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The execution of public policies in prevention and promotion against Commercial
Sexual Exploitation of Children and Adolescents:

Analysis and evaluation of practical experience in programs and activities developed in the
area of Aguirre, Quepos for the period 2008-2010.

Report of the Directed Practice for the academic degree of Bachelor in Sociology.

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Dedication

This work is dedicated to all those whose rights have been violated in one way or another, to those who were unable to demand respect for their rights because their voices were silenced, and to those who fought tirelessly for the recognition before the law and society of equal rights for all.

Acknowledgment

Sometimes it seems that the work of a thesis is summarized in the time dedicated explicitly for it, but the truth is that this final graduation work condenses the years of university from the first general course to the last undergraduate courses; the truth is that in this work remains a little of each class, each recess and each person with whom we grew up as students, to become professionals, whether they are from the academy or outside it.

Giving thanks is part of giving back to all those people who gave us so much throughout this process. And the first person we want to thank is the one who has always been our strength and companion: God.

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- CCSS: Costa Rican Social Security Fund
- CRC: Convention on the Rights of the Child
- CONACOES: National Commission of Work Against Commercial Sexual Exploitation of Minors
- CSEC: Commercial sexual exploitation of children and adolescents.
- ICT: Costa Rican Tourism Institute
- IMAS: Instituto Mixto de Ayuda Social
- INA: Instituto Nacional de Enseñanza y Aprendizaje (National Institute of Teaching and Learning).
- INAMU: National Women's Institute
- IPEC: International Program on the Elimination of Child Labor
- MEP: Ministry of Public Education
- NNA: Children and Adolescents
- PANI: Patronato Nacional de la Infancia (National Child Welfare Agency)
- PLANОВI: National Plan for the Attention and Prevention of Domestic Violence.
- PROCAL: Advocacy, Training and Alternative Action
- NGO's: Non-Governmental Organizations
- UN: United Nations
- OIJ: Judicial Investigation Organism
- ILO: International Labor Organization
- UNICEF: United Nations International Children's Emergency Fund.

Introduction

The present research was carried out through the modality of directed practice, in which the problem of Commercial Sexual Exploitation of Children and Adolescents (CSEC) was analyzed, a subject that has been little addressed from the sociological discipline in Costa Rica and that undoubtedly is a social problem that affects all areas of human development and violates the rights of children and adolescents (CSA).

The research focused specifically on the implementation of public policies, in terms of promotion and prevention, in force in the country, for the eradication of CSEC, taking into account that through effective actions and mechanisms aimed at prevention, the problem can be counteracted.

These policies are included in the National Plan for the Eradication of CSEC 2008-2010. The Plan has a national scope, but focuses its implementation in six cantons identified as priority areas according to the National Development Plan of Costa Rica, which motivated the present evaluation of the implementation of the strategic actions included in the plan in terms of promotion and prevention, selecting for this purpose: the canton of Aguirre, Quepos.

For the present study, it was decided to work with the Central Pacific Regional Directorate of the National Child Welfare Agency (PANI) as the institutional counterpart, since it is the institution responsible for compliance at the local level (canton of Aguirre, Quepos) of the implementation of policies against CSEC, through the execution of the National Plan.

The methodology used in this research was qualitative, which allowed for a detailed description of the actions implemented at the local level to comply with the National Plan for the Eradication of CSEC 2008-2010 and an analysis of their relevance at the local level.

Chapter 1

Justification, background and research problem

1.1. Justification

The importance of working on the issue of CSEC lies fundamentally in the dimension of this problem and the implications for society and for the victims (children and adolescents). According to UNICEF data, -one million eight hundred thousand children are sexually exploited in the world, in a dark industry that moves around twelve billion dollars every yearll (Patronato Nacional de la Infancia, 2006). These data are only an estimate, because since it is a -clandestine businessll there is no exact number of victims, but based on them, it can be affirmed that CSEC is a significant problem at a social level, it also implies a violation of human rights and a detriment to the physical and emotional integrity of people and security in the affected regions.

In Costa Rica, the problem of CSEC has been increasing since the 1990s and has focused on certain sectors of the country, such as tourist, port and border areas. Taking these aspects into account, the area of Aguirre, Quepos, was chosen for this research for several reasons: first, because the National Development Plan and the Risk Map (Claramunt, 2002), designed by Cecilia Claramunt, identify it as a priority area, based on the poverty index, population density and the level of risk with respect to commercial sexual exploitation. Secondly, it is one of the six cantons prioritized by the National Plan for the Eradication of CSEC 2008-2010. Finally, this area was

selected because it presents several factors that, according to international studies¹ on CSEC issues, promote, legitimize and perpetuate this type of exploitation, such as high levels of poverty, high incidence of addictions, accelerated tourism, violence, among others.

The studies conducted in Costa Rica on CSEC have been developed under a psychological or legal approach and have succeeded in expanding knowledge regarding the care of victims and providing a framework for action. However, it is necessary to evaluate the programs and activities established to combat it, specifically in the areas of promotion and prevention (central aspects to counteract the problem), from a sociological perspective.

A sociological approach makes it possible to analyze and evaluate the process of elaboration, adoption and implementation of public policies, taking into account the historical, political, economic and social context in which they are developed. This makes it possible to identify the achievements and limitations of the implementation of policy programs and activities.

¹ The book -Childhood as Sexual Merchandise, is one of the studies that postulates these factors as vulnerabilizing factors in the face of CSEC. This material can be consulted in: Azaola Elena. and Estes Richard (2003). La infancia como mercancía sexual. D.F. Mexico.

1.2. Research Background

CSEC is considered a global and growing problem that affects many areas of individual and collective life, and as a result, important research has been carried out by various public and private entities.

After conducting a bibliographic review of research on CSEC, the main research contributions were selected to frame the situation of CSEC from an international, regional and national perspective.

At the international level, the United Nations Children's Fund (UNICEF), the Mexican National System for the Integral Development of the Family (DIF) and the Mexican Center for Research and Higher Studies in Social Anthropology (CIESAS), conducted a study on the issue of CSEC entitled -Childhood as sexual merchandisell (Azaola and Estes, 2003).

This research was carried out in Canada, the United States and Mexico, with the purpose of analyzing CSEC as a result of contemporary social and cultural processes.

From the main findings obtained in the research, the common denominator is that in the three countries, the main factors associated with the presence of CSEC are:

- Weak enforcement of regulations (related to ESCCNNA)
- Violence and abuse against minors, widespread and tolerated

- Age stereotypes favoring sexual attraction to the most fragile
- Deterioration of living conditions and quality of life in broad sectors of the population.
- Family instability
- Alcoholism or drug addiction
- School dropout
- Expulsion or abandonment of the house
- High unemployment and underemployment levels
- Insufficient material and human resources in the institutions to provide adequate and specialized care to child victims.
- The deterioration of living conditions and opportunities, which is manifested in the erosion of the social fabric, whose capacity to care for and protect children has also been eroded.

In addition, the study showed that although poverty is one of the factors most often used to explain the development of CSEC, it cannot be generalized as the only causal factor, since there is a high correlation with other factors, such as those mentioned above, and it is with the presence of a set of these factors that CSEC is encouraged in certain areas, such as tourist sites, port areas and border areas.

In the regional area, the ILO conducted in Central America, Panama and the Dominican Republic, the second study of social tolerance on the issue of -Commercial Sexual Exploitation of Minorsll.

This study sought to:

provide relevant information for various sectors with responsibility for the prevention and elimination of this phenomenon in such a way as to continue to affirm efforts and actions, systematic and sustained over time, that are duly financed, but at the same time integrated into broader policies that amplify the expected results^{II} (International Labor Organization, 2009: 8).

The main contribution of this research is to present a comparative analysis of the situation of CSEC in the selected countries and the application of a survey to measure people's perception of the issue.

It should be noted that the results generated by the research have been taken into account for the elaboration of actions relevant to the work of the National Commission Against Commercial Sexual Exploitation of Minors (CONACOES), for example, among the recommendations made, it is proposed that:

The National Commissions against Commercial Sexual Exploitation should evaluate the possibility of establishing a permanent monitoring system for the media, whose costs can be shared by all the institutions involved, in order to measure the pulse of the information that the population is receiving on the issue. This will facilitate the development of joint strategies with all the institutions and organizations that make up the commissions and the improvement of decision-making processes which, in turn, will have an impact on savings in public investments. Based on the results of the monitoring processes, it will be possible to propose different actions and evaluate their scope and effectiveness^{II} (O.I.T, 2009: 73).

This recommendation was the basis for the decision to implement a national campaign on CSEC with the contribution of the various Costa Rican organizations that make up CONACOES.

In Costa Rica, Cecilia Claramunt is one of the researchers who has developed more studies on CSEC and has pointed out that in the country the issue of CSEC was not widely discussed, since for a long time it was considered as a problem that was present only in marginal sectors or in other nations; however, it was considered as a problem that was present only in marginal sectors or in other countries.

However, in his research -Costa Rica, Explotación Sexual Comercial de Personas Menores de Edad: Una evaluación rápidall (Claramunt, 2002) shows that CSEC was present in several areas of the country, but it was not until the 1990s that efforts to promote child protection in this area increased.

This research work, carried out within the framework of the International Program on the Elimination of Child Labor (IPEC), was used as a theoretical basis for the elaboration of the National Plans in our country and for the selection of priority areas.

The main contribution of this research is the elaboration of a risk map, which takes into account two criteria:

- a) the risk for victimization, i.e. areas with the highest number of reports of aggravated pimping, place of residence of the victims and of the reported pimps, areas with serious social problems (unemployment, drug addiction, extreme poverty and lack or insufficiency of basic services), and
- b) the risk for exploitative behavior, which, due to the difficulty of characterizing them, in this study was determined only by the tourism factor.

This work focuses on the problem of the victims, although it does provide some considerations regarding the social environment; it also points out the lack of coordination of the social and governmental response to comprehensively address the problem.

In this research, the author defines the concept of CSEC as:

-The sexual use of minors, where there is an economic benefit for the child or adolescent or the intermediary. The sex trade involving children and adolescents can take different forms, such as: sale and trafficking, pornography or the offering of economic benefits or in kind for the performance of sexual activities" (Claramunt, 2002: 29).

For Claramunt, this definition typifies different forms of sexual exploitation, however, by intertwining the implicit concept of *-benefit*, in the form of good received, it limits the magnitude of the problem. It is necessary to discriminate, clearly, between CSEC and prostitution, since the latter is established under a kind of relationship of consciousness and acceptance (malice and not only guilt), in other words express will of the parties, which is closely linked to the concept of legal capacity. An adult man or woman, inserted in prostitution must in legal terms assume the responsibility of that act, as long as there is no coercion, but the Costa Rican legal system protects minors in a particular way, as individuals legally diminished (in prejudice), that is to say *-they cannot prostitute themselves*, since they do not have the legal capacity to act.

In addition, when confronting the concept of *-benefit* with the reality of children and adolescents, i.e., of the *-Claramunt shows that the average payment in urban areas is from three to five thousand colones, while in rural areas it can range from five hundred to five thousand colones, to which must be deducted, in the event that a percentage of the income is given to the underage person, around 40% or more, which remains in the hands of pimps and brokers.*

intermediaries, but in most cases they do not even receive any payment.²

(Claramunt, 1999).

This means that any material or in-kind good received in exchange does not constitute a benefit, but rather degenerates into a detriment to the integral formation of the minor. It is for this reason that the concept put forward by attorney Nidia Zúñiga, who was part of the team that reviewed the bill against the commercial sexual exploitation of minors in 1999, is considered more pertinent, arguing that:

-Commercial sexual exploitation constitutes an abuse of the physical and moral integrity of a minor by another for profit. It manifests itself through child prostitution, child pornography, sex tourism and trafficking of children for sexual purposes; each of these circumstances has its own special characteristics and a differentiated treatment in the legal sphere. All of them are expressions of a modern form of slavery that objectifies the body of the victims, making them lose their self-esteem, their ability to dream, fantasize and feel like children (Turismo Visión, 2008).

However, Zúñiga uses the term -child prostitution which, as has been pointed out, is not correct to use to define CSEC, due to the negative physical, social, psychological and spiritual consequences for children and adolescents.

² Although this is a study carried out with data from 1999, it is estimated that the payment amounts have not changed significantly.

1.3. Research problem

Given the constant presence of the CSEC problem at both the international and national levels, and taking into account the material consulted, the main question that motivated the development of this research was **how have public policies been implemented at the local level in terms of promotion and prevention of CSEC?** Based on the existence of a National Plan with national strategic actions for local implementation, specifically in the areas of greatest vulnerability to CSEC.

1.4. Objectives

1.4.1. General Objective:

1. To analyze and evaluate the implementation of public policies against CSEC in terms of prevention and promotion in the area of Aguirre, Quepos for the period 2008-2010.

1.4.2. Specific objectives:

1. Describe the process of elaboration of public policies included in the National Plan for the Eradication of CSEC 2008-2010.
2. To identify the products obtained from the public policy development process included in the National Plan for the Eradication of CSEC 2008-2010.
3. Evaluate the actions implemented against CSEC, in terms of promotion and prevention, developed by the competent institutions in the area of Aguirre, Quepos.

Chapter 2

Theoretical and conceptual aspects

This section develops the elements of the theoretical approach that underpin this research. First, the main considerations regarding the issue of decentralization and the local level are stipulated; then, the main definitions of public policies and the theoretical foundations for their analysis are presented. Finally, the rights-based approach on which CSEC policies were developed is presented.

2.1. Decentralization and the local

Before delving into theories on evaluation or the definition of a public policy, it is necessary to refer to the functioning of the national political system at the local level, which is where the implementation of public policies should be visible. For this reason, reference was made to the study by Alberto Salom Echeverría -Political Elites and Decentralization in Costa Rica (2009), which summarizes the main perspectives on Latin American decentralization and which, for the purposes of this research, are considered relevant to understand the context and the terms used for the implementation of public policies.

In Latin America, discussions on decentralization developed more strongly from the eighties onwards, such is the case of countries like Peru, Chile, Guatemala and Brazil, however, this discussion was not new in the continent. The theory of the resurgence of decentralization is related, according to the author Sergio Bossieur, quoted by Salom, to the same reason that caused its emergence in the European continent a few years earlier: the economic, social and political circumstances which create

a favorable context for decentralization. There is also other literature that considers it to be the cause of the crises of the State and their aftermath, and there are authors who look for the particularities of the emergence in each region (Salom, 2009: 103-107).

According to the author, researcher Sussana Peñalva evidences the existence of common denominators in the Latin American crisis as a result of structural situations of capitalist development in the region. Peñalva states that there is a gap between the needs of the collective and the capacity of the State to guarantee the satisfaction of those needs, thus originating popular movements and resignifying the protagonism and importance of municipal governments, but for them to be considered as local actors of urban development, attention must be focused precisely on social and urban development (Salom, 2009:107-108).

Other authors cited by Salom are Hilda Herzer and Pedro Pirez, who recognize the structural crisis in Latin America, facing an economic crisis of the State, highlighting problems such as unemployment, underemployment, poor health, low levels of education, among others, which affect actions to link with municipalities, substituting public services for private services, and even, in some sectors, collective cooperation (Salom, 2009: 108-110).

In the case of the concept of decentralization in Latin America, the author points out that Hernán Pozo defines it as a regime of state administration in which the administration of local interests is assigned to public law bodies independent of the central power and with legal personality (Salom, 2009: 111).

Pozo points out two types of decentralization: territorial decentralization and administrative decentralization. In the case of the former, the decentralized body or entity has jurisdiction over a territory and assumes that its authorities are elected by popular vote from time to time, such is the example of municipalities (Salom, 2009: 112).

As for administrative decentralization, this implies a more functional character where instances independent from the central power are created in order to fulfill specific functions, but their authorities are appointed by the President of the Republic, for example, the institutions created to address specific issues in Costa Rica, such as: IMAS, INAMU, PANI, among others (Salom, 2009: 112).

Likewise, Salom points out that Pozo recognizes another term, that of deconcentration, in which the central power delegates certain responsibilities to agencies to act with relative functional or territorial autonomy, but not with legal status or their own assets. In this sense, the example can be taken of all those institutions that have a regional or local replica to focus on the issues of the area, but not independent of the central institution, for example, the Central Pacific Regional Headquarters of PANI (Salom, 2009: 112).

For Salom, Bossier agrees with Pozo in these definitions, but disagrees on the issue of privatization as decentralization, since for Bossier, what is essential in decentralization is the duality of functions and privatization is decentralization. In this discussion, another author, Jaime Ahumada, warns of the existence of two different strategies in decentralization, one seeking a minimal State, dispersing its actions and

responsibilities for the reduction of central administrative spending and another seeks democratization and social participation with projects and programs (Salom, 2009:112-113).

In the same sense of this explanation, Ahumada presents the -democratic conception of decentralizationll which presupposes the following aspects:

- 1) spatial and socio-political pluralism as an articulating and rationalizing process of society-State relations.
- 2) the strengthening of local governments and the consequent development of local democracy
- 3) the diversity of actors and initiatives existing in the territorial and social base that prefigure instances and mechanisms of community participation (Salom, 2009: 113).

According to Ahumada, it is necessary to empower the social and the local, promoting the construction of different spaces to increase the capacities of local governments, encouraging citizen participation and differentiated projects in the national and subnational framework. But for Salom, Ahumana fails to clearly recognize the existence of diverse social actors in each scenario, which may be a mistake and lead to the consideration that the processes of transformation of the region occur automatically and not by the impulse of these actors (Salom, 2009: 113).

Since the 1990s, discussions on local development have begun, however, the definition of local in the literature is still diffuse and ambiguous. For example, Salom (2009:116), points out that it is José Arocena, who states that the local is a relative concept and will always be linked to the idea of the global, i.e., what is considered local, will be considered so from the global area with which it is related. Understanding that the local does not imply an entire analysis of reality and the global is not the sum of local realities.

Arocena warns that in order to consider the term local society, two levels must be considered: socioeconomic and cultural; in which interrelated coexistence systems are conceived and there must be production of wealth in that territory, that is, for the existence of a local society there must be local production of wealth, and on the other hand -it is necessary for the human group that inhabits a territory to share common identity ties (Salom, 2009:117).

-A territory with certain limits is a -local society when it is the bearer of a collective identity expressed in values and norms internalized by its members and when it forms a system of power relations constituted around local processes of wealth generation. In other words, a local society is a system of action on a limited territory, capable of producing -common values and locally managed goods (cited by Salom, 2009:117).

Following Salom's reading (2009:117), for Jorge Gajardo the local includes only the cultural and social space, leaving aside the economic and considering it only at a more macro level. The local is a space of cultural recognition and intersubjectivities in which different criteria, values and devaluations converge, its specificity is clearer when compared to the global society or the national.

For the purposes of this research, it is emphasized that the local is not a fragmentation alien to the global, it is a part of and immersed in the global, although with particular contradictions. Therefore, Salom's thought is taken up again when he points out that the analysis of decentralization should not consider the local as totally alien to the global, in which solidarity and affectivity structures emerge, as opposed to the chaotic and disjointed global, -(...) in this respect, the analysis must be concrete, starting from the knowledge of reality itself in its diverse social, cultural, political, economic dimensions from a historical perspective (Salom, 2009:118).

There are several definitions of decentralization, but in order to understand the local context in Costa Rica, specifically the case of Quepos, for the purposes of this research the definition elaborated by Alberto Salom is considered:

-Decentralization is a political process mediated by the State, involving a complex social relationship of reciprocal demands between actors (public or private, international, national and local) or between some of them and the State itself; which, by virtue of this, engage in a more or less organized power struggle, with the supreme aim of shifting the decision-making axis on how to distribute competences and resources, whether administrative, fiscal and economic, political or cultural, from the center of the State represented in the Executive Power, to territorial entities and/or institutions that enjoy relative legal and political autonomy with respect to that powerll (Salom, 2009:134-135).

This definition visualizes decentralization as a process that takes place within the State itself, since it is the State that empowers institutions to undertake certain activities. It also points out the relationship between the public, private, national, international and local spheres, present in the CSEC problem and in the construction of actions to counteract it, involving different types of entities, and identifies the power struggle in the different institutions in terms of administrative and fiscal responsibilities or economic distribution and political and cultural recognition, which will be recognized throughout the research in the process of eradicating CSEC.

The author also points out the existence of a relative autonomy of the territorial entities, identified in the freedom granted to the institutions to implement an action plan for CSEC, but the limitations in this implementation.

2.2. The definition of Public Policies

Ives Meny and Jean Claude Thoening (1992: 7), define public policies as governmental activities that answer the questions -what do those who govern us produce, to achieve what results, through what means?||

Public policies are composed of two phases. The first is an internal management phase, insofar as a public authority manages resources in a regulated manner and transforms them into products, in which the means consumed and the desired results are related. Likewise, the authors point out that public activity is extraverted, that is, it achieves legitimacy to the extent that its internal management has an external impact, its efficiency lies in the satisfaction of problems or external goals; while the second phase is the one in which the impact on society is generated (Thoening & Meny, 1992: 19).

Public policies are characterized by having a content, which defines where efforts and resources are directed; a program, which contains the actions or the form in which the content will be executed and the articulation of its acts; and, finally, they contain a structure for the development of the policy.

On the other hand, Michel Bellavance (1989: 2) states that -government policies refer to what the political and administrative authorities, legitimately constituted, decide to do or not to do and what they actually do.|| This vision allows us to analyze the real impact of public policies in the local space since it incorporates not only the proposal made at the national level in the form of a law, program or other, but what is actually carried out of these proposals made and the relevance of the same.

The evaluation of public policies in recent decades has become a concern of various sectors, such as the academic, public and private sectors. It is considered essential if a constant and real improvement of the actions carried out by the different entities is to be achieved and, in this sense, this improvement will only be possible to the extent that the actions proposed and carried out are fed back by their effects" (Bizkaia, 2003: 10).

In short, public policies are considered to be the result of proposals by the political authorities or the State itself based either on the demands of the people it governs and their needs or on the international commitments ratified by the country to counteract identified problems of global competition. It is also considered that policies should be evaluated and improved according to their results or effects.

2.3. Public policy analysis

In order to evaluate public policies for the promotion and prevention of CSEC, Michele Bellavance's proposal is used, since it constitutes an integral and articulated model that allows visualizing the evaluation in different processes.

The analysis and evaluation of public policies depends both on the objectives defined by the analyst and on the phases to be addressed (elaboration, adoption and implementation). Models should consider as their object of study the relationships between values, instruments and results, in order to analyze the rationality of the contents (Bellavance, 1989).

Bellavance explains the existence of three models of public policy analysis:

- **Decision-making models:** also known as the rationality model, it aims to explain the actions at the individual or collective level of the actors who have the power to make decisions in the elaboration of public policies, in order to achieve the proposed goals at the lowest possible cost.
- **Sociology of organizations model:** this model focuses on explaining the content of governmental decisions in relation to the strategies used by the decision-makers. It performs an analysis of the rationality of the actors or decision-makers in terms of the effectiveness of their strategies.
- **Economic model:** the purpose of this model is to analyze the effectiveness of the contents, trying to explain the degree of greater or lesser effectiveness in relation to the political market. This model concentrates its analysis on the effect of the policy itself.

Michel Bellavance considers that these models, rather than opposing, show types of analysis that can occur in parallel or complementary ways, so he proposes an integrated or synthetic model, which considers the variables of the three models mentioned above, for the construction of a conceptual framework that can be applied in the elaboration, adoption and implementation of policies, allowing consideration of the relationship with the environment through open systems.

This model contemplates seven factors or variables for the analysis, which are extracted from the three models mentioned above: (Bellavance, 1989)

- **Input variables:** (input to the rational decision making model) also identified as input variables, are drawn from the theorists of rational decision making.

decision. In the first instance, they consider the values and norms that support the policy; secondly, the demands, support and needs presented by the problems and objectives to be addressed; and thirdly, the instruments and resources considered necessary for the development and implementation of the policy.

- **Transformation variables:** (contribution of the sociology of organization) are called intermediate variables. They consider that the input variables are those that undergo the greatest transformation by the actors and decision-makers, so that, when analyzing policies, it is necessary to take into account not only what was originally proposed, but also their actual implementation, using two terms. The first is the demand that individuals or groups make on those who are elaborating or executing the policy and, secondly, the support or opposition that individuals or groups may express in relation to the proposals and contents.
- **Intermediate variables** are originated by the interaction of the subsystem of action and appreciation, in the first case constituted by the actors and participants in the elaboration of the contents of a policy, since they participate in the action of negotiation and adoption of these.
- **Output variables:** (contribution of the economic interpretation of public decisions) are taken from the economic models and refer to the products or results. In the first instance, they are the products obtained from the relationship between the subsystems of action and appreciation, included in the intermediate variables, and in second place, there is the results variable, where the analysis concentrates on the effects of the policies.

Bellavance mentions another type of variable that can influence the policy-making process more than anything else, and these are the external variables, which qualify the environment under five factors:

- a) The market situation in which the policy is prepared and which may condition its content;
- b) stimuli or oppositions that may influence decisions of an economic, legal, constitutional, political or technical nature;
- c) uncertainties in relation to information that is not known in terms of costs or implications;
- d) linkages or interdependencies with other policies and between their different activities; and
- e) political viability that refers to legislation or the perception of the general public (Bellavance, 1989).

