilities (NCPWD), relevant government agency, CSOs and Association for persons with Disabilities in Kenya (APDK)	Better management of special needs victims of SEC	No. of caregivers trained to support special needs victims Improved services offered to special needs victims of SEC No. of training sessions held for caregivers	<b>Indicative budget:</b> Kshs 50,000,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Strengthening institutional capacity on protection of children from SEC</b>	Lobby for increased budgetary allocation towards mitigating SEC at national and county levels.  Hold regular coordinated multi-sectoral stakeholder forums on sharing emerging trends.  Develop joint action plans for complimentary activities.	<b>Key stakeholders:</b> Media (print and electronic ), CA, higher learning institutions, MoE, TSC, community, teachers, ICT experts and digital media service providers	<b>Lead agency:</b> NCCS  <b>Partners:</b> ICT experts, digital media service providers, teachers, lecturers, community, Communications Authority, CSOs, development partners	Budgetary allocation in place towards mitigating SEC both at national and county levels  Laws in place to protect children from SEC	No. of stakeholders trained on media regulation  Content accessible to children	<b>Indicative budget:</b> Kshs 250,000,000  Skilled human resource  Government and development partners	2018-2022
		Enforce existing legislations and policies.	<b>Key stakeholders:</b> Police, judiciary, community structures, national assembly and the civil society.	<b>Lead agencies:</b> NCCS and National Police Service  <b>Partners:</b> Judiciary, relevant agencies, CSOs, Office of the DPP, Parliamentary law reform committee, county assemblies, service providers	Enforcement of existing legal provisions  Reduction of SEC cases  Expeditious determination of cases of SEC and special protection of victims.	Standardised laws and policies on SEC  No. of completed cases on SEC by the judicial system  No. of law enforcement officers trained on implementation of existing laws  Integration of SEC training in curriculum of law enforcement officers and service providers	<b>Indicative budget:</b> Kshs 100,000,000  Skilled human resource  Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
		Hold media campaign on SEC.	<b>Key stakeholders:</b> Children and communities	<b>Lead agencies:</b> NCCS and DCS  <b>Partners:</b> CSOs, government agencies, service providers, communities, media	Child friendly media campaigns  Child sensitive media content in place  Increased community awareness	Media discourse centred on SEC  No. of SEC cases highlighted  No. of SEC related programmes in the media  No. of media campaigns	<b>Indicative budget:</b> Kshs 30,000,000  Skilled human resource  Government and development partners	2018-2022
	<b>To empower children to protect themselves against sexual exploitation</b>	Establish child rights clubs in schools.  Incorporate SEC education in co-curriculum activities.  Develop and disseminate child friendly legal instruments.  Hold mentorship programmes for child learners.  Offer refresher courses and debriefing sessions for guidance and counselling teachers.  Lobby for a professional counselor in every learning institution.	<b>Key stakeholders:</b> Teachers Service Commission, Ministry of Education, communities, children, schools, CSOs, government agencies and service providers	<b>Lead agency:</b> NCCS  <b>Partners:</b> CSOs, government agencies, service providers, communities	Strengthened counselling services in schools  SEC education in the school curriculum	No. of schools with a counselling psychologist  No. of functional child rights clubs  Child-friendly legal instruments developed and disseminated	<b>Indicative budget:</b> Kshs 800,000,000  Skilled human resource  Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Strengthening community structures to protect children against sexual exploitation</b>	Review of the entire child protection system. Strengthen systems and address identified gaps. Build the capacity of service providers on SEC. Strengthen community-based child protection mechanisms.	<b>Key stakeholders:</b> CSOs, government agencies, service providers and communities	<b>Lead agency:</b> NCCS <b>Partners:</b> CSOs, government agencies, service providers and communities	Entire child protection system reviewed	No. of child-friendly legal instruments developed and disseminated No. of child protection strengthened	<b>Indicative budget:</b> Kshs 250,000,000 Skilled human resource Government and development partners	2018-2022