A fundamental contribution of Bellavance's (1989: 18) Integral model for public policy evaluation is precisely that one of the areas taken into account for its design is the sociological model of organizations, which, according to the author, focuses on explaining the content of government or administrative choices in relation to the strategies used by participants in decision-making.

This aspect is essential to underline the relevance of sociological evaluation, since more than a mere technical evaluation of the fulfillment or non-fulfillment of objectives, it can provide an analytical process both of the coherence between policies at the proposal and implementation levels, and of the relevance of their response to the problems that gave rise to the policies.

By way of recapitulation, it should be noted that the perspectives of the aforementioned authors allow a definition of the political decentralization context experienced by the region and the identification of the local in a public policy application framework, as well as the identification of what is considered a public policy and the advantages offered by the integrated model proposed by Bellavance. Therefore, for a better use of the theoretical framework that supports the research, it is necessary to complement these theoretical contributions, since taking into account the type of political decentralization that characterizes our country enriches and contextualizes the theoretical model proposed by Bellavance.

2.4. Rights approach

To understand the public policies aimed at children and adolescents in Costa Rica, it is necessary to identify that these policies are based on a rights-based approach that views children and adolescents as subjects of rights, and therefore seek to ensure their fulfillment and avoid re-victimization in protection institutions.

Taking into consideration that public policies emerge as a key instrument for the fulfillment of the rights of people living within a country, it is relevant to take into account the contributions made by the author Ludwing Guendel (2005:108), who addresses the issue of a rights-based approach, aimed at children and adolescents. Güendel defines that - rights and law are moral and legal norms, respectively, which need to be translated into economic, social and cultural institutional realitiesll which, although they break with old concepts of childhood and adolescence, have not yet been internalized in the social space, in order to achieve compliance with these rights.

This is why he states that "social rights are programmatic rights that depend on the capacity and situation of a country to enforce them" (Güendel, 2005:108). In other words, the effectiveness or otherwise of a public policy depends, to a large extent, on the capacity of the State to respond, either through laws, programs or other actions, to the fundamental rights of its population.

The rights of children and adolescents have only recently been recognized, which makes it difficult to internalize them in the institutional framework and in society. For Güendel, the position of authors such as Herrera and Castón is relevant, who state that "unequal treatment or non-recognition of the citizenship of minors is the result of denying them the same opportunities granted to adults, as well as the undervaluation of functions and qualities inherent to their status" (Herrera & Castón, 2003: 100). Therefore, the issue of protection of children and adolescents must be analyzed not only from the idea of protecting a vulnerable sector, but also as part of the rights they should have as citizens.

For his part, Güendel mentions the two doctrines with which the political programs identified by García Méndez have been approached, which are the "Doctrine of the Irregular Situation" (social control approach) and the "Doctrine of Integral Protection" (human rights approach to children and adolescents).

The Doctrine of the Irregular Situation, conceives the child population in conditions of poverty or maladjustment as risk factors for social integration, hence they are linked under the category of "minor"; to provide children with special protection, used in pedagogy and health, in order to reduce the risk that these groups imply to society (Güendel, 2005: 109-110). "Protection became

for this doctrine in an ideology that, under the protection of the State, denied the fundamental rights of children and adolescents (Güendel, 2005: 111). Thus, the policies and the concept of social protection were directed to children in conditions of poverty or risk.

Güendel identifies that since the liberal period, the protection of children and adolescents was under a charitable and patriarchal scheme, conceiving social risk as an argument for protection, so that confinement was used as a mechanism to protect minors from potential or deviant behavior. From the developmentalist period onwards, welfarism emerged, which strengthened institutionalization, continuing many of the guidelines of this scheme.

On the other hand, the Doctrine of Integral Protection, from an economic and social development approach, conceives public policies as integral and universal. From this perspective, the role of judicial policy is visualized as part of that economic and social policy that prevents social maladjustment, rather than social control (Güendel, 2005: 112). Shaping the action of the State and incorporating an institutional perspective of social responsibility that -without abandoning the very important role of the State as guarantor of social or collective rights and promoter of freedoms, broke with the separation between State and Society and gave people an active role as bearers of citizenship (Güendel, 2005:112).

Within the Doctrine of Integral Protection, risk is conceived with a negative connotation, because it stigmatizes children and adolescents in conditions of poverty, abuse, abandonment or maladaptation and points to the unsatisfaction of needs and the

vulnerability as the result of a process of exclusion that is a disadvantage and therefore needs special protection (Güendel, 2005: 113).

In turn, within this new approach, it is necessary to understand the concept of vulnerability, understood as a risk factor, product of the relationship between threat and vulnerability, without threat one cannot be at risk so there is no vulnerability (Güendel, 2005: 115-116).

The vulnerability to which the child and adolescent population is exposed can be represented in the lack of security or trust in others, which can be individuals, collectivities, institutions or norms. It is also defined as:

-the presence of factors that prevent or may prevent an adequate development (physical, intellectual and emotional) of children, and that place them in a situation of unequal opportunities for their social integration (future participation, in a creative and retributive way, in their personal development and in the development of the country) (Duran, Oviedo, & Sáenz, 2008: 3).

The authors Sáenz, Durán and Oviedo construct an index of child vulnerability, taking three institutions related to the care of children and adolescents. In the first instance are the families, constituted by the parents or by those who have taken charge of the upbringing of the children or adolescents; secondly, the communities that link them to a physical-cultural space; and finally, the state apparatuses, which must enforce the rights of children. This position is important within the rights approach as it integrates, apart from the State, the family and the community as fundamental actors for the fulfillment of the rights of children and adolescents and, therefore, they should be contemplated in the implementation of public policies.

Chapter 3

Methodological strategy

Type of research

A qualitative strategy was used in this research, which is linked to the hermeneutic-critical approach, a type of strategy that uses mainly the discourses, perceptions, experiences and experiences of the subjects (Martínez, 2004: 10). The qualitative approach was chosen because it "...what it seeks is not so much to quantify data as to understand the phenomenon it studies..." (Martínez, 2004: 12) so that this approach was essential in the process of analysis and evaluation of public policies, since it allowed for a study focused on the appropriation of knowledge from the people involved in the formulation, adoption and implementation of public policies against CSEC. This was done through the use of methodological tools such as: observation, interviews, surveys, analysis of bibliographic material, among others.

The research was conducted in three stages: first, the contextualization of the development of public policies against CSEC and the actors involved were identified and described. In the second stage, the policy adoption process was analyzed, and finally, an evaluation of the implementation of the National Plan for the Eradication of CSEC 2008-2010 at the local level was developed.

3.3. Unit of analysis

The unit of analysis is: The implementation at the local level of the guidelines included in the National Plan for the Eradication of CSEC 2008-2010 in terms of promotion and prevention.

3.4. Description of the Public Policy Evaluation model

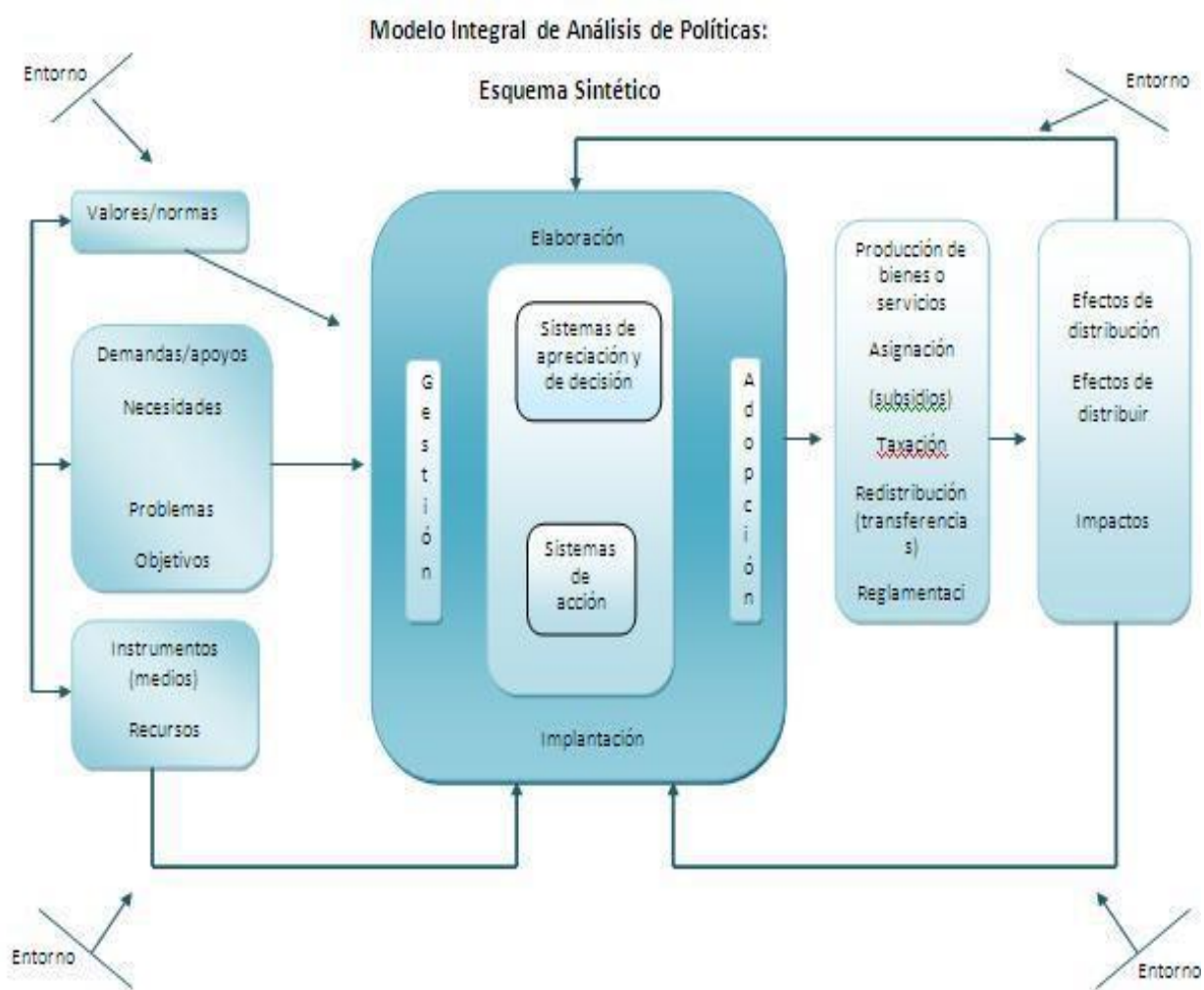
The public policy evaluation model proposed by Michel Bellavance (1989) was used for the evaluation carried out in this research, since it is considered that this model makes it possible to identify and contextualize the different stages of the implementation of a public policy from a multidimensional approach. Although Michel Bellavance's model does not specifically contemplate evaluation from the local level, the flexibility of its application to all public policies and all policy processes allows it to be transferred to the local level.

This model, called -Integrated Model of Policy Analysisll, is composed of the main elements used by the sociology of organizations, the economic interpretation of public decisions and the rational decision-making model. This is because Bellavance considered that, although these approaches can address the analysis of public policies, they are usually partial and limited, therefore an integrated model allows taking advantage of the tools and main contributions of each one.

In summary, the analysis model proposed by Bellavance is based on three processes, corresponding to key stages in the development of a public policy. First, there is the elaboration, then the adoption and, as a third stage, the implementation.

In each of the stages identified by Bellavance, interfering variables or factors are considered and evaluation is taken as a transversal axis, following a cyclical model in which, once the impact of policy implementation has been evaluated, the possibility of redrafting and implementing improvements is considered. Figure 1 illustrates the Bellavance model.

Figure 1:
Integrated Policy Analysis Model

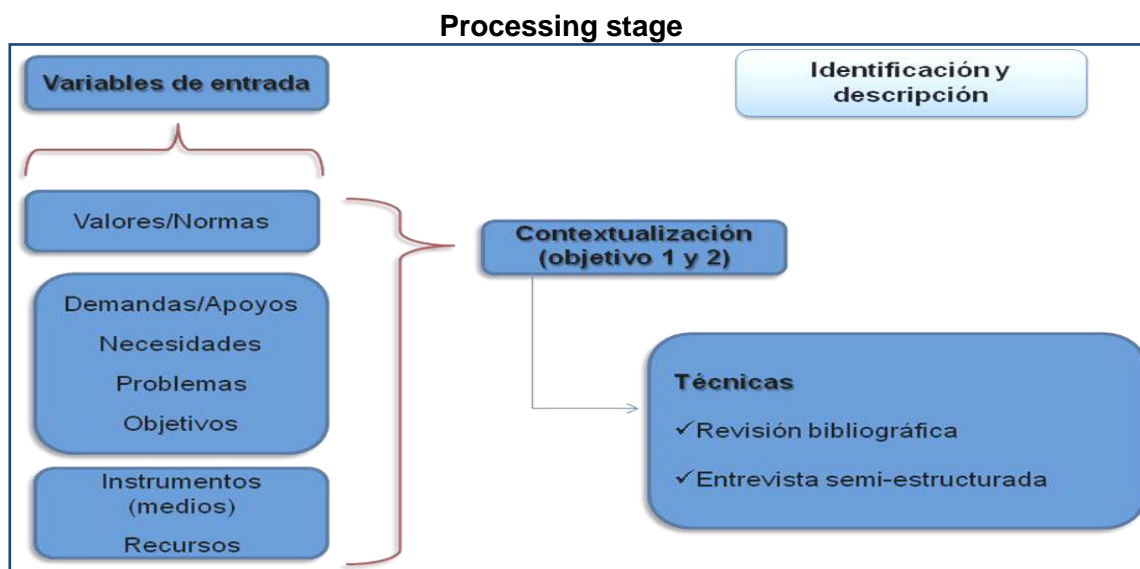


Source: Bellavance, Michelle (1989). Government policies: Elaboration, management and evaluation. Free translation by Angela Arias Formoso. San José, Costa Rica.

3.5.1. Explanation of the Bellavance model for implementation in the present investigation.

1. Elaboration Stage

Figure 2:



Source: Adapted by the researchers from the model of Bellavance, Michelle (1989). Las políticas gubernamentales: Elaboración, gestión y evaluación. Free translation by Angela Arias Formoso. San José, Costa Rica.

The first segment of Figure 1 corresponds to the input variables, which are the input of the rational decision-making model. These variables are known as input variables and comprise the values and norms on which a policy is established; the demands, needs, supports, problems and objectives that drove its formulation; and finally the instruments and resources with which it was developed. This whole process is known as the Elaboration Stage.

In this first stage Bellavance suggests identifying the following aspects:

1. Context of public policy development:

- Description of the situation in the environment in which the policy arises.

- Explanation of why the problem is considered as part of the government agenda.
2. Action of the actors and participants in the elaboration of the contents:
 - Identify the individual and collective actors that participated in the development of the programs.
 - Disaggregation of the formal and informal processing structure.
 - Identify the stages of processing.
 - Dynamics of elaboration (interests, resources, stakeholder strategies, regulations, etc.)
 - Decision document (stipulated guidelines)
 3. Values and norms underpinning the policy:
 - Values and choice of stakeholders (freedom, equity, efficiency)
 - Disaggregation of standards or models that inspired the development of the policy.
 4. Demands, supports and needs presented by the problems and policy objectives:
 - Definition of the problem, assessment of beneficiaries' needs, objectives and results expected by decision-makers.
 5. Individual or group claims:
 - Specification of the demands presented and their consideration by decision-makers, evaluation of support or obstacles (constitutional, legal, economic, political or technical).

6. Tools and resources necessary for the development and execution:
 - Identification of the instruments to be considered for the elaboration and execution action.
7. Support or opposition to the proposal:
 - Identification and evaluation of the uncertainties of the process (group reaction, political cost, ways to execute).
8. Calculation undertaken by the participants in the development of the policy:
 - Identification of expected effects and impacts.
 - Identify interdependencies with other policies or programs (problems, demands, objectives, resources, similar instruments).
 - Assessment of political feasibility and program responsiveness (legislation and public opinion)

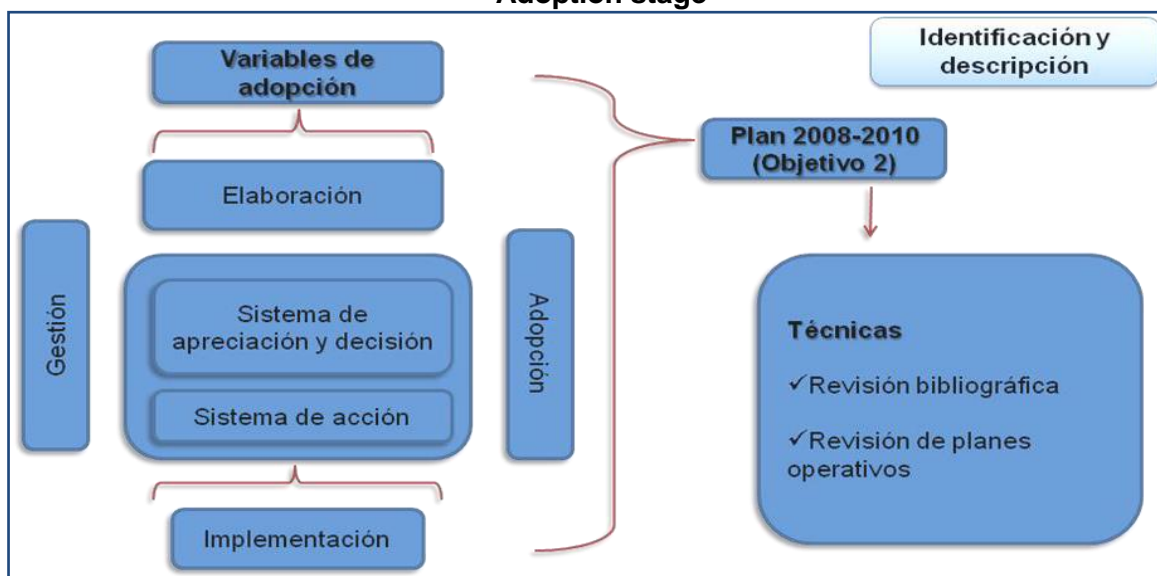
In the case of this research, during the elaboration stage, only the input variables were identified, i.e., the aspects that drove the creation of public policies against CSEC and specifically the elaboration of the 2008-2010 National Plan.

Of the aspects that Bellavance points out, in this research the first 3 points are developed in the case of objective 1 and points 4 to 8 with objective 2.

2. Adoption Stage:

Figure 3:

Adoption stage



Source: Adapted by the researchers from the model of Bellavance, Michelle (1989). Las políticas gubernamentales: Elaboración, gestión y evaluación. Free translation by Angela Arias Formoso. San José, Costa Rica.

The second segment corresponds to the transformation variables contributed by the sociology of the organization. These variables respond to the process known as the Adoption Stage, in which the input variables undergo transformations as a result of individual or group demands, have support or opposition, and this may imply transformation to adjust them to the needs.

These variables first go through an appreciation and decision subsystem in which the decision of what remains as policy is made, based on the aforementioned factors and, subsequently, an action subsystem in which the adoption of actions and their visualization in the contents of public policies already officially established is established.

Bellavance identifies the following aspects to be considered in order to respond to this stage:

1. Outputs (documents prepared, results of assessment and actions):

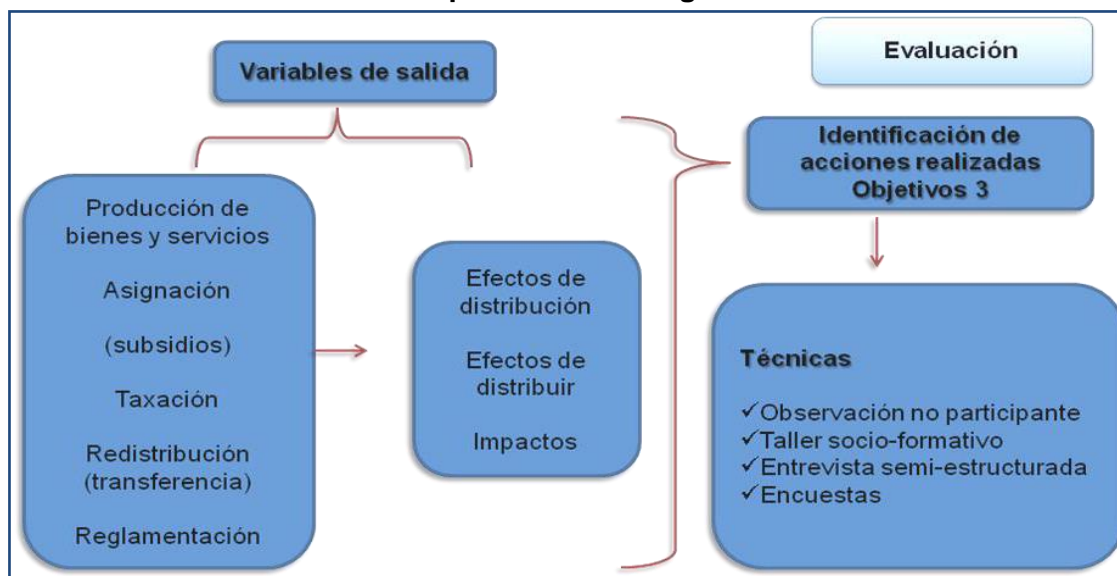
- Determination of the nature of government intervention
- Identification of the policy or program design.

In the case of the present research, only the transformation variables were identified during the adoption stage, i.e., the processes of elaboration of the National Plan and its consolidation and visualization in the competent institutions.

The aspects to be identified at this stage are considered in the fulfillment of objective 2 of this document.

3. Implementation Stage:

Figure 4:
Implementation stage



Source: Adapted by the researchers from the model of Bellavance, Michelle (1989). Las políticas gubernamentales: Elaboración, gestión y evaluación. Free translation by Angela Arias Formoso. San José, Costa Rica.

The third segment corresponds to the output variables, which are provided by the economic interpretation of the public decisions of the economic model. These variables are the products of the subsystem of action and appreciation of the intermediate variables and the results or effects of the application of a policy.

At this stage, the processes identified are:

1. Results of the execution of these policies:

- Summary assessment of the quality of the route undertaken by those involved in the development (conformity with the rational decision making model).
- Determination of strengths.

Bellavance considers that the evaluation can be carried out in any or all of these three stages, the latter being the best way to assess the relevance of policies and the congruence of their actions with the reality of the problem. For the present research, the evaluation is considered only in the implementation stage, since the plan was already prepared, adopted and executed, although the analysis integrates the other stages through the analysis process.

The aspects considered in this stage are visualized with the fulfillment of objective 3 of this research.

3.4. Collection of information

Different techniques were used for the development of this research. In the first instance, a documentary review was carried out in which a series of documents were identified and analyzed to elaborate the conceptual theoretical framework on which the research and the selection of the study area were established.

The information gathered was obtained through the following techniques to address the specific objectives:

Objective 1: Describe the process of elaboration of public policies included in the National Plan for the Eradication of CSEC 2008-2010.

1. Documentary review: identification, review and analysis of documents describing the historical, economic, social and political processes that led to the consideration of CSEC as a public agenda issue and the development of public policies in the country with the aim of eradicating the problem.

2. Semi-structured interview: an interview was conducted based on a guide of open-ended questions exclusively for the interviewee, which lasted approximately one hour. The interview was conducted with one of the formulators of the National Plan for the Eradication of CSEC 2008-2010 and currently responsible for its management at the national level, the Technical Secretary of CONACOES, in order to learn the details of the elaboration of the National Plan, the initial objectives, needs, scope and limitations from the actors-elaborators. This is because the document review process identified the key actors in the issue of CSEC in Costa Rica, such as CONACOES, responsible for promoting actions aimed at eradicating CSEC, and the identification of the National Plan as an official and mandatory document in the country, which includes public policies against CSEC,

These techniques were used in order to understand the context in which the plan was developed, the values and norms that drove it and to respond to the first stage in the creation of a public policy, the stage identified by Michel Bellavance as elaboration.

Objective 2: To identify the products obtained from the public policy development process included in the National Plan for the Eradication of CSEC 2008-2010.

1. Documentary review: a review of the National Plan was carried out to identify the main approaches and axes for its formulation, as well as the operational proposal.
2. Review of operating plans: the operating plans of each of the institutions involved in the promotion axis were reviewed from 2008 to 2010.

and prevention of the National Plan, to identify the incorporation of the Plan's guidelines.

These techniques were used to identify and describe the reasons for establishing the strategic actions contemplated in the Plan and the way in which they should be implemented institutionally to ensure local compliance, responding to the public policy adoption stage identified in the Bellavance model.

Objective 3: Evaluate the actions implemented against CSEC, in terms of promotion and prevention, developed by the competent institutions in the area of Aguirre, Quepos.

1. Non-participant observation: to initiate the approach of the Network against CSEC in Quepos, identified as the entity responsible for locally managing actions for the eradication of CSEC, a non-participant observation was carried out in one of the Network's meetings.
2. Socio-educational workshop: A workshop was held for the members of the Network, with the objective of conducting a debriefing of the first stage of research and identifying a series of characteristics with respect to knowledge of the topic (group membership, knowledge of the topic, relationship with the area, identification of the problem, strengths and weaknesses of Quepos).
3. Semi-structured interview: an interview guide with open-ended questions was applied, with an application time of 20 minutes. The interviews were directed to 6 of the members of the Quepos Network, which were suggested by the institutional counterpart (PANI). In order to learn about the process of incorporation into the Network, the

visualization and perception of the work performed, strengths, weaknesses and expectations.

4. Surveys: A questionnaire with a total of 15 questions was developed to determine the local impact of actions against CSEC from the perspective of vulnerable populations. The questionnaire was applied to two groups of the Republic of Korea school (a fifth and a sixth grade) for a total of 39 elementary students and to students representing each year of the Quepos Technical School (from seventh to eleventh grades), for a total of 50 high school students. A total of 89 surveys were conducted.

The groups and educational centers were selected because, firstly, the selected population corresponds to an age group that is more vulnerable to CSEC. Secondly, workshops on CSEC were held with teachers from both schools, and talks were given to school students on the subject. These workshops and talks were organized by the Quepos Network.

These techniques were implemented in order to evaluate the effectiveness of the actions carried out at the local level by the Quepos Network, in compliance with the objectives set out for the strategic actions of the promotion and prevention axis of the National Plan 2008-2010. This in turn responds to the public policy implementation stage identified by Bellavance.

3.5. Products delivered:

Activity 1: Non-participatory observation of the first meeting of the Network.

Due: November 10, 2009

Report 1: Observation report. Due date:

April 6, 2010

Report 2: Public Policy Contextualization Report. Due: April 6,

2010

Activity 2: Socio-Formative Workshop.

Due date: April 13, 2010

Report 3: Workshop report.

Delivery date: November 1, 2010

Report 4: The institutional counterpart will receive the final document and a workshop will be held to present the main results of the research to the network against CSEC in Quepos.

Chapter 4

Socio-historical background of the formulation of public policies in the fight against CSEC

The purpose of this chapter is to describe the political, historical and social process that led to the elaboration of the National Plan for the Eradication of CSEC 2008-2010, starting with the definition of human rights, the incorporation of children's rights in the public agenda and the creation of specific policies against CSEC in the international and national framework.

The chapter responds to Michelle Bellance's approach to the analysis of the Formulation stage of a public policy. In this proposal, she suggests considering the actions at the individual or collective level of the actors who have the power to make decisions in the development of public policies, the values and norms that laid the foundations for the policies, the demands and support they received, and the processes that took place so that a problem, such as CSEC, would be considered of interest for the public agenda.

Figure 5:



Source: Own elaboration.

3.1. International Overview

3.1.1. Human Rights

Human rights have been the product of agreements and rules of coexistence that are developed within social organizations, for example, they begin to be identified in the first statutes of legal or moral character that were socially imposed, of which we know the Code of Urukagina of 2350 BC, which in synthesis was a compilation of the different ordinances and laws dictated by the kings of Mesopotamia; or the Ur-Nammu Code dated 2050 BC, considered the first known written legal code; up to the first definitions of democracy given in ancient Greece, in which the human being is recognized as a citizen and therefore a subject of rights and duties within a State (Amnesty International, 2009).

One of the most immediate antecedents to the Universal Declaration of Human Rights occurred in the twentieth century, with the First World War, when the League of Nations was created to ensure compliance with peace treaties in different countries. Once World War II ended, in 1945, the San Francisco Conference was held, in which the Charter of the United Nations^{II} was drawn up, and on June 26 of the same year the international organization of the United Nations was consolidated, with the objective of maintaining peace and international security, as well as protecting the rights and freedoms of human beings; in addition, with the creation of this organization, the concept of human rights was recognized (United Nations, 2007).

Human rights are considered inherent to all people, universal and inalienable, interrelated, interdependent and indivisible. They are usually

These rights are contemplated and guaranteed by law in the member states of the United Nations (United Nations). These rights are divided into several stages according to their recognition:

- **First Generation: they** are based on the protection of civil rights and public liberties and were recognized in the Universal Declaration of the Rights of Man and of the Citizen, which was signed in France in 1787.
- **Second Generation: they** grant the individual conditions of equality vis-à-vis the State, to be able to demand the fulfillment of his economic, social, cultural and family rights. This generation of rights was recognized with the American Declaration of the Rights and Duties of Man (May 2, 1948) and the Universal Declaration of Human Rights (December 10, 1948).
- **Third Generation:** these are also known as the collective rights of humanity, or the rights of the new generations. They refer to consumption, environment, human heritage, etc.
- **Fourth Generation: the** need for a fourth generation related to future peoples, including bioethics, new technologies, among others, is being discussed; however, this generation is not officially recognized.

3.1.2. Children's Rights

The antecedents of children's rights are consistent with the history of human rights, although in this case, they are much more recent, beginning to be incorporated into public and political discussions from the nineteenth century, an example of this relevance is the work *The Child* (1879), written by the French Jules Vallès, which in summary addresses the issue of a violated childhood from the institutionality of the family to social institutions (Rojas, 2007).

-Little Jacques is often spanked by his parents, who believe that this is the right way to educate him. The father, a teacher, treats him more harshly than the rest of his students; he unloads on him the humiliations of a strict, obsolete and dehumanizing educational system. The mother unloads on the boy all her sorrows and frustrations of a housewife, a woman of rural and humble descent who has not adapted to urban society and denies her origins. She ridicules him in public and herself makes him outlandish clothes, of which he feels ashamed (ACVF, n.d).

However, as Jorge Rojas explains, it is in the United States where the concept was developed more concisely, with the text by Kate D. Wiggin, called *Children's Rights* published in 1892 in which:

-not only raised the need to defend the rights of the child, but also gave a specific content to the concept. In his opinion, the right was not equivalent to, but often opposed to, the concept of privilege or indulgence. Many privileges could well be granted to children without their rights being respected. This occurred when the belief persisted that children belonged to their parents, who had -unlimited power over them (Rojas, 2007).

To these literary efforts that recognized the existence of children's rights, was added the work of Ellen Key with her text *The Children's Century* published in 1900, which came to be recognized in much of the West. The central idea was the transformation of the existing educational system, and at the same time, the need to strengthen children's rights was also stated.

On September 24, 1924, the V Assembly of the United Nations Society approved the Declaration of Geneva, which recognizes that mankind, especially adult men and women, should promote that: (Derechos Del Niño, n. d.).

The child must be put in a position to develop normally from the material and spiritual point of view.

1. The hungry child must be fed; the sick child must be cared for; the handicapped child must be helped; the maladjusted child must be re-educated; the orphan and abandoned must be taken in and helped.
2. The child should be the first to receive help in case of calamity.
3. The child must be put in a position to earn a living and must be protected from any exploitation.
4. The child must be educated, inculcating in him the feeling of the duty he has to put his best qualities at the service of his fellow man.

Subsequently, in the Universal Declaration of Human Rights of 1948, the rights of children and adolescents were implicitly recognized and the need to establish them in a more specific way was foreseen, so that more concrete efforts began to be made, one of these being the approval by the UN General Assembly in 1959 of the Declaration of the Rights of the Child, which contemplates ten fundamental rights.

In 1989, the representatives of the member states of the United Nations concluded after numerous debates that there should be a special convention for the protection of children and adolescents, recognizing them as subjects of rights, and thus the Convention on the Rights of the Child was established, the first legally binding international instrument that incorporates the full range of human rights: civil, cultural, economic, political and social (UNICEF, n. d.). This convention establishes 54 articles and two optional protocols; one of these protocols deals with the sale of children, child prostitution and child pornography, draws special attention to the criminalization of these serious violations of children's rights and emphasizes the importance of promoting greater public awareness and international cooperation in activities to combat them (UNICEF, n.d.).

In 1992, the ILO implemented a program, which contributes to the unification of the efforts proposed in the various conventions, called the International Program for the Elimination of Child Labor, known by its acronym in English as IPEC (Universal Declaration of Human Rights, 1948), through which efforts against the commercial sexual exploitation of children and adolescents are directed.

3.1.3. Commercial Sexual Exploitation of Children and Adolescents

As a result of the efforts in the fight against CSEC, in August 1996 the importance of the issue was recognized at the international level with the holding of the First World Congress against Commercial Exploitation of Children, known as the Stockholm Congress, where 122 countries and several non-governmental organizations were represented. At this congress, the members committed themselves to create an association to fight against the sexual exploitation of minors, whose fundamental basis is the defense of children enacted in the Convention on the Rights of the Child, pointing out that the commercial sexual exploitation of minors is a fundamental violation of all children's rights.

In June 1999, the ILO drafted and signed Convention No. 182, which identifies -child prostitution³ as one of the worst forms of child labor exploitation, which must be eliminated. It should be noted that this convention uses the term child prostitution and not CSEC, which is considered an advance in legislation.³

³The document -What can I do to combat commercial sexual exploitation? prepared by the ILO, clarifies that prostitution is a term that refers to payment for sexual relations with persons over 18 years of age. Given that these payments for sexual activities profoundly affect the physical, social, psychological and spiritual development of children and adolescents, the term prostitution should not be used, nor should the term child prostitution.

In 2000, an Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography was adopted, making it mandatory for member states of the Convention to adapt their legislation to punish conduct and promote the measures necessary to eradicate CSEC.

The Second World Congress against CSEC, known as the Yokohama Congress, was held in Japan in 2001, with the central theme being the strengthening and consolidation of the alliances of the first Congress, the review of the agendas agreed at that Congress and the reinforcement of the commitments made at the global level. It was also agreed that emphasis should be placed not only on the victims, but also on the perpetrators in order to address this problem in a more comprehensive manner. And from these congresses, during 2004 and 2005, reviews were carried out in each region to evaluate the implementation of the proposed agreements (ECPAT, 2008).

In 2008, the III Congress against CSEC was held in Rio de Janeiro, Brazil, from November 25 to 28. The main objectives of this third congress were: the initiative to mobilize all countries to guarantee children's rights against CSEC; to analyze the new challenges and the dimensions that technological and globalized development imply at the world level; the successful actions carried out regionally; to promote international cooperation and to propose new goals for the future (ECPAT, 2008).

3.2. The Costa Rican National Panorama

3.2.1.1.

3.2.1.1. Paradigms:

In order to understand the historical development that has taken place in Costa Rica in terms of protection and defense of children and adolescents, it is necessary to take into account the main paradigms that have guided the policies, programs and other actions that have been carried out.

According to the Critical Dictionary of Sociology, paradigms are ~~those~~ principles that associate or dissociate the fundamental notions that govern and control all the theoretical discourse that transforms reality. A modification in the paradigm means a modification of reality (Critical Dictionary of Social Sciences, n. d.) Therefore, we can affirm that a paradigm is a conglomerate of beliefs and values that guide a certain way of understanding social reality, therefore, two main paradigms can be identified that concern the protection and defense of children and adolescents, these are the paradigm of the irregular situation and the paradigm of comprehensive protection.

- **The Irregular Situation paradigm:**

Legal and sociological doctrine begins to call the period prior to the Convention on the Rights of the Child the paradigm of the irregular situation, precisely because, before this time, there were no rights strictly focused on the protection and defense of children and adolescents. Although these were supposed to be included in human rights, in practice they were totally invisible (UNICEF-UCR, 2008: 19).

This paradigm, ~~-conceives~~ the different social problems as the product of an individual predisposition and not as a consequence framed within a given social context~~ll~~ (Sanchez, 2004: 7). (Sánchez, 2004: 7), which classifies children into two groups: on the one hand, there were minors whose basic needs were not met and who did not have access to health and education services, so they were considered limited subjects and over whom there should be greater control, because they represented a danger to the social order; on the other hand, there were children and adolescents with their basic needs met, with access to health and education services and who were not subject to any social or jurisdictional control (Salazar, 2009).

The norms inspired under this doctrine were characterized by:

- 1) conceiving of children and adolescents as objects as an extension, almost as property, of their parents or guardians
- 2) limiting the state action of protection only to those exceptional cases in which the absence of a competent parental authority can be demonstrated
- 3) to be oriented towards the existence of an ~~-irregular situation~~^{ll} and towards/until its interruption (UNICEF-UCR, 2008: 5).

In Costa Rica, Luis Felipe González Flores, presented before the Constitutional Congress, a bill (Decree No. 39 of August 15, 1930), which gave rise to the creation of PANI as an institution in charge of ~~"ensuring the~~ conservation, development and defense of minors, from the point of view of their physical health, intellectual, moral and social conditions" (UNICEF-UCR, 2008: 26) This institution was created precisely within the framework of the doctrine of the irregular situation.

Since its inception, PANI has been responsible for raising awareness in Costa Rican society about the legal and social aspects that needed to be changed for the benefit of minors. Thus, for example, in 1931 the First National Congress of the

In 1933, the provincial boards for the protection of children were created in each provincial head of province (UNICEF-UCR, 2008: 26). In 1933, provincial boards for the protection of children were created in each provincial capital (UNICEF-UCR, 2008: 26).

- **Paradigm of integral protection:**

The second paradigm originated from the recognition of the rights of minors, established in the Convention on the Rights of the Child. In the Costa Rican case, this step was taken by ratifying this convention and subsequently creating the Code of Children and Adolescents.

This paradigmatic change meant that for the first time in history, children and adolescents were considered as subjects of rights, thus granting them an extra set of rights in addition to the already existing human rights, precisely because of their status as minors. This plus implies that when resolving issues related to minors, the Principle of the Best Interest of the Child is applied, in which it is established that the integral development that corresponds to them as human beings in all their dimensions should take precedence: health, education, physical, mental, spiritual, moral and social development (Salazar, 2009).

The main characteristics of this paradigm are:

1. the recognition of children and adolescents as subjects of an indivisible and inalienable series of rights (rights holders) without exception or discrimination of any kind.
2. establishing the responsibility of the State - in conjunction with families and communities - to guarantee (active role) and fully respect these rights for all minors without exception

3. to establish as a fundamental principle the "best interest" of children and adolescents as a guiding parameter for all public or private actions that involve or affect them (UNICEF-UCR, 2008: 5).

The analysis carried out by the VI State of the Childhood Report warns that the comprehensive protection of children and adolescents is not limited to the creation of laws, but depends on an "adequate social protection system, which provides comprehensiveness and allows for the enforceability, monitoring and fulfillment of rights" (UNICEF-UCR, 2008: 8).

To achieve this objective, various state and non-governmental institutions, among others, must be articulated with social actors, to establish a regulation that contemplates the contribution and competence of each of these instances, which is why the new regulation establishes mechanisms, at the national and local level, to achieve effectiveness in compliance with the Law, to promote the articulation of efforts between institutions and public and private organizations in the definition and implementation of the comprehensive protection policy (UNICEF-UCR, 2008: 8).

The traditional scheme of the power relationship between the adult world and the world of children and adolescents is broken and replaced by a dynamic, egalitarian relationship, specific to the particularities of their condition as developing subjects, but with full legal personality and with the capacity to demand such ownership of rights. Based on this approach, a challenge is imposed on the legal and political system of a country, no less important or demandable than others (UNICEF-UCR, 2008: 18).

In synthesis, the process of recognition of the rights of the NA is based on making them visible as subjects of rights, and at the same time emphasizes the need to

to incorporate in the various state policies and actions the doctrine of the integral situation in order to allow the optimal development of children and adolescents.

3.2.2. Legal framework adopted in Costa Rica related to the fight against CSEC.

3.2.2.1. Convention on the Rights of the Child:

In Costa Rica, the ratification of the Convention on the Rights of the Child took place in 1990 and marked the step towards the paradigm of integral protection. Prior to this ratification, the State focused mainly on the protection of children who lacked a competent parental authority. Thus, only in the absence of parental authority did the State consider it appropriate to intervene through public policies for the protection of these children and adolescents.

Within the Convention on the Rights of the Child, there are several articles that commit the States Parties to confront and eradicate CSEC. Thus, the Costa Rican State, being part of this Convention, commits itself to: (United Nations, n.d.).

- Combating the illicit transfer of children abroad and the illicit retention of children abroad (Article 11.1).
- Promote the development of appropriate guidelines to protect children from information and material detrimental to their well-being (Article 17.e).
- Protect children from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child (Article 19).
- Protect children from all forms of sexual exploitation and abuse, in particular, prevent the inducement or coercion of a child to engage in any unlawful sexual activity, the exploitation of children, or the exploitation of children by any means, including sexual exploitation.

girls in prostitution or other unlawful sexual practices and exploitation in pornographic performances or materials (article 34)

- Prevent the abduction, sale or trafficking of children for any purpose or in any form (Article 35).
- Protect children from all other forms of exploitation prejudicial to any aspect of their well-being (Article 36).
- Ensure that no child is subjected to torture or other cruel, inhuman and degrading treatment (Article 37.1) (International Labor Organization, 2002: 18).

3.2.2.2. Childhood and Adolescence Code:

The ratification of the Convention on the Rights of the Child in 1990 implied the readjustment of existing legislation on children and adolescents. This was decisive for the approval in 1998 of the Childhood and Adolescence Code (CNA), thus becoming the main law that operationalizes the postulates of the Convention (O.I.T, 2002: 20). It also gave rise to the creation of the National Protection System, made up of the National Council for Children and Adolescents (CNNA), the Child and Adolescent Protection Boards and the community Guardianship Committees.

It is worth noting that although the process of approval and ratification of the CRC in Costa Rica took only nine months in 1990, it took longer to bring national legislation into line with the CRC, since it was not until February 1998 that the Code for Children and Adolescents (CNA, Law 7739) came into force. The great importance of this ratification is due to the fact that this code transforms the legal framework that enshrines the rights of children and adolescents, by granting the necessary guarantees for their fulfillment (Estado de la Niñez, page 6). Due to the nature of this code, its purpose is not to create offenses but to stipulate sanctions of

fine for non-compliance with the obligations established in its articlesII (International Labor Organization, 2002:21).

According to the International Labor Organization, one of the most important articles of this Code is Article 4, which establishes that the State cannot allege budgetary limitations in order to meet the obligations acquired by the Convention (International Labor Organization, 2002: 21). This step is essential since many times the problems affecting children and adolescents have not been addressed due to the lack of resources available to the institutions, and as we can see, this is a duty that can lead to sanctions for non-compliance with the commitments acquired in this code.

It is worth mentioning that in the case of CSEC, the CNA does not establish any specific provision for this type of violence, although it does -impose the obligation to report criminally any reasonable suspicion of mistreatment or abuse committed against a child or adolescent, an obligation of the directors and personnel in charge of public or private health centers and the authorities and personnel of educational centers or any other center where minors are attended and stay (article 49)II (International Labor Organization, 2002: 21).

3.2.2.3. The Law against Sexual Exploitation of Minors (1999)

Law No. 7899 against Sexual Exploitation of Minors is the first legal instrument specifically aimed at combating CSEC in our country. It was promoted by the National Commission Against the Commercial Sexual Exploitation of Children and Adolescents and was approved in August 1999. With this law,

Costa Rica, in line with international recommendations, considered prohibiting the three recognized forms of commercial sexual exploitation of children: the trafficking and sale of children for commercial sexual purposes; the sex trade with children; and child pornography" (International Labor Organization, 2002: 20).

The law against CSEC is actually a reform of several articles of the Penal Code, and was inspired by the need to review such legislation in light of the characteristics of commercial sexual exploitation of minors in our country (International Labor Organization, 2002: 21). This is why CONACOES is promoting this bill as a fundamental step in the fight against CSEC.

The law against CSEC marked a significant legal change, reformed the ideology, language and concepts of several articles of the Penal Code, created new crimes related to commercial sexual exploitation and filled impunity gaps (DNI, 2003: 5.).

It is also of great importance since ~~for the~~ first time the conduct of paying or promising to pay with money, economic or other advantages to persons under 18 years of age for performing sexual activities is repressed as a crime (Comisión Nacional Contra la Explotación sexual comercial de niños, niñas y adolescentes, 2007: 3).

This law establishes thirteen crimes related to CSEC, which are punishable with imprisonment, ranging from 2 to 10 years, for affecting the physical, emotional and sexual integrity of minors. The crimes contemplated are the following:

- Crime of Rape
- Crimes of sexual abuse against minors and incapable persons

- Corruption offenses
- Crime of aggravated corruption
- Crime of sexual relations with minors.
- Crime of procuring
- Aggravated pimping.
- Refinery crime
- Crime of trafficking in persons.
- Crime of manufacture or production of pornography
- Crime of Dissemination of pornography

3.2.2.4. Law No. 8590 for the Strengthening of the Fight against Sexual Exploitation of Minors.

Since 2003, the Legal Affairs Subcommittee of CONACOES began to propose a series of reforms to Law No. 7899, which laid the groundwork for the approval in 2007 of Law No. 8590 for the Strengthening of the Fight against Sexual Exploitation of Minors.

Some of the main reforms of this new law are that:

1. The crime of possession of pornographic material is created, extending absolute criminal protection to victims up to 13 years of age.
2. The amendments to some criminal types in relation to aggravating circumstances are included and;

3. The new law includes elements aimed at the greater protection of the protected legal assets (National Commission Against the Commercial Sexual Exploitation of Children and Adolescents, 2007: 4).

In addition, this law includes reforms to the Code of Criminal Procedure, with the purpose of achieving criminal proceedings in accordance with the reality of the victims, seeking greater access to prompt and compliant justice.

3.3. Process to fight against Commercial Sexual Exploitation of Children and Adolescents in Costa Rica.

The issue of CSEC in Costa Rica began to gain momentum in the 1990s, especially due to cases reported at the international level in which the country was presented as a sex tourism destination.

As a result, Costa Rica is one of the countries that has taken measures against CSEC at an early stage. The first steps were taken by non-governmental organizations, such as Fundación Paniamor and Fundación Procal, which were the first organizations dedicated to the social recognition of sexual abuse. In 1990, the Fundación Ser y Crecer, a feminist group dedicated to the issue of incest, joined these efforts. These non-governmental organizations were relevant because they brought the issue of CSEC into the public debate and gave it a presence on political agendas as they were organizations with a strong political impact and because of their work in the media.

These non-governmental organizations argued that the issue of CSEC not only implied the creation of laws and the signing of agreements, but also the hard work of breaking through cultural resistance to address the issue.

Representatives of these NGOs attended the World Congress against CSEC, held in Stockholm, Sweden in 1996 and upon their return proposed the creation of a national commission to combat and eradicate CSEC, and in 1997 the National Commission Against the Commercial Sexual Exploitation of Minors (CONACOES) was created.

The creation of CONACOES was a fundamental action in the fight against CSEC, since it is the first effort at the national level in which public and private entities jointly participate in the fight against CSEC. In addition, this coordination is of great importance since it is composed not only of institutions specialized in children's issues, but also includes social welfare, health and other institutions, with the mission of providing sustained and coordinated compliance with the Action Plan aimed at eradicating CSEC, in order to address the problem in a more comprehensive manner.

Once the guidelines for the fight against CSEC have been formulated, it is established that the signatory countries acquire political and legal responsibility through the ratification of the conventions and the creation of bodies to ensure compliance with the obligations acquired.

For example, in the 1997 annual report of the Ombudsman's Office, Costa Rica began to take steps to comply with these commitments.

Inhabitants, the issue of CSEC was incorporated for the first time as a problem affecting the Costa Rican population. It argued that government authorities should provide a coordinated response through the articulation of

-The Ombudsman's Office must adopt policies, plans and programs to guarantee the human rights of minors, as well as adopt measures to restore these rights when they are violated" (Defensoría de los Habitantes, 2008).

It is important to highlight that the support given by the United Nations Children's Fund (UNICEF) to the work of CONACOES was fundamental for its constitution and permanence, since the collaboration of UNICEF was present through information campaigns, dissemination and the realization of the first research on the subject in Costa Ricall (Claramunt, 2008: 20).

In 1998, the Prosecutor's Office specialized in domestic violence and sexual crimes was created, the coordinating prosecutor's office obtained the support of several national and international agencies to provide human and financial resources for the investigation of allegations associated with CSECII (Claramunt, 2008: 21). Therefore, actions began to be taken at the legal and investigative levels. The creation of the prosecutor's office led to the enactment of Law No. 7899 against Sexual Exploitation of Minors, a proposal that arose from civil groups, public institutions and NGOs represented by CONACOES. In which it was declared that CSEC is an unacceptable fact in Costa Rica. The enactment of this law responded in part to the entry into force of the Convention on the Rights of the Child and the beginning of the development of the doctrine of Integral Protection.

The main changes generated in this reform, which gave rise to the law, revolve around the responsibility of adults for crimes committed against minors, seeking to eliminate all types of responsibility for this crime against children and adolescents, leaving aside concepts that blamed, attacked and judged sexually exploited children and adolescents.

However, although the effort to create Law 7899 is recognized as the first instrument designed especially for the fight against CSEC. This law has been criticized, for example, the CONACOES subcommittee on Defense and Protection argued that this law had a pending issue regarding the criminalization of the possession of pornography because, although it was included in the bill, it did not have the support of the majority of deputies¹¹ (International Labor Organization, 2007).

Another criticism, made in the words of Alexander Rodríguez (2002: 6), was that this law became a -political solution¹² to silence the denunciations made by various NGOs to our country for not developing actions against CSEC, and for him this law contained ambiguous terms and disproportionality in the sanctions.

In the process of the fight against CSEC, new conventions continued to be generated, such as in 2001 the -International Convention No. 182 on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor¹³ was ratified. On the other hand, in 2002, the -Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography¹⁴ entered into force.