	<b>Strengthening the social –economic status of parents and caregivers</b>	Train caregivers on sustainable economic activities. Link caregivers with social safety net programmes e.g. the cash transfers.	<b>Key stakeholders:</b> Caregivers, children, national and county governments and CSOs	<b>Lead agency:</b> NCCS <b>Partners:</b> CSOs, government agencies, service providers, communities	Caregivers trained on economic activities	No. of caregivers trained on income generating activities	<b>Indicative budget:</b> Kshs 200,000,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<p><b>To enhance online protection of children against sexual exploitation</b></p>	<p>Review information available on the extent of SEC in the online environment.</p> <p>Create awareness on child online protection through theatre.</p> <p>Hold regional dialogue circles with children and youth to advocate for child online protection and internet governance.</p> <p>Train cyber business owners and operators on child online protection.</p> <p>Review, adopt and implement community and school-based child online protection awareness programme.</p> <p>Lobby development partners to prioritize activities on child online protection.</p> <p>Build the capacity of formal and informal structures on child online protection.</p> <p>Develop a framework on child online protection</p> <p>Lobby for budgetary allocation from the private sector towards child online protection.</p>	<p><b>Key stakeholders:</b> ICT and internet providers, the Communication Authority, MOEST, the Kenya National Bureau of Statistics, children, families, communities</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> CA, County Governments, relevant ministries, MOEST, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>	<p>Increased awareness on COP on SEC issues</p> <p>Reduced exposure to online risks and vulnerabilities to SEC</p> <p>Increased support from Internet Service Providers on COP on SEC activities</p> <p>More implementing partners coming on board for COP on SEC</p> <p>More children advocating for COP, SEC and internet governance</p>	<p>Annual budgetary allocations by the Communications Authority for COP on SEC</p> <p>Annual budgetary allocations by internet service providers to support implementation of COP on SEC</p> <p>Regulations developed by the CA for cyber cafes to ensure child friendly services</p>	<p><b>Indicative budget:</b> Kshs 600,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	<p>2018 -2022</p>

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>To facilitate the implementation of laws and policies protecting children from SEC</b>	Lobby the government to ratify existing protocols and enact relevant laws and policies. Develop and adopt user-friendly law booklets on child protection. Lobby county governments to develop and enforce laws and policies protecting children from sexual exploitation.	<b>Key stakeholders:</b> Executive, Legislature, Judiciary and Government line ministries	<b>Lead agency:</b> NCCS <b>Partners:</b> CSOs and duty bearers	A conducive legal and policy environment for children, including child victims or at risk of sexual exploitation	Ratification of international protocols Enacted laws and developed policies on SEC	<b>Indicative budget:</b> Kshs 150,000,000 Skilled human resource Government and development partners	2018-2022
	<b>To facilitate the implementation of laws and policies on SEC by 2022.</b>	Sensitise duty bearers on laws and policies on SEC. Disseminate the NPA against SEC at the county level for duty bearers. Develop a child friendly version of the NPA. Disseminate child friendly version of the NPA to children at the county level.	<b>Key stakeholders:</b> Children, communities, religious leaders, opinion leaders	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Line ministries, Department of Children's Services and development partners	Enhanced knowledge on laws and policies on SEC	No. of prosecutions determined and concluded. No. of children reached. No. of duty bearers reached	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022



Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
RESCUE, REHABILITATION AND REINTEGRATION	<i>Lobby national, county and other partners for allocation of resources for the rescue, rehabilitation and reintegration of victims of SEC</i>	Disseminate and domesticate the NPA against SEC 2018-2022 in all counties.  Strengthen existing structures on rescue, rehabilitation and reintegration of victims of SEC.  Lobby national and county governments and partners for budget allocation for rescue centres.	<b>Key stakeholders:</b> National Government, County Government, line ministries, relevant stakeholders, child protection community structures	<b>Lead agencies:</b> NCCS and DCS  <b>Partners:</b> County Governments, County Advisory Councils, relevant ministries and departments and strategic partners (NGOs, FBOs, CBOs and private sector).	Increased access to rescue, rehabilitation and reintegration services  Budgetary allocation for rescue, rehabilitation and reintegration	Annual county/national budgetary allocations for the recovery and reintegration of child victims of SEC  Proportions of child victims of SEC reintegrated back to the community	<b>Indicative budget:</b> Kshs 300,000,000  Skilled human resource  Government of Kenya and development partners	2018-2022
	<i>Establish places of safety in every county</i>	Conduct a mapping exercise on the number and status of existing safe houses.  Update directory of child care service providers in Kenya.  Lobby for the establishment of safe houses in all counties in Kenya.	<b>Key stakeholders:</b> Children, parents and community members	<b>Lead agencies:</b> NCCS and DCS  <b>Partners:</b> County Government, relevant line ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and private sector).	Fully functional safe houses for child victims of SEC to facilitate their recovery and reintegration	No. of counties having at least one adequate and operational safe house.	<b>Indicative budget:</b> Kshs 300,000,000  Skilled human resource, financial resources, safe houses  Possible sources: National, county budget, development partners and private sector.	2018-2022

Focus Area	
<p><b>Objective</b> <i>Empower communities to address issues of SEC</i></p>	<p><b>Activities</b> Sensitize communities on online sexual exploitation of children. Support the Kenya Film Classification Board's review on legislations. Sensitize communities on the rescue, rehabilitation and reintegration of victims of SEC. Sensitize children, families and communities on emerging forms of SEC. Sensitize communities on existing referral systems for victims of SEC. Sensitize communities on the importance of psychosocial support in the reintegration and recovery of victims of SEC, including children with special needs.</p>
<p><b>Target Groups</b></p>	<p><b>Key stakeholders:</b> Children, families, communities, VCOs, CHVs, teachers, religious community, AACs, community leaders, Kenya Police Service and gender desks</p>
<p><b>Actors</b></p>	<p><b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> County Governments, relevant line ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>
<p><b>Results</b></p>	<p>More supportive environment for the recovery and reintegration of child victims of sexual exploitation Reduced incidence of stigma for child victims of sexual exploitation. Improved after care services</p>
<p><b>Indicators</b></p>	<p>Increased knowledge on rehabilitation among VCOs, CHVs, teachers, AACs, religious and community leaders Improved synergies Increased number of children reintegrated back to their families and communities</p>
<p><b>Resources</b></p>	<p><b>Indicative budget:</b> Kshs 120,000,000 Skilled human resource Government and development partners</p>
<p><b>Timeline</b></p>	<p>2018-2022</p>

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<p><b>Facilitate and support alternative means of livelihood for victims of SEC</b></p>	<p>Provide alternative means of livelihood through appropriate education and skills development in formal and informal education institutions i.e. reintegration back to school.</p> <p>Lobby for social protection for households and victims of SEC.</p> <p>Lobby for the establishment of a Trust Fund at County level for support of victims of SEC.</p> <p>Provide victims with linkage to women and Youth Enterprise Fund, Constituency Development Fund, Constituency Bursary Fund.</p> <p>Lobby the private sector (formal and informal) in supporting victims of SEC through training, mentorship and apprenticeship.</p> <p>Formation of psychosocial support groups among SEC victims.</p>	<p><b>Key stakeholders:</b> Children, families, business owners, communities, government (national and county), relevant ministries and departments.</p>	<p><b>Lead agency:</b> NCCS</p> <p><b>Partners:</b> County government, national government, relevant ministries and departments, NGOs, FBOs and the private sector via the Kenya Private Sector Association (KEPSA).</p>	<p>Established and functional Trust Fund in every county</p> <p>Enhanced knowledge and skills by victims of SEC</p> <p>Enhanced employability of survivors of SEC.</p> <p>Households of child victims of sexual exploitation are economically stable</p>	<p>No. of children who have been supported through alternative means of livelihood</p> <p>No. of Trust Funds established.</p> <p>Income generation training or start up support provided to families</p>	<p><b>Indicative budget:</b> Kshs 250,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	<p>2018-2022</p>