In the course of the formulation of the law against CSEC, there was a constant rethinking, in terms of the incorporation of new concepts, new forms of crimes, among other points. In 2001, some conceptual aspects of Law No. 7899 were modified, such as the reconceptualization of the crime of rape, sexual abuse, which is no longer considered as a -dishonest abusell, introduction of the concept of sexual relations, modification of the crime of corruption, pimping, ruffianism, among other modifications made in order to enclose all acts of sexual exploitation against children and adolescents.

In 2001, CONACOES took steps to incorporate a plan of action that would respond to the problem not only with legal measures but also with other actions that would work directly in the prevention and care of CSEC. For this reason, CONACOES presented an Immediate Action Plan against Commercial Sexual Exploitation of Children and Adolescents at the II World Congress. However,

Due to the lack of resources and institutional policies for its effective implementation, the plan had to be reconsidered for the 2002-2006 period with a view to defining more viable actions in the short and medium term (Tejiendo redes, n.d.).

Subsequently, in 2003, CONACOES began to promote a new reform of the law with the aim of reducing the levels of impunity and expanding the guarantees for victims, since the law had clear gaps that were giving rise to non-compliance with the law or the omission of relevant aspects of the issue.

For this reason, the CONACOES legal affairs subcommittee, now known as the Defense and Protection Committee, was responsible for formulating the basic proposal for discussion of legal reform and developed strategies for the development of the legal reform.

lobbying and monitoring of the parliamentary debate until its approval was achieved in June 2007¹¹ (CONACOES, 2007: 4). This led to the approval of Law No. 8590 for the Strengthening of the Fight against Sexual Exploitation of Minors, which is still in force.

The implementation of the two proposed laws, the signed agreements and other actions in the fight against CSEC led to the creation of the National Plan Against the Commercial Sexual Exploitation of Minors, under the supervision of CONACOES, whose main objective was to "develop systematic and sustained efforts, aimed on the one hand at attacking the structural causes and, on the other, at transforming the most immediate conditions that generate the commercial sexual exploitation of children and adolescents in the country" (Parra, 2008: 1).

The National Plan Against Commercial Sexual Exploitation of Minors is protected under the following legal framework:

- Political Constitution of the Republic.
- Convention on the Rights of the Child.
- Inter-American Convention on the International Return of Children.
- Inter-American Convention on International Traffic in Minors.
- International Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor.
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography.
- Childhood and Adolescence Code.

- Family Code.
- Penal Code and its Reforms
- Code of Criminal Procedure.
- Law Against the Sexual Exploitation of Minors (Amendments to the Penal Code)
- Law Against the Sexual Exploitation of Minors (Amendments to the Penal Code)
- Law on Search, Seizure and Examination of Private Documents and Interception of Communications
- Juvenile Criminal Justice Act.
- Law Against Sexual Harassment in Employment and Teaching and its Regulations.
- Law Against Domestic Violence.
- Organic Law of the National Child Welfare Agency.
- General Law for the Protection of Adolescent Mothers.
- General Law of the Young Person.
- HIV/AIDS Act.
- Decree No. 29967-G Preventing the Entry of Foreigners Linked to the Commission of Sexual Crimes against Children and Adolescents.
- Decree No. 30007-S. Regulations for the Committees for the Study of Children and Adolescent Assaulted.
- Decree No. 31763-MP-SP-S-MNA. Regulations for the control and regulation of premises that offer public Internet service.

A relevant contribution that has been achieved at the institutional level to respond to the fight against CSEC is the creation of the Specialized Prosecutor's Offices for Sexual Crimes, which have already been established in the country.

These offices handle illicit cases related to CSEC. Initially these offices served only in the metropolitan area, but since 2003 offices have been opened in each province and canton.

Recently, the issue of CSEC has been incorporated into several operational plans of various government agencies, such as the annual operational plans of the Costa Rican Social Security Fund, the Ministry of Public Education, among others, which establish guidelines on how the institution should respond to this problem. The issue of CSEC has also been included in national plans, such as: the National Development Plan 2002-2006; the National Plan for Integral Security and Citizen Participation; the New Life Plan - Overcoming Poverty and Developing Human Capacities; and the National Plan against Commercial Sexual Exploitation of Children and Adolescents, among others.

3.4. The situation of children and adolescents in the country and its relation to the CSEC problem.

It should be taken into consideration that CSEC is a phenomenon of the last decades, since it is determined by the accelerated growth of the sex industry, together with the effects caused by globalization, structural adjustment policies, the lack of basic and timely funded social policies (DNI, Casa Alianza, 1998: 2). In addition, technological development and the construction of international trafficking networks, human trafficking and prostitution have been a fundamental tool to make CSEC an international and highly complex problem.

Studies carried out by Casa Alianza, showed that CSEC and sex tourism in general, is reaching Central American countries with greater force, after they begin to

take control and sanction measures in Asian countries such as Thailand where this problem was identified earlier (DNI, Casa Alianza, 1998: 2).

In the case of Costa Rica, the problem of CSEC has brought the country to the attention of international human rights and child protection organizations, mainly due to two forms of exploitation: sex tourism and human trafficking. According to reports from the U.S. State Department and national qualitative and exploratory studies, Costa Rica is a destination and transit country for transnational trafficking and a country of origin for internal trafficking. In Costa Rica, children and adolescents from other Central American countries have been identified in situations of commercial sexual exploitation, mainly from Nicaragua and El Salvador, as well as from Latin American countries and from outside the region. (Tejiendo redes, n.d.). They also indicate that in Costa Rica the average age at which minors are involved is 12 years old, mainly through paid sexual relations and trafficking for sexual purposes.

The Costa Rican problem of CSEC is not only known at the international level, it is estimated that about 30% of the Costa Rican population knows at least one person under 15 years of age who is being prostituted in their community.^{II} (UNICEF-UCR, 2008: 10), however, there is a high degree of social tolerance since the level of denunciation is considerably low, taking into account the magnitude and importance of the problem.

The newspaper La Nación, (La Nación, 2009) published the results of an ILO study in which they state that:

In Costa Rica, 13% of the population interviewed responded that they would not do anything in the event of commercial sexual exploitation. 21% stated that they would denounce the underage person even though he/she had not committed any crime. Some 58.6% stated that they would denounce the exploiting client. Only 8% attributed responsibility for the crime to the exploiters and pimps. According to PANI, it continues to be a challenge for the country and the institutions to place part of the responsibility for stopping sexual exploitation on society, since as citizens they have the obligation to denounce criminals and protect minors¹¹.

Finally, figures from organizations such as the Specialized Prosecutor's Office for Sexual Crimes and Domestic Violence of San José show that since the approval of the law in 1999, more than 4,000 complaints have been filed, compared to 30 in the decade from 1987 to 1997.¹² (International Labor Organization, 2002: 20). However, the vast majority of these complaints are truncated in the process, which shows that there is a strong impunity for this type of crime.

Chapter 5

The National Plan against CSEC 2008-2010

This chapter describes the approaches and axes on which the National Plan for the Eradication of CSEC 2008-2010 was elaborated and the operational proposal for its implementation and its incorporation into the Annual Operational Plans of the entities that have competence in the promotion and prevention axis. This chapter responds to objective 2 of this research.

As a result of international and national experiences for the eradication of CSEC, in 1999, the formulation of the Law against Commercial Sexual Exploitation, Law 7899, was promoted, and subsequently Law 8590 for the Strengthening of the Fight against Sexual Exploitation of Minors was created, which broadens and clarifies concepts of Law 7899.

CONACOES, recognized in 1998 as the official entity responsible for managing actions for the eradication of CSEC, promoted the creation of the aforementioned laws, in addition to managing a series of projects aimed at the prevention, care and protection of children and adolescents in Costa Rica against the problem of CSEC, however, However, it was not until the administration of Abel Pacheco 2002-2006 that the first National Plan against Sexual Exploitation of Children and Adolescents 2002-2006 came into effect, with the objective of establishing guidelines in the fight against CSEC, and was elaborated as a result of the commitments acquired in the Yokohama Convention and the experience of CONACOES in previous years.

Since CONACOES began its work in 1996, there has been a need to work with a plan, i.e., that they should not be whimsical actions, but inter-institutional and intersectoral plans, that is, involving all public institutions, governmental organizations and international organizations that were part of CONACOES, because you know that the complexity of the CSEC problem requires the participation of everyone, so the experience of making plans was not new, what was new was the way in which the plan was constructed and the way in which it would be executed^{ll} (CONACOES Technical Secretariat, 2010, Annex 4).

In 2007, CONACOES began work on a second plan (National Plan for the Eradication of Commercial Sexual Exploitation of Children and Adolescents 2008-2010).

-Several working meetings were held to reach agreements on the strategic objectives and goals that we had to achieve in the different CONACOES instances, in the areas of prevention, promotion, comprehensive care and protection, and even one more area was added, which was to strengthen the organization so that this secretariat would have more people working, but that was not possible^{ll} (CONACOES Technical Secretary, 2010, Annex 4).

The second National Plan for the eradication of CSEC was prepared based mainly on the lessons learned from the implementation of the first plan, as well as the recommendations issued by the United Nations Committee on the Rights of the Child, some of which were:

- Allocate a specific government budget to actions against CSEC.
- Institutional support to CONACOES members.
- Include in the different Annual Operating Plans (PAO__s) actions against exploitation.
- The participation of all CONACOES members in the creation of the new plan.

- Real inter-institutional coordination mechanisms for prevention and care that imply a real commitment from the institutions.

CONACOES analysis documents were also taken into account, such as the 2003-2006 Problem and Objectives Tree, the Commission's Decree, laws, reports, workshops and different proposals and protocols for action. Also included were the observations from the consultation with key actors at the national level with competence in the subject.

4.1. Formulation of the National Plan for the Eradication of CSEC 2008-2010 This second plan is made up of two parts: the first part corresponds to the referential framework, approaches and concepts, as well as the legal, political and institutional aspects that compose it, and the second part corresponds to the operational proposal.

The Commission responsible for preparing this second Plan (see Annex 1) was based on Latin American studies that point to the existence of structural conditions conducive to exploration, which we have referred to throughout this research as risk factors identified in the economic, social and political context.

The factors considered were:

- Gender roles defined by a patriarchal system.
- The existence of power relations that tend to make women and children invisible and foster patterns of violence.
- Consumerism.
- The shortages resulting from situations of poverty.

- Unemployment and lack of employment options.
- School dropout.
- The inefficiency of legal mechanisms for prompt and compliant justice.
- Lack of public awareness of the problem.
- The influence of the media.
- Drug and alcohol addiction.
- Prostitution as a survival strategy.
- National and international migration of people seeking economic alternatives.

Likewise, the Plan identified basic protective factors for the protection of children and adolescents, for example, the family space, since it is in this institution that the first patterns of protection and upbringing are established; however, the family can become a risk factor due to the progressive changes that have taken place in its structure in recent times.

4.2. Guiding approaches to the development of the Plan

The plan is based on four guiding approaches taken from the Convention on the Rights of the Child:

- Rights-based approach: this is defined as an ideological position in which children and adolescents should be recognized as subjects of rights by institutions, family ties and relationships between peers (children and adolescents), so that actions against CSEC must first consider the defense of their rights.

These rights and protection during all the processes of care, avoiding the re-victimization and discrimination of people in exploitation.

- Power approach: this approach identifies the relationships between adults and children and can be interpreted as multidirectional, because it can come from different spaces, and multidimensional, because it can range from liberating and creative to oppressive and destructive. Recognizing the importance of adults' responsibilities towards children.
- Gender approach: visualizes the social conformation within a patriarchal system, showing that the social construction of masculinities and femininities in this type of society contributes to legitimize and perpetuate practices of exploitation and gender violence.
- Generational-Contextual Approach: this approach is based on determining that the different contexts of a child's development are key to his or her formation as a person and identifies that it is these contexts that can establish risk and vulnerability factors in the face of the problem of exploitation, from the point of vital development.

The problem should be considered starting with the family, the community, the social and institutional level.

4.3. The legal, political and institutional framework

The Plan's legal framework is based on the provisions of international conventions and the national legal system, which is governed by Costa Rican legislation and includes all laws aimed at protecting women, children and families.

The political framework includes the commitments acquired in the ratification of the conventions. And the institutional framework includes all those institutions related to promotion, prevention and care, in addition to academic research institutions such as public universities and non-governmental organizations. (See Annex 3).

4.4. Operational Proposal of the National Plan for the Eradication of CSEC 2008-2010.

Once the basis for the formulation of the Plan's content was established, the operational proposal and its implementation were established. In this case, the type of actors to whom the policy was directed involved the institutions and sectors with competence in the scope of the plan, public and private institutions in general, and children and adolescents, through an intervention strategy summarized in five strategic axes:

1. Awareness and communication: generate actions for massive and selective dissemination of information that contributes to mobilize society to generate spaces of zero tolerance against CSEC, awareness and communication towards specific populations with strategic value.
2. Training: generate training and self-training actions to build theoretical, conceptual and methodological knowledge in institutions, the community, families and personnel, on the issue of prevention and care of CSEC.
3. Direct care: integrated care services for CSEC victims.
4. Research: development of research work to better understand the problem and to adequately direct the strategies.

5. Monitoring and evaluation: design and implement a reliable information system to evaluate compliance with the goals established in the Plan.

These strategic axes are reflected in the plan's objectives, which are in turn divided into four lines of action for which there is a target population and responsible institutions:

a. Promotion-prevention:

Advocacy: includes activities developed to promote and articulate effective political and social action in national and local scenarios of zero tolerance against CSEC.

Target population:

- At the national level, the 6 cantons (Pavás, Aguirre, Santa Cruz, Corredores Limón and Los Chiles) of priority intervention.

Responsible institutions:

- National Child Welfare Agency (Patronato Nacional de la Infancia)
- Ministry of Culture, Youth and Sports
- Ministry of Justice
- Costa Rican Tourism Institute

Prevention: considers actions with a sense of process, based on inter-institutional and social participation to eradicate personal, family, community, institutional, social and structural risk factors that condition and perpetuate CSEC.

Target population:

- Children and adolescents at risk of CSEC and their families living in the 6 priority cantons.
- Public entity that operates training or assistance programs for families in the 6 priority attention cantons.
- Children and adolescents participating in the MEP-FOD Educational Informatics Program at the national level.

Responsible institutions:

- National Child Welfare Agency
- Ministry of Labor and Social Security
- Instituto Mixto de Ayuda Social
- Ministry of Public Education
- Ministry of Justice
- Local Governments of the priority attention cantons

b. Attention:

It refers to the provision of integrated and comprehensive services (physical, psychological, social and legal).

Target population:

- Children and adolescents at risk of CSEC and their families living in the 6 priority cantons.
- Officials of institutions and organizations that provide care to underage victims of CSEC.

Responsible institutions:

- National Child Welfare Agency
- Costa Rican Social Security Fund
- National Women's Institute
- National Plan Against Nonviolence

c. Defense and protection of rights:

Management of representation of minors who are victims or at risk of CSEC in an informed, diligent and continuous manner, the optimal defense of their rights and interests.

Target population:

- Children and adolescents at risk of CSEC at the national level.

Responsible institutions:

- Legislative Assembly: Committee on Children, Adolescents and Youth, Committee on Social Affairs, Committee on Legal Affairs.
- Judicial Branch: Constitutional Chamber, Criminal Chamber and its auxiliary bodies (Public Prosecutor's Office, Specialized Prosecutor's Offices, Judicial Investigation Agency).
- Ministry of the Presidency
- Ministry of Justice
- Ministry of Public Security
- National Children's Trust, CONACOES

d. Organizational strengthening:

It contemplates programmatic and administrative actions and strategies to mobilize political will and social legitimacy resulting in strengthening CONACOES' capacity.

Target population:

- Council for Childhood and Adolescence
- International technical and financial cooperation agencies
- Mass media, national

Responsible institutions:

- National Children's Trust, CONACOES

Based on these objectives, the Plan proposes strategic actions from which indicators, responsibilities and budget allocations will be derived in general and national terms.

For the purposes of this research, only the actions that correspond to the promotion and prevention axis defined as: (see details in Annex 4).

1. Establish mechanisms at the national and local levels with the capacity to promote and enforce a culture of zero tolerance to CSEC in the country.
2. Contribute to the reduction of personal, family, community and institutional-social risk factors that condition and/or promote CSEC in the country, according to modality.

The adoption stage begins with the translation of these activities into the realities of the responsible institutions, with the incorporation into the Annual Operational Plans (PAO's) or Institutional Operational Plans (POI's) of the aspects within the competence of each institution, in terms of prevention and promotion.

-Each institution involved in a strategic objective of the Plan had to structure its internal planning matrix and set actions to be carried out, so this was left to the creativity and possibilities of each institution according to its competencies" (Technical Secretary of CONACOES, 2010, Annex 4).

Although, as Ballesterro points out, the incorporation of strategic actions in the institutions was an obligation under the new Plan, no guidelines are issued for implementation or levels for measuring this incorporation, leaving open one of the most important aspects, both for budget distribution and for the compliance and obligatory nature of actions aimed directly at CSEC.

In order to identify the products obtained from the public policy development process, a review and systematization of the strategic actions established by the National Plan in the PAO_s of the institutions that have competence in the promotion and prevention axes was carried out. Table 1 shows the incorporation or not of these aspects.

Table 1

**Incorporation of the objectives of the National Plan for the Eradication of CSEC
2008-2010 in the 2008-2009-2010 OAPs.**

Institution	It has a section related to CSEC in its Annual Operating Plan.	2008 ODP detail	Detail ODP 2009	Detail ODP 2010
Costa Rican Social Security Fund	Yes	<p>Strategic action sections (Caja Costarricense del Seguro Social, 2008)</p> <ul style="list-style-type: none"> • Establish mechanisms at the national and local levels, with the capacity to promote and enforce a culture of zero tolerance to CSEC in the country. • Contribute to the reduction of personal, family, community and institutional-social risk factors that condition and/or promote CSEC in the country, according to modality. • Establish institutional mechanisms to guarantee access of children and adolescents affected by CSEC and their families to services and care alternatives consistent with their best interests. 	<p>Strategic action sections (Caja Costarricense del Seguro Social, 2009)</p> <p>(The same sections as in 2008 are maintained)</p>	<p>Strategic action sections (Caja Costarricense del Seguro Social, 2010)</p> <p>(The same sections as in 2008 remain unchanged)</p>
Costa Rican Tourism Institute	No	<p>A bibliographic review was conducted and there are no sections on the subject (Costa Rican Tourism Institute, 2008), (Costa Rican Institute of Tourism, 2008), (Costa Rican Institute of Tourism, 2008), (Instituto Costa Rican Tourism Board, 2009), (Costa Rican Tourism Institute, 2010).</p>		
Instituto Mixto de Ayuda Social	No	<p>A bibliographic review was carried out and there are no sections on the subject. However, Officer XX, in charge of the planning area of the institution, clarified that even though they do not have a</p>		

		specific section, they estimate that within the population of the		
Institution	It has a section related to CSEC in its Annual Operating Plan.	2008 ODP detail	Detail ODP 2009	Detail ODP 2010
		The potential victims of CSEC are indirectly reached by IMAS (Instituto Mixto de Ayuda Social, 2008), (Instituto Mixto de Ayuda Social, 2009), (Instituto Mixto de Ayuda Social, 2008), (Instituto Mixto de Ayuda Social, 2009), (Instituto Mixto de Ayuda Social, 2010).		
National Women's Institute	Yes	A bibliographic review was carried out and there are no sections on the subject (Instituto Nacional de las Mujeres, 2008), (Instituto Nacional de las Mujeres, 2009).		<p>Within the section on institutional challenges and priorities (National Institute of Women, 2010)</p> <ul style="list-style-type: none"> To have an impact on the eradication of men's sexual practices that result in the pregnancy of girls and adolescents, violating their human rights, as well as the sexual exploitation of girls, adolescents and young women, which requires direct action by different political actors as well as public institutions. Status.
Ministry of Culture Youth and Sports	No	A bibliographic review was conducted and there are no sections on the subject (Ministry of Culture, Youth and Sports, 2008), (Ministry of Culture, Youth and Sports, 2009), (Ministry of Culture, Youth and Sports, 2010).		
Ministry of Education	No	Denia Rodrigues from the planning office was consulted and informed us that although they do not have a specific section within their institution's operational plans, they do have different programs and actions that can be considered as preventive against CSEC, such as the following efforts to reduce school exclusion.		
Ministry of Justice	No	A bibliographic review was conducted and there are no sections on the subject (Ministry of Justice, 2008), (Justice M. d., 2009), (Justice, Annual Operating Plan, 2010)		

Ministry of Foreign Affairs	Yes	<ul style="list-style-type: none"> Establish mechanisms at the national and local levels, with 	Action Items strategic (Ministry	Sections of Strategic action (The following are maintained
Institution	It has a section related to CSEC in its Annual Operating Plan.	2008 ODP detail	Detail ODP 2009	Detail ODP 2010
		<p>capacity to promote and enforce a culture of zero tolerance to CSEC in the country.</p> <ul style="list-style-type: none"> Contribute to the reduction of personal, family, community and institutional-social risk factors that condition and/or promote CSEC in the country, according to modality. Establish institutional mechanisms that guarantee access of children and adolescents affected by CSEC and their families to services and care alternatives consistent with their best interests (Ministry of Foreign Affairs, 2008). 	<p>Foreign Affairs, 2009) (The same sections as in 2008 remain unchanged)</p>	<p>(Ministry of Foreign Affairs, 2010).</p>
Ministry of Security Public	No	Not applicable since the last Plan approved for this institution was in 2006. planning with Yanet Camacho)		

National Child Welfare Agency	Yes	<p>Strategic Action Items</p> <ul style="list-style-type: none"> Establish mechanisms at the national and local levels, with the capacity to promote and enforce a culture of zero tolerance to CSEC in the country. Contribute to the reduction of risk factors 	<p>Strategic Action Items (The same sections as in 2008 are maintained) ((Patronato Nacional de la Infancia, 2010), 2009)</p>	<p>Strategic action sections (the same sections as in 2008 are maintained) (Patronato Nacional de la Infancia, 2010)</p>
Institution	It has a section related to CSEC in its Annual Operating Plan.	2008 ODP detail	Detail ODP 2009	Detail ODP 2010
		<p>The following are some of the personal, family, community and institutional-social factors that condition and/or promote CSEC in the country, according to modality.</p> <ul style="list-style-type: none"> Establish institutional mechanisms that guarantee access of children and adolescents affected by CSEC and their families to services and care alternatives consistent with their best interests (Patronato Nacional de la Infancia, 2008). 		

Source: Prepared by the authors based on data from the 2008-2010 ODPs of the institutions consulted.

Table 1 shows that only three of the institutions include the objectives of the Plan in their operational plans, while the others state that although they do not have an explicit section within the operational plan, their institution's own actions directly or indirectly benefit the target population.

From the above we can point out that incorporating the strategic actions of the Plan in a textual manner does not mean that their effective fulfillment will be achieved according to the competence and possibilities of each institution.

In the case of institutions that justify their functions as supporting the eradication of CSEC, it reaffirms the invisibilization of the problem and the lack of

planning of specific actions for the prevention, promotion and care of the disease.

ESCENNA. This has to do with the freedom or as noted in the quote above -the creativityll with which institutions are allowed to incorporate the Plan into their OAPs.

-When we had a total draft of the axes, we gathered all the (institutions) that had competencies in promotion, in another one all those that had competencies in care and so on, because what we wanted was for this to be as clean as possible, Now, in the National Development Plan there is only one small goal, and how this is done within the institutions, it was the creativity of each institution, because they were sent an official letter stating that it was mandatory, that goals had to be set, that a budget had to be allocated, and I must tell you that there are still many people who do not understand this.

The people in the planning offices do not understand the issue so well, they are more focused on meeting goals at a general percentage level, and many times the work with the victims cannot be translated so easily into numbers or percentages.

There are also many people who are very committed, but there are also other people with the same myths of the whole population who are in important positions, we have seen, for example, how the regional part has remained there as if that does not touch me and then the great gap of agreements at the political level, and how are we going to work if those at the top do not agree?

We gave them a plan, the agreements, the way to do it, that is, everything that the politician asked for and also the possibility of putting in money for it, because the political was already given and it turned out that they did not even know about it, despite the fact that they sent the official letters with everything. It has been difficult. ll (Technical Secretariat of CONACOES, 2010, Annex 4).

Both the process of drafting and approval of the Plan were equally complex, due to all the recommendations that had to be incorporated and the reality of Costa Rican institutions and politics, which, among other things, made it difficult to justify a specific budget for the implementation of the Plan, which had to be managed strategically within the National Development Plan, since this plan had to be approved by the Ministry of Economy and Finance.

does not have a section on children and adolescents. Ballesterero pointed out the trajectory approval of the Plan:

-Once the objectives and goals were established, the plan was proposed, it was made in a strategic logical framework, taken to CONACOES, approved, presented to the Council of Government, the Council of Government approved it and reached an agreement that it had to be included in the National Development Plan, because that was the way to have money for the execution of the goals. Then it was brought to the Council of Children and Adolescents and there an inter-institutional execution agreement was reached, that is to say that all the institutions had to make an effort to comply with what was there.

How did we do to make it effective? The National Plan could not be included in the National Development Plan as it was because what could be included was a goal in the National Development Plan, so the plan or the goal that was included was one hundred percent of the execution of the National Plan against CSEC, which was included in the Citizen Security sector, because the person of the group of the Childhood and Adolescence Council who accepted the initiative of the Plan and who said that this has to be developed was Mrs. Laura Chinchilla Miranda, the current president, who was then Minister of Justice, and then, since the Ministry of Justice was in the sector of Citizen Security, the execution of the Plan against CSEC was included there.

We can say, but why not in children and adolescents, because of something very concrete, the country does not have a sector for children and adolescents in the National Development Plan and this has caused us many problems, because we should have a sectoral category that allows us to better monitor the entire children's sector in which all institutions have competence (...)II (Technical Secretary of CONACOES, 2010, Annex 4).

However, as Ballesterero points out, there are positive aspects in the implementation, for example, that the Plan had political support for its incorporation into the National Development Plan and the fact that by ratifying all the conventions on the defense and protection of children's rights, and specifically those related to the eradication of CSEC, Costa Rica is committed to implementing actions, providing them with an economic component and linking all institutions in this fight.

~~We have had~~ political support from the presidency, the support we have not had is from the institutional middle management, because despite the fact that there are agreements, there is a plan and everything, it is as if it did not exist.

A sustained work has been followed, we have problems in how to attend integrally, interinstitutionally, it is a methodological issue. In the research I did, what I try to do is to contribute strategies to communicate the systems, in the subsystems of the national system on the issue of exploitation, so I worked with the six communities to identify those gaps that remain and what needs to be done, and here there is a group of strategies for that, which we hope will be useful, that can be put into practice. II (Technical Secretary of CONACOES, 2010, Annex 4).

The main problem faced by these policies is the implementation from the local level, where the characteristics of each area allow for different realities in which different risk factors converge, some with greater presence than others, which means that the actions to be taken at the local level must be more in line with the environment and transferred from the policy to national institutions, from national institutions to local representations in a clear and precise manner, in order to achieve the proposed objectives.

Chapter 6

Contextualization of the Canton of Aguirre, Quepos: According to the factors of vulnerability to Commercial Sexual Exploitation of Children and Adolescents.

In order to present the context in which public policies are developed at the local level, this chapter provides a contextualization of the study area in terms of geographical, historical and population characteristics⁴.

The contextualization of the area was carried out taking into account the main factors that, according to studies on CSEC⁵, are determining factors for a population to be vulnerable to CSEC.

This chapter is part of the research process that was developed to respond to objective 3 of this research, which contemplates ~~to evaluate~~ the actions implemented against CSEC, in terms of promotion and prevention, developed by the competent institutions in the area of Aguirre, Quepos.

6.1. Location and geographical features

Located in the Central Pacific Region, 150 km southeast of San José is the district of Quepos, belonging to the canton of Aguirre. The region is crossed by many rivers, among the main ones are Naranjo, Paquita, Baru and Savegre; the latter is the most important one.

4 The data presented are expressed in different proportions and rates because the information was collected from different sources and not for the purpose of establishing a relational analysis, they should be interpreted as descriptors of the canton of Quepos and the region of the country in which it is located.

5 La infancia como mercancía Sexual (2003); La Explotación Sexual Comercial de Personas Menores de Edad (2009); Costa Rica, Explotación Sexual Comercial de Personas Menores de Edad: Una evaluación rápida (2002).

It is considered one of the cleanest in Central America. South of Quepos are located beaches known for their beauty such as Manuel Antonio and Puerto Escondido (Maykall, 2001).

The climate in the area is rainy and hot, with a dry season that includes high temperatures and the rainy season, the longest, is characterized by heavy rains that cause the floods that have characterized the area of Quepos and Parrita (Maykall, 2001).

6.2. History of the canton's conformation

The history of the discovery of Quepos dates from the time of the discovery of America according to the book by Oscar Monge Maykall, *The Real History of Quepos*, which documents that in 1519 Hernán Ponce de León traveled from Punta Burica to the Gulf of Nicoya and attempted to descend into the territory known as Cuchiras, however, he did not do so due to the presence of armed Indians in the area, it was not until 1523, that Gil González Dávila traveled on foot through these territories (Maykall, 2001).

This territory of Cuchiras was characterized by having a very old promontory called Punta Quepos and the Quepos Islands, so it was also known as the province of Quepos, which occupied from the mouth of the Savegre River to the Paquita River. The reports of Cerezada, royal treasurer in the expedition of Gil González Dávila, document that the natives of the Quepos territory gave in their Dávila a higher amount than other chiefs from the Burica to the Huetares (Maykall, 2001). For example, in 1639, two Quepo Indians, Francisco Sánchez and Francisco Abso, went to the general captaincy of the kingdom, located at that time in Guatemala, to denounce the

and injustices to which they were subjected by the Spanish colonizers (Maykall, 2001).

However, like all the indigenous populations of the region, the Quepoa gradually dwindled and in 1718 there were only 8 native families left, by 1746 the last natives of the place were moved to Boruca (a place located about 200 km from Quepos). With this, the traces of the indigenous origins of the current Quepos are lost, and in all historical records, it is until 1907 that the presence of about 300 people between Savegre and Parrita is reported (Maykall, 2001).

The modern history of Quepos has been considered starting with the arrival of Pirris Farm and Trading Company, a company with Costa Rican capital, which was the company that made the first shipment of bananas from Parrita-Quepos in 1927, destined for the United States. From that moment on, Quepos became linked to world economic processes and banana production, dedicating a large part of its territory to the planting of this product (Maykall, 2001).

In 1937, the Pirris sold its shares to the United Fruit Company, a company that would take control of banana production in Quepos, transforming the economy and the social fabric of the area. In 1938, this company will sign the most important contract with the government, known as the Cortés-Chittenden contract. It established the construction of a dock in Quepos, a railroad and a series of complementary works (Maykall, 2001).

Banana production boomed in the first half of the 20th century, with large quantities of bananas being exported and thousands of hectares of land already dedicated to banana production.

The activity generated an important number of jobs in the area, which, however, were not occupied by people from Quepos. By 1955, massive banana production began to decline, and in 1956 United Fruit exported the last shipment (Ulate, 2006).

Since the sixties, a certain influx of tourists began to be noticed, which was maintained in the following two decades. In 1999, a record arrival of one million tourists was registered, and in 2000 the influence of tourists has continued to increase. This activity has provided important sources of employment, it also attracts a large amount of foreign capital investment (Ulate, 2006).

6.3. Population

According to population estimates provided by the Costa Rican Social Security Fund (UNICEF-UCR, 2008: 9) and as can be seen in Table 2, in 2009 the canton of Aguirre had a population of 23,733 people. Within this district, 53% corresponds to the male population and 46% to the female population. The population of minors is approximately 29% of the total population.

Table 2:
Population of Aguirre by age and sex, 2009

Age group	Total	Women	Men
Under 1 year	430		230
From 1 to less than 5 years	1780	828	952
From 5 to less than 10 years	2405	1120	1285
From 10 to less than 15 years old	2387	1111	1276
From 15 to less than 20 years old	2,489	1,159	1,330
From 20 to less than 30 years old	2,148	1,000	1,148

Age group	Total	Women	Men
From 25 to less than 30 years old	1,755	817	938
From 30 to less than 35 years old	1,762	820	942
From 35 to less than 40 years old	2,007	934	1,073
From 40 to less than 45 years old	1,657	771	886
From 45 to less than 50 years old	1,409	656	753
From 50 to less than 55 years old	1,047	487	560
From 55 to less than 60 years old	710	330	
From 60 to less than 80 years old	1567	729	838
80 years and older			
Total	23,733	11,046	12,687

Source: Costa Rican Social Security Fund, ASIS 2008 (UNICEF-UCR, 2008, p. 9).

With respect to children and adolescents, the first child vulnerability index was carried out in 1998, in which a comparison parameter was established according to vulnerability factors and in which Quepos was qualified as a canton with high vulnerability for children and adolescents (Programa Estado de la Nación, 2006:30). The factors considered for this study were grouped as follows:

- Environmental risk in which children and adolescents develop
- Education, its quality and retention rates
- Difficulties for early integral development
- Access to education for young people
- Health protection through vaccination
- Social environment (marginal areas or other characteristics related to poverty, neglect and malnutrition)

6.4. Overview according to risk factors for Commercial Sexual Exploitation of Children and Adolescents in Quepos.

This section describes the situation of CSEC risk factors in order to provide an overview of the study area and serve as a basis for evaluating whether the network's actions are aimed at preventing these conditions of vulnerability.

Risk factors are those political, economic, cultural and other aspects that make up the social dynamics in which individuals are immersed. For the purpose of this research and due to its sociological nature, it is taken into consideration that these factors are determinant for the development of CSEC and therefore, in order to have a real impact on preventive actions, it is essential to understand and attack the factors that are making the area vulnerable to this problem.

The factors characterized in this section are the priority factors identified by specialized research on the subject and the contributions of the members of the network against CSEC in Quepos, at the workshop held on April 13, 2010 (see Annex 2).

In order to analyze the risk factors related to CSEC, it is necessary to understand that this is a multi-causal problem composed of various risk situations that make a population vulnerable to CSEC. It should also be understood that the factors are related to each other, characterizing in a particular way the reality of each area.

It should be noted that the databases and other sources consulted include different years and measurement instruments, since the lack of unified data bases, the irregular frequency with which studies are conducted in the canton and the lack of data

In the case of some of the local variables, it was necessary to present the data for which there were some records.

6.4.1. Systematization of risk factors in the Quepos area.

6.4.1.1. Poverty

Poverty is considered one of the main factors that makes children and adolescents vulnerable to CSEC, as it implies the search for survival strategies both as a family and individual resource (International Labor Organization, 2007, p. 16).

The study conducted by ILO (2006) confirms that among the victims of CSEC -the majority live in conditions of poverty and sometimes in extreme poverty. This means that in the best of cases, they manage to cover their most basic needs (food and services), in such a way that the protection of other rights such as education, clothing, recreation, oral and dental health, among others, remains unprotected.

Contextualization of the factor:

According to data from the XV State of the Nation, the Central Pacific zone is one of the areas with the greatest increase in poverty and a clear increase in the unequal distribution of income, and as can be seen in the following variable, instability and the lack of labor supply are one of the main causes of this poverty condition.

On the other hand, according to the human poverty index, which contemplates factors such as: a long and healthy life, knowledge, a decent standard of living and social exclusion, the canton of Aguirre is in a position of 16,254 in 2005, taking into account the following factors

24.6% of its population would be included in the group of people living in poverty (Municipality of Aguirre, 2009: 21).

6.4.1.2. Unemployment or underemployment

Studies carried out by the ILO both inside and outside the country have identified that the vast majority of children and adolescents who are victims of CSEC come from low-income families, are unemployed or informally employed, and this can lead to situations of CSEC when it is sought as a contingency measure for family or individual support in cases of abandonment of the home (International Labor Organization, 2002: 16).

Contextualization of the factor:

The sociologist Manuel Argüello, explains in his study, -The poor and unemployed Costa Ricall, that poverty is normally linked to a precarious labor insertion, a high instability in jobs and low remuneration, which is clearly given in the Pacific zone of the country, for being a zone in which there was an abrupt change in employment, since for many years they depended directly on the banana production and before the fall of this sector the labor opportunities of the population are limited, However, this new source of employment is unstable, basically consists of low-paying personal services and depends on international seasonal tourism, which has not prevented a reduction in migration for employment in these areas, nor an improvement in employment opportunities for the population in general.

On the other hand, the type of investment, such as the one developed in Quepos, -is not equivalent to the supply -or rather the oversupply- generated by the abandonment of plantations and the

entry of new generations into the labor marketll (Argüello, 2002: 4) this is confirmed by the XV State of the Nation Program, which states that the Central Pacific is currently one of the areas with the greatest reduction in -participation, employment and open unemployment rates, which highlights the loss of employment and the abandonment of the active search (State of the Nation Program, 2006: 103).

6.4.1.3. School exclusion

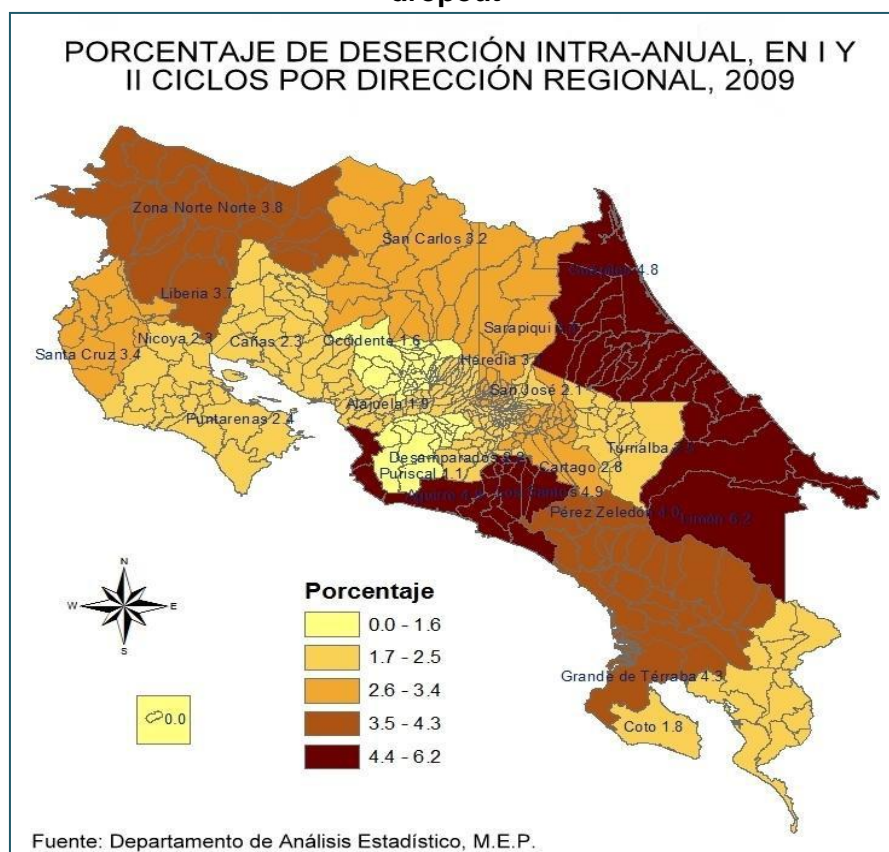
The permanence of children and adolescents in the educational system is a fundamental protective factor for the prevention of CSEC, insofar as it offers children and adolescents opportunities for personal development, intellectual growth and, therefore, possibilities for improving their economic condition. However, the absence of follow-up systems in cases of desertion or exclusion from the system and the lack of knowledge of personnel on the subject weakens the scope of the educational system as a protective system, thus violating the right to education established in the Code of Childhood and Adolescence (International Labor Organization, 2002: 126).

Contextualization of the factor:

As can be seen in the following mapping according to the percentage of school exclusion, the area in which Quepos is located is marked among the highest (between 4.4 and 6.2), so it can be considered an alarm factor for CSEC.

Figure 6: School

dropout



Source: Ministry of Public Education (Ministerio de Educación Pública, n.d.).

6.4.1.4. Alcoholism or drug addiction

The ILO study shows that there is a clear correlation between CSEC and the sale and use of drugs. The consumption in many of the victims begins in their immediate environment, whether it is the family or the community, and therefore, the commercialization and consumption of drugs increases the probability of initiation and maintenance in this (International Labor Organization, 2002: 133).

On the other hand, there are many victims who take refuge in drugs to alleviate their distress. Also, sexual exploiters often give them drugs to alleviate their helplessness.

enslave them in the sex trade (ILO/IPEC, 2007), so many of the victims are indebted to the perpetrators of CSEC for drug use, which makes it difficult for them to escape from their exploitation. This aspect directly violates the right of children and adolescents to a drug-free life, as established in the Childhood and Adolescence Code (ILO/IPEC, 2007: 6).

Contextualization of the factor:

In recent years, Quepos has been in the national media for cases or situations related to drug trafficking, which has had a clear impact on the people of the community. In the symposium on tourism held in Quepos, the trade and tourism analyst Marchegiani affirms that, due to the different situations of abuse and vulnerability that minors live in this community, one out of every three minors in this canton could become alcoholics and/or addicts (Oroszi, 2010).

6.4.1.5. Sex tourism.

For the study of this factor, it is assumed that a sex tourist is a person or persons who travel beyond their national borders with the intention of engaging in sexual activities with people from their country or others, including children (Azaola, 2003: 32).

This type of sex tourism is usually concentrated in certain areas of a country, which have tourism as their main source of income. Therefore, because they are tourist service oriented cities, the thousands if not millions of annual visitors to these seaside resorts have an evident impact on the life patterns of the local inhabitants and of course, on their sexuality practices (Azaola, 2003: 171).

These tourist areas are transformed into a space with its own values. On the one hand, tourists find themselves in a space where they are outside the social, civic and religious norms that govern their daily lives (Azaola, 2003: 56). This makes it possible for tourists to feel free to transgress laws that would normally be reprehensible to them. On the other hand, when local inhabitants see how tourists engage in practices that break with their values, they end up considering that these are correct behaviors in advanced countries and, therefore, are worthy of being imitated.

Thus, hedonism, the culture of easy pleasure, nightlife and sexual promiscuity are some of the patterns that, by dint of everyday life, become desirable. Apart from moral considerations, what happens is that these practices are adopted in a situation of inequality, since local inhabitants have to integrate them into their daily experiences and their own normative systems, while tourists do not (Azaola, 2003: 172).

Contextualization of the factor:

As detailed in the employment factor, in recent decades, Quepos went from being a space with a productive structure based on plantations for export to a space of tourism development, which has absorbed and transformed the previous practices (Argüello, 2002) but at the same time this territory has been recognized for the development of sex tourism.

6.4.1.6. Insufficient material and human resources in the institutions to provide adequate and specialized care to CSEC victims.

According to ILO studies, the majority of CSEC victims have been in contact with state institutions, whether educational institutions, health areas or other related areas, but these have not been able to provide a comprehensive response for the fulfillment of their rights (International Labor Organization, 2002: 145).

The approach plan proposed by CONACOES is a comprehensive care system that seeks to provide a coordinated response between the different public and private institutions and civil society to make the fight against CSEC more effective in terms of both prevention and victim care.

Contextualization of the factor

In the canton of Aguirre there are approximately 17 public institutions represented in the local area, such as IMAS, PANI, CCSS, MEP, among others. Public services are concentrated in the central area of the canton, while the population is dispersed over long distances from the center.

In the case of Quepos, most of the offices are overburdened, especially because this canton is considered a priority for various governmental, NGO and international cooperation agency projects, which means that their officials have to participate in various networks, prepare reports for these projects, among other tasks. For example, at the tourism symposium held in Quepos, it was commented that the local PANI office has only 5 staff members to cover the cantons of Aguirre and Parrita, which together add up to approximately

40,000 inhabitants^{II} (Oroszi, 2010).

6.4.1.7. Violence (domestic-sexual, among others), family disintegration and weakness of community prevention and solidarity mechanisms:

Studies of CSEC victims show that the absence of a family structure that favors support networks among family members leads to the fact that the women interviewed, as children, had to resort to various survival strategies that allowed them and their siblings to try to protect themselves from the aggressions they received (physical and sexual) (ILO/IPEC, 2006: 27).

It has also been confirmed that sexual, physical or emotional abuse by family members or close relatives is a driving factor for CSEC, since this is a consequence of the majority of runaways from home, a large number of children and adolescents live in hotel rooms, brothels or boarding houses. Some of them do not even have a fixed place to live and, therefore, are seen sleeping in public places^{II}, thus violating the fundamental right of children and adolescents to family coexistence, as established in the Code for Children and Adolescents (ILO/IPEC, 2007: 6).

Furthermore, since in many of these cases, children and adolescents must assume economic and care responsibilities for their siblings, either due to the absence of their parents or to the expulsion of the victims from their families, they are exposed to the possibilities offered through deception in CSEC networks, which not only offer economic remuneration and a place to live, but also establish pseudo-affective relationships that disguise the condition of exploitation (ILO, 2002: 84) and (Azaola, 2003: 56-57).

From the community aspect, it can be affirmed that the deterioration of the community as a support network is based on the fact that the reality that today surrounds exploited children is the result of the deterioration in their living conditions and opportunities, which is manifested in the erosion of the social fabric whose capacity to care for them, protect them and provide them with security has also been diminished (Azaola, 2003:165).

Contextualization of the factor:

According to the study conducted by UNICEF, in the analysis of children and adolescents in Aguirre and the data from the diagnosis made by the local office of the National Child Welfare Agency (see Table 3), the predominant type of family in this canton is the single-parent family, with an increase in female heads of household. The study analyzed the impact of this type of family and affirms that in general, the head of household must leave to work to support the household and therefore the children remain alone, since the canton does not have childcare centers for this type of population (UNICEF, 2009: 11).

Table 3:

Cases of Domestic Violence According to Type of Violence and Age . Year 2006

Age group	Psychological		Physicals		Sexual		Negligence	
	No. Cases	Cumulative incidence	No. Cases	Cumulative incidence	Case No.	Cumulative incidence	No. Cases	Cumulative incidence.
From 0 to 9 years old		260	110	242	0	0		
From 10 to 19 years old		81.2		12.5		4.2	5	10.4
From 20 to 64 years old		5.4		1.6		1.6		1.6
65 and over			0	0	0	0		50.9
Total						1.7		9.8

Source: Balances 2006, Aguirre Health Area. (UNICEF, 2009:15)

6.4.1.8. Tolerance to CSEC

Tolerance is a factor that affects in several ways, on the one hand-tolerance of commercial sexual exploitation of adolescent women tends to be more accepted by society and is often disguised in very disparate relationships between adult men with very young girls, which are not usually suspected by the public, making adolescents more vulnerable, especially girls, although the same can be said of situations with adolescent men (International Labor Organization, 2009: 22).

On the other hand, increased tolerance occurs when the population assumes that CSEC is something natural or everyday (International Labor Organization, 2009: 33), i.e., it is not considered a criminal act that violates rights.

Finally, tolerance occurs when the children are blamed for the act of CSEC and not the perpetrators, when CSEC is seen as prostitution, or as a voluntary and even gratifying act for the children, which offers a more favorable space for the perpetrators by reducing the possibilities of denunciation.

Contextualization of the factor:

In 2008, the ILO, together with IPEC, conducted a study in Central America, Panama and the Dominican Republic on social tolerance of CSEC, which presented some data on CSEC in Costa Rica. The study shows that, of the 1200 people interviewed in our country, 97% recognize that CSEC is a crime, thus being the country with the highest recognition of the issue (the other countries obtained the following figures: Guatemala 93.6%, El Salvador 92.2%, Honduras 95.5%, Nicaragua 96.7%, Panama 96%, Dominican Republic 94.2%), (ILO, 2009: 19).

However, only 28% stated that they knew of places where -sexual servicesll were offered to minors (International Labor Organization, 2009: 24) and 12% recognized that if they were aware of any CSEC situation they would not do anything about it (International Labor Organization, 2009: 31).

6.4.1.9. Adolescent Pregnancy:

The study conducted by the ILO with several children and adolescents who are victims of CSEC found that there is a high possibility that the younger the adolescent is, the greater the risk that the pregnancy will be the result of sexual abusell and, according to studies on the problem, there is a strong link between sexual abuse and commercial sexual exploitation (International Labor Organization, 2002: 66).

Contextualization of the factor:

The data provided by the Comprehensive Health Situation Analysis of Aguirre in 2006 show that according to the fertility rate (total number of births in a given population group in relation to the total female population of the same age), women between 10 and 14 years of age account for 2.7 of the pregnancies occurring in the canton, and women between 15 and 19 years of age account for 109.6 (see Table 4).7 of the pregnancies occurring in the canton and between 15 and 19 years of age is 109.6 (see Table 4), which is similar to that of women between 20 and 34 years of age, which shows that there is a significant number of adolescent mothers in relation to the total female population.

Table 4:
Fertility Rate by Age Group in the Canton of Aguirre, 2006.

Age group	Year 2006
From 10 years old to 14 years old	2.7
From 15 to 19 years old	109.6
From 20 years old to 34 years old	109.0
From 35 years old to 39 years old	137.0
From 40 years old to 44 years old	1.5

Source: Análisis de la Situación Integral en Salud (ASIS) 2008, Área de Salud Aguirre. (UNICEF, 2009: 13)

6.5 Factor analysis

- a) The identification of the main risk factors for CSEC in the Quepos area provides an overview of situations of vulnerability that violate the rights of children and adolescents established in the Code of Childhood and Adolescence, which under a rights-based approach must be guaranteed by the family, the community and state institutions.

- b) The importance of this characterization lies in establishing that the actions aimed at promotion, prevention and any other guideline formulated for the eradication of CSEC are elaborated and implemented taking into account the risk factors and characteristics of the area in order to formulate more relevant actions.

- c) The lack of unification of data and sources of information on issues such as health, education, poverty, among others, makes it difficult to study the real situation of children and adolescents in the canton. In addition, many institutions do not have recent data, which prevents them from keeping a record that would allow them to measure the increase or decrease in each of the risk factors.

- d) Although the members of the anti-scene network do not have clear data and most of them do not know why Quepos was selected as a priority zone, the factors identified in the workshop correspond almost entirely to those identified in national and international studies.
- e) Studies on CSEC assume that if an area presents several of the factors identified here, it is an imminent sign that the population of children and adolescents may be victims of CSEC. In the case of Quepos, it was possible to identify, through the studies and the workshop conducted, that many of these factors are not only present, but are also in a critical state, as is the case of school exclusion, drugs and sex tourism.