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Standardized operations for the rescue, rehabilitation and reintegration of victims of SEC</b>	Develop guidelines, manuals for rescue and rehabilitation of victims of SEC. Disseminate training manuals to various stakeholders. Develop standard operating procedures for rescue, rehabilitation, reintegration of victims of SEC.	<b>Key stakeholders:</b> Health workers, government ministries and departments.	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Line ministries and departments and development partners	Standardized manual, guidelines for SEC SOPs for rescue and rehabilitation of SEC victims	No. of child protection workers using the manuals per county	<b>Indicative budget:</b> Kshs 30,000,000 Skilled human resource Government and development partners	2018-2022
<b>CHILD PARTICIPATION</b>	<b>Involvement of children in all child related programmes</b>	Train children to advocate against SEC. Create and strengthen child rights and protection structures such as children assemblies, child rights clubs and children's parliament. Create more opportunities for child participation. Sensitise children on existing policy provisions on SEC. Sensitise duty bearers on child participation. Sensitise children on their right to participation.	<b>Key stakeholders:</b> Children, NGOs, CBOs, FBOs and communitie	<b>Lead agency;</b> NCCS <b>Partners:</b> Ministry of Education and development partners.	Increased awareness on SEC amongst children Children advocating for SEC at National forums via the Children Assembly and Children's Parliament. Children holding duty bearers accountable Increased reporting and determination of cases to duty bearers by children	No. of memoranda developed by children and handed over to the relevant authorities. No. of forums held by children advocating for policy development. Number of cases of sexual exploitation reported by children.	<b>Indicative budget:</b> Kshs 150,000,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Create awareness among children on harmful cultural practices that promote SEC</b>	Sensitize communities and children on harmful cultural practices. Sensitize duty bearers on existing laws on harmful cultural practices.	<b>Key stakeholders:</b> Children, NGOs, CBOs, FBOs and communities.	<b>Lead agency:</b> NCCS <b>Partners:</b> Ministry of Education and development partners	Increased community disapproval of retrogressive cultural practices. Improved awareness amongst communities and children on harmful cultural practices.	Children facing harmful cultural practices seeking refuge in safe houses. No. of prosecutions made. No. of duty bearers sensitized on the NPA against SEC No. of sensitisation forums held	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022
	<b>Enhance participation of children in initiatives against SEC within communities</b>	Create forums and opportunities for children to express themselves. Hold child participation forums within the existing structures such as children assemblies, community child protection committees and child rights clubs on SEC.	<b>Key stakeholders:</b> Children, NGOs, CBOs, FBOs and communities	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Ministry of Education, NGOs and FBOs	Increased participation of children on SEC activities e.g. through drama	No. of forums and/or opportunities at the community level. No. of child rights clubs, children assemblies and child protection committees established	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Enhance inclusivity of children in SEC interventions</b>	Mainstream gender in child participation activities addressing sexual exploitation. Enhance involvement of children with disabilities in addressing sexual exploitation.	<b>Key stakeholders:</b> Children, NGOs, CBOs, FBOs and communities	<b>Lead agency:</b> NCCS <b>Partners:</b> Ministry of Education, line ministries, county governments and development partners	Enhanced equity in advocating against SEC Increased protection for children with disabilities Policies responsive to gender needs and children with disabilities	No. of children with disabilities advocating against sexual exploitation.	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022
	<b>Involvement of children in addressing SEC in conflict situations</b>	Sensitise children on the risks of sexual exploitation in conflict situations. Establish specialised forums/opportunities for children in conflict with the law.	<b>Key stakeholders:</b> Children, NGOs, CBOs, FBOs, UNHCR, law enforcement agencies and communities	<b>Lead agencies:</b> NCCS and DCS <b>Partners:</b> Ministry of Education, development partners, UNHCR, law enforcement officers and Kenya Defense Forces	Enhanced involvement of children and other persons affected by conflict.	Decrease in the number of child sexual abuse cases during conflict and emergencies.	<b>Indicative budget:</b> Kshs 20,000,000 Skilled human resource Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Effective implementation of SEC framework during conflict</b>	Develop a SEC framework on preparedness during conflict.  Disseminate the SEC framework on preparedness during conflict.	<b>Key stakeholders:</b> Children  NGOs, CBOs, FBOs, UNHCR, law enforcement agents, and communities	<b>Lead agency:</b> NCCS  <b>Partners:</b> Ministry of Education, development partners, UNHCR and law enforcement agencies	Coordinated response to SEC in conflict situations	Decreased number of SEC cases during conflict and emergencies	<b>Indicative budget:</b> Kshs 20,000,000  Skilled human resource  Government and development partners	2018-2022