Chapter 7

Evaluation of the implementation process

This chapter identifies the actions carried out by the Network against CSEC in the canton of Aguirre, Quepos, during the period 2008-2010 and evaluates them according to the strategic actions in terms of promotion and prevention of the National Plan for the eradication of CSEC 2008-2010. This chapter responds to objective 3 which stated *-To evaluate the actions implemented against CSEC, in terms of promotion and prevention, developed by the competent institutions in the area of Aguirre, Queposll. And it took as a reference the approaches for the evaluation of public policies, according to the Bellavance model, regarding the implementation process.*

7.1. Evaluation process

Following the comprehensive public policy evaluation model proposed by Michelle Bellavance, an evaluation was made of the actions implemented at the local level in response to the objectives included in the National Plan for the Eradication of CSEC 2008-2010.

This is a qualitative evaluation, so it did not focus on quantifying whether or not the actions were carried out, but rather on qualifying them and assessing their relevance.

The information used to carry out the evaluation was obtained through the inputs generated by a socio-formative workshop with the members of the Network (Appendix 2), the interview with the Secretary of the Technical Management of the

CONACOES (Annex 4), interviews with members of the Local Network against CSEC in Quepos (Annex 10) and surveys of children and adolescents in two schools in Quepos (Annex 9). We also used data from the review of the Local Network's administrative file and non-participatory observations carried out in the canton of Quepos and in Network activities.

7.2. Evaluation

The National Plan for the eradication of CSEC includes two strategic actions in the promotion and prevention axis, for which a series of objectives, goals and indicators are established (Annex 6). For this research, the local work plan of the Quepos Network was considered, since the networks were created with the purpose of implementing the local actions established in the National Plan.

The two strategic actions proposed in the Plan are:

- **Strategic Action 1:** Establish mechanisms at the national and local levels, with the capacity to promote and enforce a culture of zero tolerance to CSEC in the country.
- **Strategic Action 2:** Contribute to the reduction of personal, family, community and institutional-social risk factors that condition and/or promote CSEC in the country, according to modality.

In order to systematize the information gathered from the Network's actions in compliance with these strategies, the following thematic structure is followed.

- Local Network against CSEC in Aguirre, Quepos:
 - Creation of the Network
 - Institutions that comprise it
 - Importance of the Network

- Strengths and weaknesses
- Actions carried out by the Network
 - Strengthening of protective factors: Family, Community, Institutions through awareness-raising among the population.

7.2.1. Local Network for the Fight against CSEC of Aguirre, Quepos

7.2.1.1. Creation of the Network:

The 2008-2010 National Plan states that local mechanisms should be established with the capacity to promote a culture of zero tolerance and to carry out institutionally coordinated actions against CSEC. It is within this framework that CONACOES mandated the creation of local networks to fight CSEC in the six priority areas.

The creation of the Network is mandatory for the institutions that are part of CONACOES at the national level and that have a local headquarters or competence. In addition, the local representation of PANI is delegated the coordination of the network. In the specific case of Aguirre, Quepos, the Network was formed late, but as a corrective measure, PANI's Technical Management assigned the Central Pacific Regional Directorate of PANI to be responsible for the process of convening and consolidating the Network in Quepos.

Flor Jara, Director of the Central Pacific Regional Directorate of PANI, who convened the CONACOES Secretariat, Ms. Elizabeth Ballesterro and those in charge of evaluating the work of the local networks, in order to define the work to be done interinstitutionally and the responsibility of the Network.

As the main agreement of this meeting, it was determined that visits would be made to the Regional Directors of the institutions represented locally to request the participation of an official in the Quepos Network.

On April 15, 2009, the first meeting of the network was held, with the participation of 31 people, in which a historical review of the legislation and the main sections of the National Plan for the Eradication of CSEC 2008-2010 were presented; from this meeting a base group was established to work on the issue.

At the second meeting scheduled for May 30, 2009, a copy of the 2008-2010 National Plan was given to the institutional representatives to promote its distribution within the institutions themselves.

The third meeting, held in June 2009, began with the formulation of a local work plan, so that two sub-commissions were formed within the Network, a specific commission to address the issue of prevention and promotion formed, at that time, by representatives of IMAS, the Municipal Police, the Ministry of Public Education and the Ministry of Public Security; The second commission would focus on the issue of care, coordinating the work of representatives of the CCSS, Quepos Hospital, Ministry of Health, PANI, IAFA, Ministry of Public Security, Prosecutor's Office, OIJ, Municipality, UNICEF, COPAZA and Peace Corps.

Each subgroup worked on a specific plan for each action and later unified them into a single Local Work Plan.

7.2.1.2. Institutions that make up the Network.

Currently, the Network is made up of 22 governmental organizations, 6 non-governmental organizations or international cooperation agencies and 2 private organizations, however, this is a fluctuating number in terms of the participation of each representative.

Table 5

Distribution of organizations that make up the Quepos network: State, Non-Governmental and Private

Ambito	Governmental Organizations	NGO's / Agency of International Cooperation	Private Org.
National	<ol style="list-style-type: none"> 1. Health Area No. 9 2. Tourism Chamber 3. DINADECO 4. IAFA 5. IMAS 6. INA 7. INAMU 8. M. Health 9. M. Trabajo 10. MEP 11. Migration 12. Public Prosecutor's Office 13. MSP 14. OIJ 15. PANI 16. Judiciary 17. UNED 	<ol style="list-style-type: none"> 1. Peace Corps 2. CIPAC 3. UNICEF 	
Local (Quepos)	<ol style="list-style-type: none"> 1. Public Tourist Police 2. Municipality of Aguirre 3. Municipal Police 4. Naranjito Guardianship Committee 5. Aguirre's Board for the Protection of Children and Adolescents 	<ol style="list-style-type: none"> 1. COPAZA 2. Social Pastoral Care/Diocese na 3. Roberta Felix Foundation 	<ol style="list-style-type: none"> 1. Hotel Parador 2. Iguana Tours

Source: Table based on the information in Annex 7.

• **Governmental organizations:**

As can be seen in Table 5, most of the Network's members are governmental organizations with local representation. The call for

The participation of these institutions, through a representative, is mandatory because they are national institutions and in turn belong to CONACOES.

- **Non-governmental organizations (NGOs) and cooperation agencies:**

The incorporation of these organizations is voluntary and is done through an invitation to participate in the Network's actions. They are a key group in the development of the Network's activities due to their experiential contribution and logistical management.

- **Private organizations:**

In this case, they are organizations from the tourism sector, a sector that has only recently been incorporated into the Network's work, but they are a fundamental participation because they generate an essential economic and logistical contribution to the work in the area and because tourism is identified as one of the risk factors for CSEC. In the case of Quepos, the hotel sector is the main link with tourism.

-Despite the fact that there is no (money) we work with what the private company can give us, we provide the human resources, the human talent and the private company the economic resources to finance the campaign, so there is a commitment, that is, they are committed, when they are summoned they attend the calls and see it as a priorityll (PANI representative, 2010: Annex 10).

7.2.1.3. Importance of the Quepos Network

Although the creation of the Network against CSEC is an obligation in the case of Quepos, as it is a priority canton, a question was included in the interviews conducted with the members of the Network defining the reasons for the creation of the Network, in order to identify the perception of the members themselves on the reasons and importance of the creation and work of the Network in Quepos.

-I feel that in Aguirre it was included because of the neglect that the central level has had. That is why they included it as a priority" (Ministry of Health representative, 2010: Annex 10).

-It seems that here we have one of the highest rates of commercial sexual exploitation, the greatest achievement is that we have been able to coordinate, perhaps in some way, for the different entities that make up this network, to reach some young people, mainly in educational institutions" (MEP representative, 2010: Annex 10).

-For us it is a problem that is not evidenced because it is known that it exists but there is nothing evidenced. So it is something that we have to begin to socialize but we are making progress" (Representative of the Ministry of Health, 2010: Annex 10).

-I do not know where they get the diagnoses to say that there is commercial sexual exploitation (...) Because it is a priority canton, a diagnosis was made, but I do not know which one, I think it was one of Paniamor, because the levels of complaints do not exist, but because it is a tourist context they think it is so. (Representative of the Ministry of Health, 2010: Annex 10).

Based on these responses, it is clear that although the mandatory nature of the Quepos Network is known, the local characteristics of the selection criteria are unknown and there is no data on the number of specific CSEC complaints, which may cause problems for the Network in determining what actions should be taken to counteract the risk factors and the effectiveness of the actions in reducing or reporting cases.

The National Plan states that the selection of the priority zones was based on the studies that had been carried out in the country and in the National Development Plan. For its part, the Technical Secretary of CONACOES stated that the zones were chosen from among the 11 that were a priority for the government at that time, and that

were prioritized for reasons of poverty, unemployment (...) and that there was a clear presence of commercial sexual exploitation^{II} (Technical Secretariat of CONACOE, 2010, Annex 4).

7.2.1.4. Strengths and weaknesses

Under the premise that the Network is responsible for managing and executing actions in an articulated manner in the fight against CSEC, it is important to identify the strengths and weaknesses recognized by its own members, so in the interviews conducted with the 6 members of the Network in Quepos, questions were asked about these aspects (see Annex 10).

- **Strengths of the Quepos network**

- 1. Commitment of the members**

As part of the strengths of the Quepos Network mentioned by its members, there is a constant commitment. Although, as mentioned by the interviewees, there are institutions that have not been integrated, others that attend in a fluctuating manner and let long periods of time pass, there are also institutions that have been actively involved and committed in terms of assistance and logistical support.

The commitment of the Network's promoters is also noteworthy, because they have assumed a serious attitude and have respected the schedules of activities and meeting dates.

-I consider that there is commitment, because of those who are participating in the network, because for example, when the educate campaign started, despite the fact that many institutions told us that we have no budget, there is no money, when they designed the code they did not see it as a priority, that is, they did not allocate a budget for the network's activities, but there were human resources, despite the fact that we did not work (...)^{II} (PANI representative, 2010: Annex 10).

-I really like in the case of this Network, because I am part of others, is that there are social actors who are part of public institutions that are very involved in the work of this Network, because those of us who are part of a public institution practically go because our work forces us to go, and because the law forces us to go, But the people who do not have or do not work with a public institution go because they want to go, because they are part of the sector, I don't know, the hotel sector and they go, so this gives a lot of strength to the work, because they go because they have the conviction to attend and participate, not because they are obliged by law, so this is a strength that this Network has. Also because the people who lead it, specifically those from PANI, who are the ones who have taken on this coordination, are very involved and they never fail, they never let us down and this type of thing also gives you security in the work that is being done.

-Well, it has completed clear objectives, lines of action that have been fulfilled, most of the activities have been carried out quite satisfactorily, there is commitment from some institutions that has made it possible for the work to work (...)II (Judicial Branch Representative, 2010: Annex 10).

2. Contributions from different institutions

Another aspect that stands out is the participation of various institutions, public, private and social actors of the community, which strengthens and allows an interaction of the work throughout the locality.

-There are contributions from different institutions, the fact of being able to involve different institutions, there is a good call, I feel that there are people from different areas, it is a more dynamic network. Some people are committed, but I do not notice there is a deficiency in thatII (Ministry of Health representative, 2010: Annex 10).

-The fact of being able to involve different institutions, there is a good call" (Ministry of Health representative, 2010: Annex 10).

Among other aspects mentioned is the good coordination between some people who have been working together for some time at the inter-institutional level.

- **Weaknesses**

1. **Networking:**

The following answers were obtained to the question of what it meant to the interviewee to work in a network:

- (PANI representative, 2010: Annex 10).

- A network where there is a contact or a key person for each institution, a representative of each institution to contact in order to expedite the processes and procedures when a victim of commercial sexual exploitation needs to be attended (PANI representative, 2010: Annex 10).

- to achieve articulation between institutions in such a way that the problem can be reduced (...) and that there is articulation at the institutional level. (Representative of the Ministry of Health, 2010: Annex 10).

- At the institutional level, we should all be aware of each one's functions to the extent permitted and start to coordinate from there in a synchronized or harmonious manner (Ministry of Labor representative, 2010: Annex 10).

working in a network is like a team where we all have to work together for the same cause, hence we have integrated different institutions, both governmental and non-governmental, and the purpose of working in this network would be to put us all in agreement according to the needs (MEP representative, 2010: Annex 10).

In general, the definitions are oriented to the idea of working in an articulated manner based on the competencies of each institution. However, there are shortcomings in the implementation of the concept.

In the same interviews, the members of the Network recognized their institutional competencies, but not those of other instances or organizations, which makes it difficult to work in a truly articulated manner.

2. Members at different levels of incorporation:

It can be identified that the members of the Network are in different processes of awareness, knowledge and participation. This is due, in part, to the fact that the period of incorporation and the regularity of participation vary among its members (see point 2 of Annex 8). For example, in the attendance lists consulted, 18 activities have been carried out, in which about 106 people have participated, but of these only 15 have participated in at least half of the activities.

3. Limited economic resources:

Although the National Plan for the Eradication of CSEC 2008-2010 was endowed with economic content for action, CONACOES' criterion for the use of this budget was to manage actions of national impact at the macro level, such as publicity campaigns, pamphlets and other tools. However, for the specific case of local networks, no specific budget is considered for management and action, making the execution of activities impossible.

Likewise, the different institutions that make up CONACOES do not include budgets for local support in their OAPs; in the case of those that do have a budget for the Plan's strategic axes, the actions are destined to support CONACOES at the national level.

In the words of network officials:

-that is a problem because even from my action plan, from my PAO I do not have economic resources, nor do I have preventive work from the communities because my work does not require it, but nevertheless I carry them out and do them to support the Network. II (Judicial Branch Representative, 2010: Annex 10).

-One also works in a public institution and knows how it is, because the budget also limits many things, and the time in which they can be done, for example, it is always a controversial issue that if there is no money for the work, who has to provide it" (Max Terán Hospital representative, 2010: Annex 10).

-When they designed the code, they did not consider this part as a priority, i.e., they did not allocate a budget for network activities, but the human resources were there" (PANI representative, 2010: Annex 10).

Likewise, the Technical Secretary of CONACOES commented that the economic experience was that:

-(regarding the 2002-2006 Plan) what was done was that the goals of the National Development Plan that had to do with commercial sexual exploitation were taken out and it was said, these are the goals, but it was not clearly specified that specific money had to be put for that, there was no institutional execution agreement, let's say we were just starting to see how a national plan could be, so that was part of what was learned. However, just because there was no money, it did not mean that no work was done, however, the work was not articulated and what was left over was what was being campaigned or contributed to something, there were institutions that did nothing at all, because their priorities were other and although the National Development Plan was there and was mentioned, it did not say that they specifically had to do it, but that it was as -PANIII (Technical Secretary of CONACOES, 2010, Annex 4).

This shows that the resources allocated by commitment in the national plan are not sufficient to ensure effective compliance with the network in the locality (at least in the

In the case of the three institutions that do include a section in their institutional operating plan for the fight against CSEC and therefore allocate economic resources (see Table 1), the resources to be contributed by each institution are managed more at the management level than at the local level, so that the local representatives of these institutions do not have the economic resources to contribute to the network's work.

4. Mandatory participation and non-internalization of the work in the Network:

Another aspect identified in the Quepos Network is that when government agencies at a managerial level establish commitments or acquire obligations with programs or projects of national and local impact, the officials assigned as institutional representatives are obliged to participate.

This occurs with participation in local networks against CSEC and affects some of the members, who, far from feeling committed to the importance of the issue, feel that they are obliged to participate. They state that they are part of the network because:

- (Ministry of Health representative, 2010: Annex 10).

- "was delegated by the municipal council" (Representative of the Municipality of Aguirre, 2010: Annex 10).

- "it is a mandate" (Representative of the Judiciary, 2010: Annex 10).

- "because it is the direct population with which your institution works" (PANI representative, 2010: Annex 10).

- "was a priority in this government" (PANI representative, 2010: Annex 10).

On the other hand, in the case of members who are actively and motivationally involved, they also do not have autonomy in their decision to belong to the Network, because

Once the term of the National Plan has expired, their participation may be terminated by their institution's leadership, which makes it impossible to follow up on the Network's actions. The main problem is that the Network is composed mostly by representatives of these governmental institutions.

-The priorities are elsewhere and they have to respond to the government's commitments just as we do, and for this new government the priorities are different, the issue is still being worked on but within the new projects (...) the national plan ends in 2010, we do not know how, let's say at the level of the other institutions, if it will continue to be a priority if it will be able to continue despite their will, I think that it can still be contacted, that is, I think it has already achieved a lot because there are people committed and sensitized to the issue. But I don't know if they are going to have support|| (PANI representative, 2010: Annex 10).

5. Saturation of work and limited number of personnel:

Another aspect closely related to the previous point is that in the case of governmental organizations, mainly at the local level, the representatives assigned by the institutions are responsible for participating in the many programs and projects that are managed and promoted at the national level and that fall under the institution's responsibility, due to the lack of personnel.

This saturation of the institutional staff's work is detrimental to the quantity and quality of time they can give to each project and generates high levels of stress in the staff. This is why they say that ~~they~~ feel tired or drowned and this has lowered their batteries, so to speak (PANI representative, 2010: Annex 10).

6. Non-visibility of the network:

Another key aspect of the work carried out by the Network is the visualization of the actions carried out because it is the recognition of the work in the fight against CSEC, which allows measuring the relevance in the locality and in turn raises awareness among the population to achieve zero tolerance against CSEC.

In the survey of children and adolescents in the two educational centers, they were asked if they knew of any institution or organization that generates actions against CSEC in the canton, and only 3 people identified the Network, while 30% identified at least one institution that works on the issue of CSEC, in this case PANI is the most recognized.

Table 6
Institution or Organization working against CSEC in Quepos

Institution or Organization	First Choice	Second Option	Total of responses	Total percentage
CPJ		1		1,7
Red Cross	0	1	1	0,6
INAMU		1		1,7
The persons that live in Quepos	1	0	1	0,6
Ministry of Public Education	1	1		1,1
Municipality	1	0	1	0,6
OIJ	0	1	1	0,6
National Child Welfare Agency (Patronato Nacional de la Infancia)				16,3
Police	0			1,7
Network against the CSEC at the Quepos	0			1,7
UNICEF		1		2,2
Others	1	1		1,1
NS/NR				70,2
Total				100,0

Source: Survey conducted with children and adolescents in Quepos (see Annex 9).

Among the actions carried out, talks and training were mentioned, which correspond to the training activities carried out by the Network in these institutions; however, 86.5% were unaware of any type of action carried out on CSEC.

Table 7
Actions implemented by the identified institutions

Actions Implemented	First Choice	Second Option	Total of responses	Total percentage
Radio or television advertising	1	0	1	0,56
lectures or trainings				7,30
activities related a the attention		0		2,25
artistic activities		0		2,25
Others		0		1,12
NS/NR		87		86,52
Total				

Source: Survey conducted with children and adolescents in Quepos (see results in Annex 9).

When the students were asked which institution or institutions should work against CSEC, the majority (27%) said PANI, 12% said the police, and 4.5% considered that it should be the community itself, which highlights the importance of involving community actors in the fight against CSEC (Annex 9, Table 16). This is consistent with the proposal made by authors Sáenz, Durán and Oviedo from a rights-based approach, in which they state that the community is a key actor in ensuring compliance with the rights of children and adolescents.

7.2.2. Actions carried out by the Network

The Aguirre Quepos Local Network established a Local Work Plan (see Annex 6) in order to carry out activities focused on the objectives of the Plan and the objectives assigned to the

conformation of the Network. For the purposes of this research, the actions carried out were defined within the section on strengthening protective factors such as: family, community and institutions.

7.2.2.1. Strengthening of protective factors: Family, Community, Institutions

- **Family:**

In the canton of Quepos, the Network managed the implementation of an activity proposed by PANI's central offices. The activity consisted of developing a training program with 5 families in the area on CSEC prevention, entitled "Strengthening protective factors in families at high risk of CSEC". These families had to be chosen according to criteria based on the link with a case of exploitation of some of the members of the network or having conditions of vulnerability.

When the guidelines and the call for proposals were sent to the Network, there was no clarity as to the objectives and goals of the Network. The members of the Network formulated a series of ideas to establish the mechanism for choosing the families and it was concluded that five members representing the health, municipal, education and judicial sectors would identify the families with whom they had worked and who they considered to be most vulnerable in order to encourage participation in the activity.

Thirteen people participated in the activity, according to the attendance list register, from 51 years to 10 months of age. However, there are no further records regarding the results and impact of this training.

- **Community:**

At the community level, the network proposed 7 objectives to raise awareness and inform the population about CSEC. The proposal included an estimated total of 13 activities (see Annex 6).

According to the review of the administrative file, a total of 4 activities were carried out, including workshops on CSEC with primary and secondary school students and teachers, as well as a play and a forum with children and adolescents.

**Table 8 Network
Plan Activities**

Target	Activity proposal	Activities carried out for compliance
Inform and sensitize the student population on ESC issues.	1 Semiannual Workshop 1 in Colegio Matapalo 1 in Quepos College	There is a record of the following workshop: Date: 2010-05-27 Activity: Workshop on CSEC with 10th grade students of the Colegio Técnico Profesional de Quepos. Place: Colegio Técnico Profesional de Quepos. Target population: Tenth grade high school students. Facilitators: Laura Chaves (UNICEF) and Alejandra Benavides (PANI). Participants: 26 signatories.
Sensitize and inform educators on the issue of CSEC, in order to form a commission within the educational center, so that they can detect and identify cases, for reporting and addressing them.	Two workshops (1 per school)	The following workshops have been held: Date: 2010-06-23 Activity: Workshop on Commercial Sexual Exploitation of Children and Adolescents. Location: PIMA-Quepos Target population: Teachers of schools in the area. Facilitators: Laura Chaves (UNICEF), Ruth Mary Lezama (PANI), Carmen Chinchilla (Judicial Branch), Clemencia Barrientos (MEP), Viviana Zuñiga (MEP DREA) Participants: 55 signatories. Date: 2010-06-24 Activity: Workshop on Commercial Sexual Exploitation of Children and Adolescents. Place: Colegio Técnico Profesional de Matapalo Target population: Teachers from schools and colleges in the area. Facilitators: Network against CSEC

Target	Activity proposal	Activities carried out for compliance
		Participants: 38 signatories.
Promote information to the canton of Aguirre on CSEC issues.	Development of a story, play type In several communities	No record
To inform the population of the canton of Aguirre about CSEC.	Aguirre Al Rojo Vivo Festival 09-12 of July	No record
Generate a recreational and informative space in rights of the WEP	Recreational activity	Canceled
Raise awareness among the population to report CSEC.	Presentation of the Princess Theater Play Call for applications Workshop Participation	There is a record of the presentation of the following work: Date: 2009-06-26 Activity: Workshop, Play -Princessll and Forum, with the theme Commercial Sexual Exploitation of Children and Adolescents. Location: Not recorded Target population: Communities of Quepos Facilitators: Not registered. Participants: 131 signatories.
Informing and sensitizing health personnel (Health Area and Hospital)	1 Workshop per year	No record

Source: Own elaboration based on the network archive register (see Annex 7).

In order to assess the relevance of these activities for the Network and to raise awareness and educate the population, a question on the definition of CSEC was included in the surveys applied.

Table 9
What is meant by CSEC

Meaning of CSEC	Frequency	Percentage
Sexual abuse of children		19.1
Forcing children and adolescents to make pornography.		3.4
Sale of children for abuse		10.1
Forcing children to do something they don't want to do		4.5
When adults exploit children		4.5
Paying children and adolescents for making pornography	1	1.1
Forcing children and adolescents to perform improper acts.		2.2
Economic benefit for sexually exploiting children and adolescents		7.9
When forced into prostitution		3.4
When a person exploits another person to earn money		4.5
Trafficking of children and adolescents	1	1.1
NS/NR		38.2
Total		100.0

Source: Survey conducted with children and adolescents in Quepos (see Annex 9).

Table 8 shows that 19.9% of the surveyed population considers CSEC to be a type of sexual abuse of children, while 10% consider it to be related to the abuse and sale of children, and 7.9% consider CSEC to be an economic benefit received for ~~exploiting~~ children.

The constant in the responses shows a concept of CSEC that is strongly related to the issue of abuse and violation of rights, almost equated in definition, with the presence of an economic factor, which frames the weight and identification of a source of foreign exchange from exploitation. In addition, 38% were unaware of the term because, as can be seen, it tends to be confused with other types of crimes such as sexual abuse.

These elements are important because they can increase the risk condition. Consequently, more than half of the surveyed population (55%) considers that CSEC does not exist in Quepos (Annex 10, Table 8) and only 7% of the population claims to know someone who is a victim of CSEC (Annex 9, Table 12).

Regarding the importance they consider should be given to the issue of CSEC, 48% say it is of very high importance and 24.7% high importance, while 16.9% say it is regular and only 4% consider it to be of low importance (Annex 9, Table 11).

The network members who participated in the April 2010 workshop were also asked about the meaning of CSEC, in order to assess whether they understood the term that underlies the actions carried out in the canton. As a result, 43.5% associate CSEC with situations that violate rights, 17.4% associate it with situations related to violence and power relations. On the other hand, they associate it with a commercial factor and, finally, they expressed it from an emotional definition.