<b>COORDINATION, MONITORING AND EVALUATION</b>	<b>To develop and implement Standard Operating Procedures on handling SEC</b>	Hold collaborative forums on the development of SOPs.  Disseminate SOPs on handling SEC to stakeholders.  Annual review of SOPs to incorporate emerging issues.  Quarterly coordinated stakeholder meetings for information sharing.  Conduct sensitisation meetings for partners on SOPs.	<b>Key stakeholders:</b> Government, CSOs and duty bearers.	<b>Lead agency:</b> NCCS  <b>Partners:</b> Development partners, CSOs and government agencies	SOPs developed and used in handling child victims of sexual exploitation	No. of collaborative forums held on the development of SOPs	<b>Indicative budget:</b> Kshs 500,000,000  Skilled human resource  Government and development partners	2018-2022

Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>Development of a monitoring and evaluation framework</b>	Disseminate the NPA at the national, county and sub county levels. Develop a monitoring and evaluation tool. Conduct quarterly stakeholder meetings for information sharing, monitoring and evaluation and resource mobilization.	<b>Key stakeholders:</b> Government, CSOs, stakeholders, duty bearers.	<b>Lead agency:</b> NCCS <b>Partners:</b> Development partners, government agencies and CSOs	A functional monitoring and evaluation system	Monitoring and evaluation framework developed	<b>Indicative budget:</b> Kshs 300,000,000 Skilled human resource Government and development partners	2018-2022
	<b>To establish and strengthen mechanisms and systems for coordination amongst stakeholders</b>	Conduct a mapping of existing stakeholder networks. Strengthen coordination of stakeholders on SEC. Conduct quarterly county stakeholder meetings. Conduct annual national review meetings on the NPA against SEC. Strengthen and support child protection structures e.g. CPUs, CPCs, VCOs, AACs and LAACs.	<b>Key stakeholders:</b> Policy makers, CSOs, NGOs, CBOs, FBOs, relevant line ministries and departments	<b>Lead agency:</b> NCCS <b>Partners:</b> Line ministries, County Governments, County Area Advisory Councils and development partners	One functional network in every county in Kenya	Network meetings and reports Annual review meeting report and minutes	<b>Indicative budget:</b> Kshs 350,00,000 Skilled human resource Government and partners	2018-2022



Focus Area	Objective	Activities	Target Groups	Actors	Results	Indicators	Resources	Timeline
	<b>To adopt a SEC Information Management System in the counties</b>	<p>Integrate a SEC module in the Child Protection Information Management System.</p> <p>Train duty bearers on the SEC – CPIMS, including the county M&amp;E officers.</p> <p>Disseminate information in the CPIMS to stakeholders annually.</p>	<p><b>Key stakeholders:</b> Stakeholders, County Governments, communities including children.</p>	<p><b>Lead agencies:</b> NCCS and DCS</p> <p><b>Partners:</b> Line ministries, development partners, County Governments, relevant ministries and departments, County Area Advisory Councils, strategic partners (NGOs, FBOs, CBOs and the private sector).</p>	<p>One functional track information management system in every county</p>	<p>Availability of information and data on SEC issues</p>	<p><b>Indicative budget:</b> Kshs 150,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022
	<b>To establish multi-sectoral coordination, monitoring and documentation at national, county, sub-county levels.</b>	<p>Conduct reviews and disseminate the findings on the impact of programme interventions on SEC.</p> <p>Strengthen the institutional capacity of the National Council for Children's Services.</p>	<p><b>Key stakeholders:</b> Government, line ministries and all duty bearers</p>	<p><b>Lead agency:</b> NCCS</p> <p><b>Partners:</b> Development partners, CSOs and Government agencies</p>	<p>Audited reports of all programme interventions</p>	<p>Multi-sectoral coordination team and process established at all levels</p> <p>Report containing the findings and recommendations on SEC for validation</p>	<p><b>Indicative budget:</b> Kshs 20,000,000</p> <p>Skilled human resource</p> <p>Government and development partners</p>	2018-2022



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