This reflects the fact that when a network works on a specific topic, it is often assumed that all the people involved have the same perception or ownership of the topic and, as shown in Table 9, although the concepts are related to aspects that define CSEC, perceptions are varied, so it is necessary for the working group to emphasize the understanding and ownership of the basic concepts, especially because of the varied incorporation of the people in the network.

Table 10
ESCNA concepts, elaborated by the group with the Metaplan Technique.

Trade factor (13%)	Violation of rights (43.5%)	from	Power Relationship s (17.4%)	from	Situations related to o Violence (17.4%)	Emotional definition (8.7%)
Trade Child trafficking Marketing of minors	Condition violating Hit-and-run No rights Cancellation Slavery Humana Slavery Modern Violation m rights Violation m rights Humans Violation m rights Boys, girls Teenagers forced to live sexuality ill.	fro fro fro y	Vulnerability Appropriation from one person Power relationship Abuse of Power		Cruelty Aggression Risk Crime	Frustrated Stop... no more!

Source: Workshop held with the network against CSEC in Quepos (see annex 2).

The main activities or campaigns that the surveyed population claims to know about or to have participated in are: publicity and talks with 5.6% each, then printed material, attention activities and artistic activities with 1% each. It is important to note that only 13 of the 89 people surveyed are aware of any activity or campaign, which is a fundamental aspect for the promotion axis, which aims to inform and sensitize the population on the issue of the fight against CSEC.

Table 11:
Activities or campaigns against CSEC in Quepos

Activity or Campaign	Frequency	Percentage
Radio or television advertising	5	5.6
Print (billboards, posters, foldouts and others)	1	1.1
lectures or trainings	5	5.6
activities related to care	1	1.1
artistic activities	1	1.1
Others	1	1.1
NS/NR		84.3
Total		100.0

Source: Survey conducted with children and adolescents in Quepos (see results in Annex 9).

From the CONACOES budget, the decision was taken that

-All the (institutions) that have to do with prevention are working in campaigns organized within the prevention and promotion axis of CONACOES, which by the way is already on the air, one that has just been aired these days, which is about the Internet, the risk of the Internet. The ICT, for example, which has competence in prevention and promotion and has been quite involved, even helped us to set up the campaign, because the idea is to work, let's say, taking money from each institution for the same goal and then we all work together!! (Technical Secretary of CONACOES, 2010, Annex 4).

Based on this comment, it can be observed that advertising campaigns are one of the actions to which more resources have been allocated, and that although it is a very effective way to inform more people, it is not being reflected in the number of people who identify this type of campaign. This statement is based on the survey of children and adolescents in which only 5 of the 89 people surveyed said they knew about the advertising campaigns. This data may be useful for CONACOES, as a study of the impact of the campaign, since it reflects the need to rethink the type of advertising that is being developed and the scope it has on the target population.

Chapter 8

Conclusions and recommendations

This chapter presents the main conclusions and recommendations arising from the research process. They were grouped according to the analysis of the process of formulation and adoption of public policies contemplated in the National Plan for the eradication of CSEC and the evaluation of the policy implementation stage carried out in Aguirre Quepos.

7.1. Conclusions

7.1.1. Decentralization in Quepos

Decentralization in Quepos can be seen in two key aspects: first, the institutions that have local representation at the national level (IMAS, PANI, INAMU, among others) do not have autonomy, but rather assume the directives of the institutions at the national level. This implies that the actions to be implemented do not properly obey the local context, but rather what is defined in a global framework, that is, the social, cultural, political, economic and historical dimensions of the area are not considered, a deficiency for the implementation of programs and policies in accordance with the local reality.

Secondly, there is a power struggle between the institutions for economic distribution and political and cultural recognition at the national and local levels; the institutions do not receive economic support or human resources to operate in the face of the problems that are the responsibility of each institution.

7.1.2. Elaboration of Public Policies on CSEC.

Taking as a point of reference the socio-historical process that laid the foundations for the creation of the rights of children and adolescents, it is necessary to highlight the importance of the paradigmatic change in the conception of rights, especially because it modifies the conception of children and adolescents from *-objects of rights* to *-subjects of rights*.

This change generated two fundamental aspects: on the one hand, it made children and adolescents visible within an adult-centered conception, thus manifesting the importance, specificity and autonomy they had as human beings with their own rights. On the other hand, it meant that the programs, actions, laws and other instruments necessary to enforce the rights of children and adolescents should no longer be directed only to those children who did not have a parental figure or who were in unfavorable situations (as conceived in the paradigm of the irregular situation), but extended to all children and adolescents.

However, there are still attitudes and actions that show certain remnants of the previous paradigm, for example, the use of discriminatory terms such as *-minor* to refer to children and adolescents, or the few spaces given to children and adolescents to participate in the formulation of programs related to their rights, which shows that they are still conceived as objects and not subjects of rights.

7.1.3. Adoption of Public Policies on CSEC.

The adoption of public policies related to CSEC in Costa Rica began in response to the requirements and demands of international organizations,

requesting the country to take the necessary measures to comply with the ratified conventions.

As this is a recent issue and one that has not been worked on much by national authorities, the laws, programs and plans had to be reformulated in the process, in accordance with the development of knowledge on the subject.

The main conclusions emerging from the research process at the stage of Adoption of CSEC Public Policies, are:

- **Process of adoption and relevance of programs, plans and actions in the face of a complex problem:**

CSEC is a complex problem that has become increasingly specialized, in line with technological development, new forms of organized crime, among other factors characteristic of a society at risk, actions, plans or programs have not been able to keep up with the pace of development, thus being inefficient to respond to a changing and complex reality.

- **The development and monitoring of public policies in the face of changes in government:**

The elaboration of public policies obeys fundamentally to the government plans and to the commitments acquired in the international framework and they are an effort developed to counteract or strengthen a certain situation, as the case may be. The main problem is that this correlation with the political system from the point of view of partisan interests, or even from the different groups or currents that are formed within the same party, causes the public agenda to have different priorities, according to the

government in office. As a result, for many public policies, strategic programs and actions are implemented, but the necessary follow-up mechanisms are not provided.

In the specific case of the fight against CSEC, although it has been considered a fundamental part of the development of public policies and government plans for the last fifteen years, priorities have now shifted to the issue of citizen security. This implies that, at the end of the second National Plan against CSEC 2008-2010, the new government program does not consider CSEC as a priority rights violation, and therefore institutions are no longer committed to include actions in their respective annual operational plans, nor is it mandatory to remain in the networks already established, which casts doubt on the possibilities of maintaining and sustaining the fight against CSEC.

- **Gap in the communication process from the top and the local level:** The National Plan against CSEC is based on a cascade information system, i.e., it assumes that guidelines must be passed on from the management of each institution, information and other communications to middle management and from there to the priority zones. However, this process is hampered by bureaucratic obstacles, lack of basic conceptualization for all institutions, regions and localities and the lack of knowledge at all levels (national-regional-local) of the total and integrated process to be carried out for the execution of the National Plan.

- **The institutions do not visualize the issue of children as a co-responsibility, but as an aspect in which they participate, but with the sole competence of PANI:**

At the national level, PANI is designated as the lead agency for children and adolescents; however, this does not mean that other institutions are exempt from responsibilities for this population. It should be noted that there is a superior body to PANI which is the National System of Integral Protection, which is composed of ministries, the executive presidencies of state institutions, among others, and which grants responsibilities and competencies to each of its components.

Therefore, despite the fact that other institutions incorporate actions or activities that include children and adolescents, it seems that they are not assuming this position as an integrated response. For example, in the review of the institutional operational plans consulted through the respective planning offices of each institution, it was observed that in many cases the fact that they do not have their own strategic actions for children and adolescents or their own sections on CSEC makes their competence and commitment to this population invisible.

Likewise, in the student surveys, it was observed that the vast majority referred to PANI in activities that were carried out by the network against CSEC in Quepos, partly because of this vision of the leading institution, but also because it reflects that the network is not being properly visualized as an entity of the community and composed of several institutions and organizations.

7.1.4. Implementation of CSEC Public Policies at the local level:

Although the National Plan for the Eradication of CSEC 2008-2010 was elaborated under a logical frame of reference, implementing the lessons learned from the previous plan and the recommendations of entities with competence on the issue. It is noteworthy that the design proposal contemplates the need to provide a comprehensive response to the problem due to its multidimensional characteristics; however, the results of the evaluation carried out in this study show that the implementation of this plan at the local level presents circumstances that hinder its execution (lack of resources, poor communication between the different spaces and institutions, lack of knowledge of the issue, among others).

In response to the research problem that gave rise to this practice, regarding the implementation of public policies at the local level for the promotion and prevention of CSEC, we can affirm that there are positive and successful aspects, such as the involvement of representatives from multiple sectors in the creation of the network, the establishment of action plans and other activities that constitute a step forward in the fight to eradicate the problem. However, there are negative aspects that can be seen as opportunities for improvement, taking into account that in a period of two years it is not possible to form a really solid network that can give an articulated response to such a complex and changing problem.

The main conclusions that emerge from the research process in the CSEC Public Policy Implementation stage are:

- **Saturation of work for public officials:**

As pointed out by members of the Aguirre, Quepos Network, the institutional commitments acquired at the national level, characteristic of a priority canton for various social and political programs, implies that, with the few personnel available in each office, there is a work overload for the officials, so that the work in networks, committees, projects and other actions is impaired in terms of quality and quantity of time.

- **The formation of a disarticulated network:**

One of the objectives of the National Plan 2008-2010 is the creation of local networks in priority areas to provide a coordinated response to CSEC. However, as evidenced in the case of Aguirre, the creation of such networks does not consider structural aspects of this type of entities, i.e., there is no prior training on issues such as teamwork, identification of personal and group qualities, institutional interactions or networking, the competence of each institution and the particularities of the region in which a network is formed.

The lack of this type of training can lead to a space for entities to meet and not to an interaction typical of networking, with the recognition of individual and collective competencies that materializes in the articulation of these competencies.

The interviews conducted with members of the network showed that, although the majority of the representatives of the institutions that make up the network identify the following as the most important factors

The institutional competencies of the company are not clearly articulated with the other entities, which limits its work.

- **Different processes of incorporation to the Network:**

Since the creation of the Network, different representatives of institutions and organizations of the community of Aguirre have been integrated, which implies that within this group, people have different levels of appropriation of the subject and the processes that are developed, this hinders the joint work and may cause difficulties for the articulated operation among them.

- **Lack of continuity of personnel in terms of their participation in network activities, which hinders effective follow-up of the processes:**

The review of the attendance lists allowed us to observe that a significant number of institutional and community representatives participated in the meetings and activities; however, attendance is not constant, since in several of these institutions or organizations the presence of different people and at different times affects the continuity and fluidity of the process.

- **Incorporation of local stakeholders:**

An elemental part of any action to be carried out in a community is the identification of key stakeholders and their involvement in the processes to be carried out.

In the case of Aguirre, Quepos, it is important to point out the incorporation into the network of those actors who are not legally and institutionally obliged to participate, but who have become involved in the network due to their commitment or identification with the issue. These actors

The hotel sector, for example, is fundamental for the development of activities, mainly of a preventive nature, because of the logistical and economic support they provide to the network and because it is one of the sectors identified as a risk factor in the area of sex tourism.

- **Lack of financial resources for prevention and promotion activities at the local level:**

The national plan establishes a budget for the fulfillment of the different proposed objectives, which was allocated at a general level by CONACOES and its member institutions. This was used to carry out activities and projects at the national level, which may favor massive awareness campaigns, but does not encourage local activities and often makes it impossible to develop and maintain them.

As can be seen in the interviews conducted with members of the network, the actions they have carried out have had to be financed in large part with the support of the private sector, but they do not have the budgetary stability for the proper functioning of the network or the actions they intend to carry out.

- **Ignorance of the data and studies that identify Aguirre, Quepos as a priority canton:**

When we consulted the members of the network, we observed that there is a clear lack of data on several issues such as health, complaints, social conditions of the population in general, and especially the specific situation of CSEC in the canton. On the other hand, we corroborated that many of the members do not know the selection criteria or the data that were the basis for the selection of the target group.

Quepos as a priority zone. This dilutes the reality or importance of the issue in the community and makes it difficult to intervene on those factors that are in the most critical conditions, and also makes it impossible to have concrete data to exert pressure at the political level when it comes to allocating resources, orienting actions directed to this area or justifying the relevance of continuing the fight against CSEC.

- **Visibility of the network and its actions:**

The surveys conducted allow us to affirm that at the local level, the existence of the Aguirre, Quepos network is not very visible and that children and adolescents have little knowledge of the existence of the network, its competence and the actions it carries out against CSEC.

The visibility of this instance has been achieved in some schools and colleges thanks to the workshops and cultural activities carried out, however, it is not enough to permeate the local daily life, for example, is that in surveys of children and adolescents in educational institutions in Quepos, only 3 people identified the existence of the network against CSEC in Quepos.

7.1.5. Conclusions for the type of research.

- **Use of the Bellavance Model**

The use of the model for the analysis and evaluation of public policies, proposed by Michelle Bellavance, which is used in this research, allows for a more detailed study of public policies, since it contemplates aspects such as the environment, the socio-historical processes in which policies are developed, the values and norms that guide them, among other aspects. This type of evaluation contrasts with the usual type of evaluation in which only the execution or non-execution of objectives and goals is taken into consideration.

Likewise, this model has the possibility of generating comparative studies between different zones, since it offers a base structure for analysis and evaluation, but when developed in different zones it can generate inputs that can be compared. In the case of this research, it was carried out only in one priority zone, but if this model were applied in the other priority zones, a macro study could be generated that would provide the basis for the successful or lagging experiences that exist in the country.

- **Sociological approach to the CSEC problem**

A bibliographic review of research on CSEC in Costa Rica found that most of these studies were conducted from a legal or psychological approach, which are more focused on the study of the problem from the perspective of the victim or perpetrator, but it was necessary to broaden the study of the social framework in which the problem occurs. While it is true that the studies carried out by the ILO and other bodies take up some social aspects, these are done in a descriptive way, so that the study of these with the tools and the sociological approach itself is a significant contribution to the understanding of this problem.

- **Importance of joint work between academia and the state apparatus**

Considering that the state apparatus is constantly developing projects, programs and various public policies, it is necessary to have a constant evaluation process. However, the state apparatus generally does not have the resources or staff time to carry out these evaluations. On the other hand, the academy is in need of spaces for the application of knowledge, places

where to carry out studies, directed practices, among others. This is why it would be a great step for these two entities to join efforts, so that the state apparatus would benefit from the research input, which it does not have, and at the same time the academy would benefit from having spaces in which students can develop and put their knowledge into practice.

- **Difficulties in carrying out the investigation**

For example, in order to characterize the study area, it was essential to have data on issues related to health, poverty, violence, labor situation, among others, but there is no updated data on many of these issues, much less in the case of CSEC, since few cases are recorded, which partly responds to the lack of clarity that many institutions have on this issue compared to others such as sexual abuse or domestic violence.

On the other hand, a limitation faced by this research was that, although Michelle Bellavance's public policy evaluation model proposes that evaluation can take place in the three stages (elaboration-adoption-implementation), at the time of conducting the research, they were already in the process of adoption, which is why it was decided to conduct the evaluation in the last stage.

Another difficulty encountered in the fieldwork was the environmental factors typical of this area, such as the floods that affect the population during the rainy season, which made it difficult to gather information.

7.2. Recommendations

For the purposes of this research, the recommendations are based on the experience of evaluating the implementation of the National Plan for the eradication of CSEC in its local execution. In addition, the recommendations are included with respect to the development of the research itself.

7.2.1 Implementation of CSEC Public Policies at the local level.

- **Regarding networking:**

The existence of an inter-institutional organization is recognized, but there is a lack of internalization and articulation of the work in the Network, beyond the planning of activities and their execution.

It would be relevant to elaborate a specific manual of action in Quepos, following a route that can visualize through a flow chart the actions to be taken in case of a complaint, when a risk situation is identified. This manual could have an annex with the institutional competencies, so that each institution knows about its own competencies and those of other institutions when it comes to providing an integrated response. It could also contain the identification of key persons who are responsible for cases in the institutions so that they know who to turn to or who to refer the case to.

- **Regarding the induction of new members:**

When a new person joins the Network, he/she should be provided with information about what the Network is, what it does and the main concepts related to CSEC, so that he/she can be incorporated into the sessions and activities of the Network.

It would also be useful to have a procedures manual or flow charts, and to know the contact personnel.

- **Regarding the systematization of information:**

It is advisable to keep a record, based on key institutions (PANI, OIJ, Police, Ebais, Hospital, among others), in which to keep track of the cases attended directly related to exploitation or risk factors for children and adolescents, since these are important data that the Network does not have and that are a fundamental source of information for: identifying the most vulnerable areas, main problems that frequent these centers, seasons of higher incidence, profiles in the area.

- **Regarding the visibility of the Network:**

It is important to define itself as a Network, identify its strengths and weaknesses in a process of self-knowledge and internal recognition in order to know what will be projected, define key objectives always based on what is established in the National Plan or as a guideline of CONACOES and build a mission and vision that can be socialized in the community, so that the Network is visible in the community. Key actors for the work of the Network can be incorporated, such as the local media, which would facilitate the dissemination of information.

- **Regarding the Visibilization of the problem**

It is necessary to make CSEC visible as a problem that violates the fundamental rights of children and adolescents and thus break the stigmatization or tolerance of the issue.

One way to keep the problem on the public agenda, which does not require a large investment, is through the distribution of pamphlets issued by PANI or posters representative of the area, which can be designed by the Network itself. A day or week against CSEC can be established, and informative boards related to the issue can be set up in each institution, as is the case of the boards that have been used in health care centers to expose the problem of smoking or breast cancer, informing the community of the seriousness of the problem, raising awareness and informing how to report cases of CSEC.

- **Regarding the contextualization of the community:**

Before directing actions to attack a problem, the environment in which it develops must be identified, in order to identify the possible origins or factors that promote, legitimize and perpetuate it, it is also necessary to identify the potential of the area, which throughout this research we have identified as risk factors and protective factors.

- **Regarding community self-management capabilities**

Since it is not clear whether the network against CSEC in Quepos will continue as an inter-institutional guideline, the importance of strengthening community support for the maintenance and sustainability of the project is fundamental. Likewise, for this network as well as others that may arise on different topics, it is necessary to incorporate key sectors of the community, so that they take ownership and give legitimacy to the projects carried out.

7.2.2 Recommendations for the type of research.

- Since the integrated model of analysis and evaluation of public policies offers the possibility of carrying out the evaluation in the three stages (elaboration- adoption- implementation), it is recommended that for other research related to the study of public policies, the evaluation be carried out in all three processes. This would be important, especially for public institutions, because it would allow them to make decisions at each stage based on the results of the evaluations carried out.
- When conducting a study in the central pacific zone of Costa Rica, it is necessary to previously take into consideration the periods of greatest risk from natural disasters that could prevent the study from being carried out in an optimal and efficient manner.
- It is necessary to promote spaces and agreements for joint work between academia and the state apparatus.

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Annexes

Annex: 1	Title of the Annex: List of participants in the process of consult for the elaboration of the Plan National Plan For the eradication of CSEC Source: National Plan for the eradication of CSEC.	Page 1 of 2
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Institutions as Observers:

Institution Name of Participant	Institution Name of Participant
Ombudsman's Office	Kathya Rodríguez A.
Ombudsman's Office	Rebeca Gallardo
MIDEPLAN	MSc. Sara Viquez

Institutions as Participants:

Institution Name of Participant	Institution Name of Participant
CONACOES, Technical Secretariat	MSc. Elizabeth Ballesterio
PANI	MSc. Mario Viquez Jiménez
PANI	Mauricio Medrano
PANI	Marianella Cubero
PANI	Licda Marita Vargas
PANI	Isabel Villegas
PANI	Frineth Araya
PANI	Licda Kattia Vega
PANI	Coralía Bolaños
PANI	Yolanda González
PANI	Elsie Bell
PANI	Marvin Castro
Ministry of Interior and Police	Rosibel Vargas
Ministry of Justice	Svetlana Vargas
Ministry of Public Education	Patricia Arce
Ministry of Public Education	Maylin León
Ministry of Health	Edda Quirós
Ministry of Health	Rosibel Méndez
Ministry of Culture	Karina Bolaños
Ministry of Culture	Sheila Ortega
Ministry of Labor	Esmirna Sánchez
Ministry of Labor	Mrs. Dunnia Bermudez
Ministry of Labor	Tatiana Umaña
Ministry of Foreign Affairs	Viviana Tinoco
Specialized Prosecutor's Office	Eugenia Salazar
Specialized Prosecutor's Office	Gabriela Rojas
Judiciary	Ana Shirlenia Briceño, Esq.
C.C.S.S.	Sonia Mora
C.C.S.S.	Paula Muñoz
I.M.A.S.	Sonia Rodríguez
I.C.T.	Carolina Delgado
I.N.A.	Licda. Dunnia Espinoza Esquivel
INAMU	Adina Castro
Psychology U.C.R.	MSc. Cecilia Claramunt
Psychology U.C.R.	Rogelio Pardo
INEINA-UNA	MSc. Ana Teresa León

Annex: 1	Title of the Annex: List of participants in the process of consultation for the development of the National Plan for the eradication of CSEC Source: National Plan for the eradication of CSEC.	Page 2 of 2
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INEINA-UNA	Ms. Jeannette González
INEINA-UNA	MSc. Rodolfo Vicente S.
UNED	Susan Solis
Municipality of San José	Rosiris Herrera
Municipality of San José	Alma Ulloa L.
UNICEF	Gabriela Rojas
IPEC/ILO	Ana Shirlenia Briceño, Esq.
IPEC/ILO	Sonia Mora
IPEC/ILO	Paula Muñoz
Paniamor Foundation	Sonia Rodríguez
Paniamor Foundation	Carolina Delgado
ID CARD.	Licda. Dunnia Espinoza Esquivel
FUNDESIDA	Adina Castro
RAHAB Foundation	MSc. Cecilia Claramunt
RAHAB Foundation	Rogelio Pardo
World Vision	MSc. Ana Teresa León
Alliance for your Rights	Ms. Jeannette González
A.A.J.-CR	MSc. Rodolfo Vicente S.
Building Hope	Susan Solis
CEPIA	Rosiris Herrera
CIPAC	Alma Ulloa L.
CIPAC	Ms. Silvia Frean
CIPAC	Adriana Hidalgo
Viva Network	Virginia Elizondo
PROCAL Foundation	Nidia Zúñiga, Esq.
National Children's Hospital	Ivannia Monge
DINADECO	María Teresa Guillén
CEFEMINA	Nora Bruna

WORKSHOP REPORT

University of Costa Rica
School of Social Sciences
School of Sociology

APRIL 2010

Bach. Andrea Marín Campos

Bach. Rebeca Montes de Oca Villalobos



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II REPORT

GENERAL INFORMATION

Project name: **The implementation of public policies in prevention and prevention Promotion against Commercial Sexual Exploitation of Children and Adolescents: Analysis and evaluation of practical experience in programs and activities developed in the area of Aguirre, Quepos for the period 2008-2010.**

Responsible: **Andrea Marín Campos A43137
Rebeca Montes de Oca Villalobos A43486**

General objective practice aimed at: **To analyze and evaluate the implementation of public policies against CSEC in terms of prevention and promotion in the area of Aguirre, Quepos for the period 2008- 2010.**

Overall objective **Development of Workshop: CSEC and risk factors (situational analysis of Quepos)**

Specific objectives

- **To promote a critical and analytical space with respect to some essential terms to understand CSEC (CSEC, Vulnerability, Risk).**
- **To present the characteristics of the doctrines of irregular situation and comprehensive protection, in order to understand the impact of these doctrines on the actions that guide the fight against CSEC.**
- **Elaborate a situational mapping of Aguirre Quepos.**
- **Identify the protective and risk factors present in Aguirre Quepos related to CSEC.**
- **Generate a proposal with workshop participants to address risk factors.**

Summary

This report describes the activities carried out in the workshop on CSEC and risk factors (situational analysis of Quepos), the results obtained, as well as an analysis of the observations.

1. Introduction

The workshop was focused on the retaking of basic concepts on the problem, in order to promote their internalization by the personnel working for support institutions present in risk areas.

For this internalization, practices such as Metaplan and development of posters were carried out as tools to analyze reality, from the perspective of those who live or work in the area, through creative expressions.

2. Development

2.1. Visit data

- Date of visit: April 13, 2010
- Time: 8:30 a.m. - 12:30 a.m.
- Location: Hotel Parador, Quepos
- Activity: Workshop
- Name: CSEC and risk factors (situational analysis of Quepos)
- Attendees:

Name	Institution	Mail
María Lidia Vargas M	IMAS	mvargas@imas.go.cr
Esteban Varela Castro	Health area	estebanvaca.cr@gmail.com 2777-1105
Victor Hernandez Mora	Health area N9	-
Laura Chavez	UNICEF	laura.chaves.7@gmail.com
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Randall Flores Badilla	COPAZA	Randall.f.b@gmail.com
Jéssica Vallejos Cordero	Roberta Felix Foundation	-
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Juan Gabriel Ledezma Acevedo	Ministry of Health	drjuangacr@gmail.com

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2.2. *Workshop development:*

2.2.1. First topic: Human rights, children's rights and actions to address CSEC issues

a. Objective:

Describe the socio-historical process that has developed at national and international level in the fight against CSEC.

b. Activities carried out:

- Activity 1: Exhibition

Materials: Video Beam, computer.

Duration: Approximately 20 minutes.

Description of the activity performed:

A brief presentation was made using audiovisual resources on the development of the rights of children and adolescents at the international and national levels. In addition, the implications of the paradigm shift from the irregular situation to comprehensive protection were explained and the importance of this change in the institutional actions carried out for the protection of children and adolescents was discussed with the group.

Results:

Some of the participants were able to share their impressions on the development of the integral protection paradigm from the institutions they represent.

Among the contributions made, we would like to highlight some observations:

- a) An example of the use of the integral protection paradigm is the creation of the network against CSEC. This involves the integration of various institutions to address a problem in a comprehensive manner (summary of Flor Jara's commentary).
- b) The health sector is coordinating with the police force to intervene more directly in the cases (synthesis of the commentary by Juan Gabriel Ledezma).

2.2.2. Second Topic: Defining concepts

a. Objective:

Promote a critical analysis of the concepts (CSEC, Vulnerability and Risk).

b. Activities carried out:

- Activity 1: What do we understand by CSEC?

Materials: Colored cards, flip chart, pilot, adhesive, whiteboard, Video Beam Duration:

Approximately 20 minutes.

Description of the activity performed:

Using the Metaplan technique, each person was given a cardboard and a pilot, and then asked to write down what they understood by CSEC in a word or phrase of less than two lines. At the end, the cards were collected and placed on the flipchart, grouping them according to similar criteria.

Once the concepts were grouped, an analysis was made of the different criteria used to define CSEC.

Table 1:
ESCNNA concepts, elaborated by the group with the Metaplan Technique.

Trade factor (13%)	Violation of rights (43.5%)	Power Relationships (17.4%)	Situations related to Violence (17.4%)	Emotional definition (8.7%)
Trade Child trafficking Marketing of minors	Violating condition Hit-and-run No rights Cancellation Human Slavery Modern Slavery Violation of rights Violation of rights Humans Violation of rights Boys, girls and Teenagers forced to live unhealthy sexuality.	Vulnerability Appropriation of one person Relationship of power Abuse of Power	Cruelty Aggression Risk Crime	Frustrated Stop... now no more!

Source: Workshop April 13, 2010, Network against CSEC Quepos.

Subsequently, the pros and cons of the definition of CSEC as defined by Cecilia Claramunt and Nidia Zúñiga, renowned researchers on the subject, were established in order to reflect on the concept. The concepts are presented below:

Concept developed by researcher Cecilia Claramunt:

"The sexual use of minors, where there is an economic benefit for the child or adolescent or the intermediary. The sex trade involving children and adolescents can take different forms, such as: sale and trafficking, pornography or the offering of economic benefits or in kind for the performance of sexual activities" (Claramunt, 2002: 29).

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Concept developed by researcher Nidia Zúñiga:

"Commercial sexual exploitation constitutes an abuse of the physical and moral integrity of a minor by another for profit. It manifests itself through child prostitution, child pornography, sex tourism and trafficking of children for sexual purposes; each of these circumstances has its own special characteristics and a different treatment in the legal sphere. All of them are expressions of a modern form of slavery that objectifies the body of the victims, making them lose their self-esteem, their ability to dream, fantasize and feel like children". (Turismo Visión, 2008)

Results:

CSEC was defined by the participants from 4 main aspects: the first is associated with a commercial relationship, the second conceives CSEC as a violation of rights, the third refers to power relations, and finally to situations of violence. The second aspect was the one used by the majority (43.5%) to define CSEC.

In presenting the pros and cons of using the CSEC concept, we were able to observe that a large majority of the group knew the term, but were able to disaggregate it according to the elements they defined and rethink its meaning in the context of Quepos.

Through this exercise, it was discussed that a determining aspect of CSEC is the fact that there is a clear inequality of treatment or non-recognition of the citizenship of children and adolescents compared to adults, and that there is a power relationship between them that places children and adolescents at a disadvantage.

- Activity 2: What do we understand by Vulnerability and Risk?

Materials: Colored cards, flip chart, pilot, adhesive, whiteboard, Video Beam Duration: Approximately 15 minutes.

Description of the activity performed:

Using the same Metaplan technique, two different colored cards were handed out and they were asked to define, with a word or phrase of less than two lines, Vulnerability on one card and Risk on the other.

Table 2:
Vulnerability Concepts elaborated by the group with the Metaplan Technique.

Vulnerability							
Weakness Docile, who you can manipulate and induce with facility Vulnerability d= Fragility = Fragility Disability resist Weak	Susceptible Prone to Persons prone to exploitation Being prone to any disease Exposed Exposed Exhibition Exhibition	Dangerous d Danger that face the people in some situations.	Helplessness Helpless	What is take advantage of to exploit to children girls and adolescents	Pobrez a	Fears Unknown -miento Fear.	Soledad

Source: Workshop April 13, 2010, Network against CSEC Quepos.

Table 3:
Risk Concepts elaborated by the group with the Metaplan Technique

Risk							
Preonso Exposed Defenseless Exposed The possibility to which is expose	Temore s	Lack of support Deficiencies	The misfortune	Vulnerable. Condition of a being human to to arrive to violate their rights.	Weakness Weakness	Death	Danger Danger Danger Danger Danger Danger Threat Risk = situation of danger Condition of danger Dangers w/ physical integrity, sexual, moral. Candidate to fall in a certain situation .danger

Source: Workshop April 13, 2010, Network against CSEC Quepos.

After collecting the cards, they were grouped in two different flip charts, according to the concept. And on each flipchart the cards were grouped according to similar criteria.

Once the concepts proposed by the group were discussed, the definitions of Vulnerability and Risk established by authors such as: Ulrich Beck, Anthony Giddens,

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García Méndez, Herrera, Castón, Saénz Durán, Oviedo and Güendel. The concepts are as follows:

Definition of Risk:

Ulrich Beck and Anthony Giddens (Giddens, 1994) (Beck, s.f.) put forward a theory of risk, in which they consider that the current era has societies exposed to problems of the past but with new and complex conjunctures, with wider spaces in which to develop, so that they can be considered practically as new problems, which is why they call it the risk society.

For both of them, this type of society is at risk because of its changing and unstable nature, but above all because the responses to problems are slower than the appearance and development of the problems, which makes them obsolete or inadequate. With this, the authors point out the need for constant adaptation and evaluation of the environment, so that a timely response can be generated to reduce risk conditions.

Authors such as Herrera and Castón state that "unequal treatment or the non-recognition of citizenship for minors is the result of denying them the same opportunities granted to adults, as well as the undervaluation of functions and qualities proper to their status" (Herrera & Castón, 2003, p. 100).

Definition of Vulnerability:

The vulnerability to which the child and adolescent population is exposed can be represented in the lack of security or trust in others, which can be individuals, collectivities, institutions or norms. It is also defined as:

"Child vulnerability has been defined as the presence of factors that prevent or may prevent an adequate development (physical, intellectual and emotional) of children, and that place them in a situation of unequal opportunities for their social integration (future participation, in a creative and retributive way, in their personal development and in the development of the country)" (Sáenz, Durán, & Oviedo, 1998, p. 3). (Sáenz, Durán, & Oviedo, 1998, p. 3).

an index of child vulnerability, taking three institutions related to the care of minors. In the first instance there are the families, made up of the parents or those who have taken charge of the upbringing of the children or adolescents; secondly, the communities that link them to a physical-cultural space; and lastly, the state apparatus, which must enforce the rights of children.

Results:

Through this activity it was possible to distinguish the similarities and differences between the concepts of risk and vulnerability, which led to a discussion in the group since the concepts overlap, what for some is vulnerability for others was risk and vice versa.

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By presenting the concepts in a theoretical way, it was possible to clarify the doubts that existed and this motivated the participants to consider these two concepts when working with the topic.

2.2.3. Third Theme: Risk factors and protective factors of children and adolescents against CSEC.

a. Objective:

To know the risk factors and protective factors associated with CSEC.

b. Activities carried out:

- Activity 1: Presentation on the following topics: What are we going to understand by factors, risk factors and protective factors in CSEC?

Materials: Video beam, computer.

Duration: Approximately 15 minutes

Description of the activity:

A brief presentation was given on the concepts of factors, risk factors and protective factors in the context of CSEC. The presentation emphasized that there is an interrelationship between the factors and that there are factors of greater presence in a given area, whether they are risk or protective.

Results:

This presentation made it possible to understand that CSEC is a multi-causal problem, and therefore, in order to develop prevention programs, it is necessary to identify those factors that directly or indirectly make the population vulnerable, as well as those protective factors that play a key role in prevention.

2.2.4 Fourth Theme: Situational Mapping

a. Objective:

Elaborate a situational mapping of the factors of vulnerability and protection against CSEC in the district of Quepos.

b. Activities carried out:

- Activity 1: Characterization of communities

Materials: Map of Quepos, Paper, pilots, newspapers for cutting, rubber, scissors.

Duration: Approximately 35 minutes

Description of the activity:

The group was presented with a map of Quepos, which was previously divided into 3 zones (Quepos Centro, the Manuel Antonio zone and the hills)¹. The group was then divided into 3 subgroups and each one was assigned a zone.

¹ The division is due to the fact that each sub-zone shares similar geopolitical characteristics.

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newspaper, pilot, newspapers, rubber, scissors. They were then asked to fold the paper into 4 squares. In the first, they had to graph the community in a creative and symbolic way, using the materials provided. In the second, they had to show the risk factors that the area presents in relation to CSEC; in the third, they were asked to present the protective factors that the area has in relation to CSEC; and finally, in the fourth, they were asked to present a creative idea of a preventive action to attack or reverse the risk factors, based on the protective factors they had identified in the area. At the end, each group presented its poster and the results were discussed as a group.

Results:

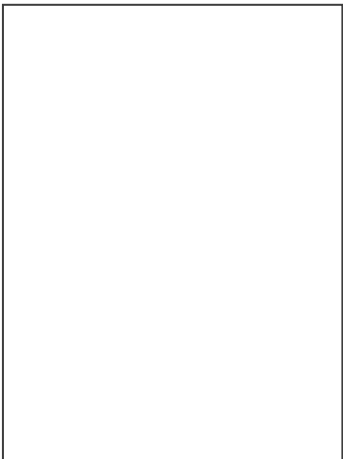
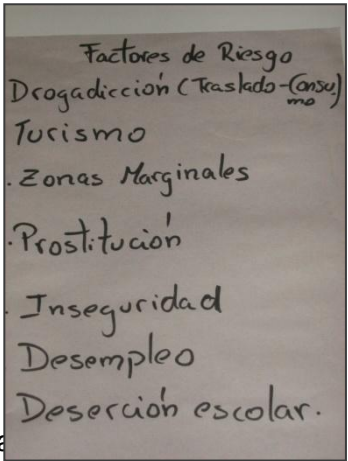
The group was able to identify the protective and risk factors in the area. In addition, they were able to generate a proposal to attack the vulnerability factors from the reality of the context and with the protective factors present in the area.

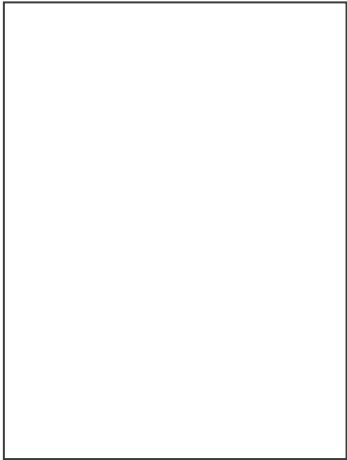
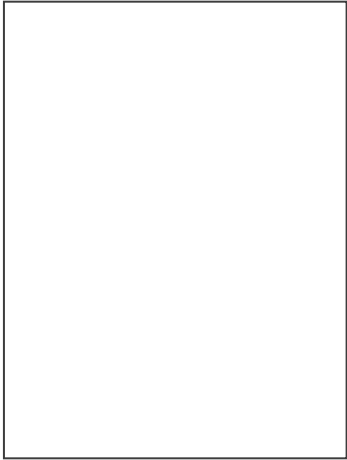
It is important to point out that prevention proposals are closely related to the three entities that authors Sáenz, Durán and Oviedo point out as protective factors for children and adolescents: the family, the community and the State.

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Note: The work done by the groups and their observations are presented on the left and the researchers' observations on the right.

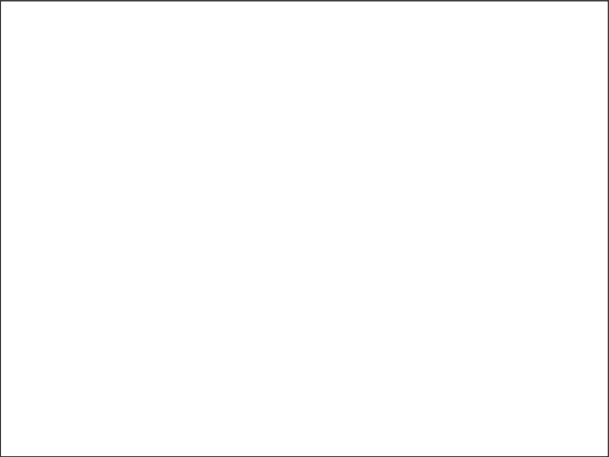

Group 1: Zone 1 Manuel Antonio

First quadrant: Graphic description	Remarks
 <p>Manuel Antonio is: beach, surfers, sports, nature, alcohol, drug dealing.</p>	<ul style="list-style-type: none"> - Close relationship with the environment - Significant presence of tourism, which implies a constantly changing population with no ties to the area. - Presence of drugs, alcohol.
Second quadrant: Risk factors	Remarks
 <ul style="list-style-type: none"> • drug a • tourism when it is misused, • marginal areas, • prostitution, • public safety • unemployment • school dropouts • there is not much population, • are the hotels 	<ul style="list-style-type: none"> - There is not a large population, but they have problems associated with a transient population (who work in the hotels, but do not live there or who come on vacation). - CSEC risk factors - Poor areas, with little employment: search for alternatives to generate income (sale of drugs), prostitution)

Third quadrant: Protective Factors	Remarks
 <p>We have a network with the participation of different public and private entities, the hotel sector that is being incorporated, access to health, educational centers, tourist police and the municipal OIJ, PANI Public Prosecutor's Office, all these services are nearby</p>	<ul style="list-style-type: none"> - Possibility of organization and financial support - The importance of organized work and networking to address the problem is recognized for all its components. - The hotel sector, which is related to risk factors, is present because of its involvement in the fight against CSEC, i.e. there is commitment.
Fourth quadrant: Proposal	Remarks
 <ul style="list-style-type: none"> • They propose to provide more information in hotels that say they are against CSEC. • That all officials are aware, that they know what to do and what not to do. • Coordination between public and private institutions. • Training to civil society, hotels, schools, etc. 	<ul style="list-style-type: none"> - The hotel sector, with its strong presence in the area, can transform tourism from a negative circumstance into something positive, being organized and informed. - Emphasis is placed on the information provided by officials, which shows that the institutions do not act in a coordinated manner and according to the problem, or are not aware of how to act.

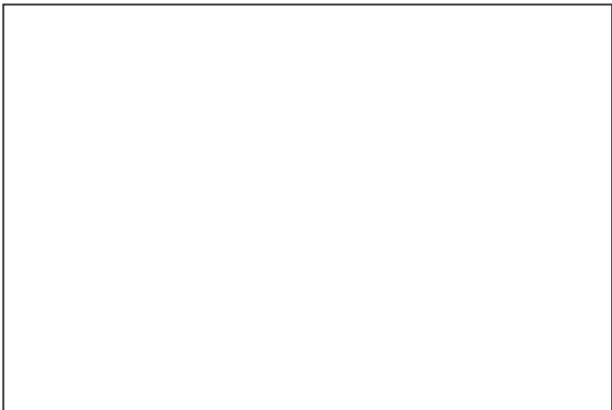
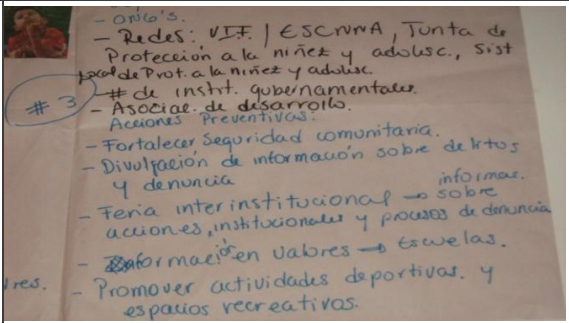
Group 2: Zone 2 Quepos Centro

First quadrant:	Remarks
<div data-bbox="220 394 828 850" data-label="Image"> </div> <p data-bbox="191 871 849 972">Quepos Centro is a pressure cooker, all the institutions are in Quepos, tolerance is what allows this pot to explode.</p>	<ul style="list-style-type: none"> - Space full of internal pressures that make the population feel in a state of desperation, which at any moment can become a bigger problem. - The feeling of toleration of negative practices by the institutions makes people feel trapped or with no way out and that their situation is going to get worse and worse.
Second quadrant: Risk factors	Remarks
<div data-bbox="220 1045 820 1501" data-label="Image"> </div> <ul style="list-style-type: none"> • It is the entrance to Manuel Antonio • Vices • Vulnerability of girls • Alcoholism addiction • Fear • Young people are afraid to make a stop and do nothing 	<ul style="list-style-type: none"> -The problem of drug addiction, alcoholism and insecurity in the area, also related to tolerance and the feeling that there is no other way out, puts pressure on the population.

Third quadrant: Protective Factors	Remarks
 <ul style="list-style-type: none"> • Ministries Institutions • Natural beauty • The family • The pier • The marina • Quepos is a source of resources • The community is willing to face these problems 	<ul style="list-style-type: none"> - Although in the risk factors and in the characterization of Quepos it is noted that the community is afraid and does not seem to visualize solutions to their problems, it is noted as a strength that the community is willing to face the problems. - Importance of the identification of the organizations, ministries and institutions present in the area as protective factors that should be the sources of security and support for the area when they are in the area. - Once again, Quepos is highlighted as a source of natural resources that can contribute to improving the quality of life through organized work.
Fourth quadrant: Proposal	Remarks
 <ul style="list-style-type: none"> • Assistance from ministries • Art music art • Discard what is no longer useful • The identities that are making us vulnerable. 	<ul style="list-style-type: none"> - The proposal links risk factors and protective factors, proposing greater collaboration of the institutions present in the area that have the economic and political power to influence massively and in an organized manner. - The idea of discarding what is not useful indicates that there are many things in the area that do not work as they should. - Artistic alternative.

Group 3: Zone 3 Hills

First quadrant: Graphic description	Remarks
<div data-bbox="215 279 821 737" data-label="Image"> </div> <p>It is composed of the communities of boca vieja cerros cerritos damas, paquita and others.</p> <ul style="list-style-type: none"> • Poverty sectors, underworld increases • Alcohol and domestic violence, • Airport zone for tourism. • Quarrels • Prostitution centers • Places where drugs are sold • School dropouts 	<ul style="list-style-type: none"> - Highly conflictive sector. - Only negative aspects of the area are visualized. - Problems exposed.
Second quadrant: Risk factors	Remarks
<div data-bbox="248 1123 789 1528" data-label="Image"> <p>Factores de Riesgo:</p> <ul style="list-style-type: none"> - Afluencia de turistas - Desempleo / explotación laboral - Pobreza - VIF - Drogas - Comercio sexual - Deserción escolar - Embarazos en adolsc. / adolsc. m - Tolerancia al delito </div> <ul style="list-style-type: none"> • Influx of tourists • Unemployment and labor exploitation • Poverty • Domestic violence • Drug addiction and sale of drugs, sex trade, sex work, etc. • School dropouts in almost the entire canton • Teenage pregnancy • Low information culture 	<p>-Many problems converge in the area, it is a risk zone.</p>

<ul style="list-style-type: none"> • High tolerance to crime and underreporting 	
Third quadrant: Protective Factors	Remarks
 <ul style="list-style-type: none"> • Some sources of employment • There are schools everywhere, • Access depends on the family • Public security forces that patrol these areas and in paqueta, which is a conflict zone, the public security forces intervene. • Roberta Felix CSEC networks • Protective gasket • Violence network • Partnerships development 	<ul style="list-style-type: none"> - The issue of employment sources as a protective factor does not coincide with pointing out unemployment as a risk factor and labor exploitation. - The family is pointed out as a very important institution in the subject and support to the problems. - The police presence is seen as positive because it is a vulnerable area, and there is a sense of constant danger and police presence may generate greater security, but there is also tolerance for crime, which is not reported. - And once again, the importance of the institutions located in the area is highlighted.
Fourth quadrant: Proposal	Remarks
 <ul style="list-style-type: none"> • Actions planned • Strengthening community security • To inform about crimes and how to report them. • Actions in each institution • Strengthening values in schools • Recreational and sports activities 	<ul style="list-style-type: none"> - The importance of linking institutions with the community, in order to control problems, inter-institutional work. - Involve the community in the actions. - Strengthening of values.

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3. Recommendations and conclusions

There are several aspects to point out in the workshop, in the first place, there was an important participation of the members of the institutions that belong to the network, that is to say, their representatives, it was even pointed out that this was the meeting that had been attended by more people, because in past meetings the attendance was relatively low, between 10 to 15 people and with the same representatives, without incorporating other valuable institutions, as it was pointed out in the last report in the case of IMAS, Tourism Sector, among others. There were even several comments that the influx of people was due to the place where the meeting was being held, since it was a hotel located on the road to Manuel Antonio. This would leave some room for analysis as to why in other cases the participation has been lower, when the meetings are held in other spaces, and mobilization becomes possible in this type of places. Perhaps it would be important to raise awareness in the organizations about the responsibility with the National Plan and the Network.

Another aspect is that two stages are visualized in the network, that of the people who are being incorporated and that of those who have been in a process since last year, so at the time of training we had committed participants interested in the subject as new aspects and others who assumed the concepts as known, however, both groups participated in most activities, as the dynamics were focused on reinforcing knowledge, but above all on promoting a critical reflection on the internalization of the same.

It is necessary to take into account this situation of the group, because in the decision-making processes and activities of the network, it is necessary to try to involve all the institutions and take into account the different levels of training of the new members in relation to the older members, in order to motivate participation and to balance the knowledge of all.

There is an important degree of commitment, but the actions are not visualized as being directed to the community and its problems and are still in a first process, which, however, should be done jointly with the community through communication and information that will make the network visible and put the problem on everyone's lips. And to establish, once they are validated or recognized by the community as a group, activities that contribute to the prevention of CSEC in which drug addiction, alcoholism, unemployment, violence, tourism related to illegal practices such as prostitution, school dropouts, among others, are attacked.

It is suggested that in the development and implementation of projects aimed at communities, the practice carried out in this workshop be taken into account, identifying the risk and protective factors present in the communities, so that they can self-evaluate the relevance of the actions to be carried out.

Annex: 3	Title of Annex: Reference Frameworks of the National Plan for the Eradication of CSEC 2008-2010 Source: National Plan for the Eradication of CSEC. 2008-2010	Page 1 of 3
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The plan comprises three reference frameworks, firstly the legal framework, then a political framework and finally the institutional framework, the most important elements of which are the following, according to the 2008-2010 National Plan:

International Legal Framework

- Convention for the Suppression of the Circulation of and Trafficking in Publications
- Obscene (Arts. 1-4)
- Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Children.
- Prostitution of Others 1949 (Art. 1, a, b; Art. 2, a, b)
- American Convention on Human Rights (Art. 6, 1; Art. 19)
- Convention against Torture and Other Forms of Cruel, Inhuman or Degrading Treatment or Punishment
- Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery 1956 (Art. 1, d)
- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women or Convention of Belem Do Para 1994 (Art. XX, b, c)
- Convention on the Elimination of All Forms of Discrimination Against Women 1981 (Art. 6)
- Convention on the Rights of the Child 1990 (Art. 19, Art. 34, a, b, c; Art. 35, Art. 36)
- Inter-American Convention on the International Return of Children.
- Inter-American Convention on International Traffic in Minors 1994 (Art. 1, a, b, c; Art. 7)
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the UN Convention against Transnational Organized Crime 2000 (Art. 2, a,b,c; Art. 3, Art. 5)
- ILO Convention 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor 2000 (Art. 3, a, b).
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography 2002 (Art. 2, a, b)

National Legal Framework

- Political Constitution of the Republic.
- Family Code (Law 5456 and its reforms)
- Penal Code (Law No. 4573 and its amendments)
- Law for the Promotion of Women's Social Equality (1990)
- Law Against Sexual Harassment in Employment and Teaching (Law No. 7476 of 1995)
- Law Against Domestic Violence (Law No. 7586 of 1996)
- Organic Law of the National Child Welfare Agency (Law No. 7648 of 1997).
- Childhood and Adolescence Code (Law 7739 of 1998 and its amendments¹⁷)
- Code of Criminal Procedure (Law No. 7594 and amendments thereto)
- General Law for the Protection of Adolescent Mothers (Law No. 7735)
- Law against the Commercial Sexual Exploitation of Minors (Law No.

Annex: 3	Title of Annex: Reference Frameworks of the National Plan for the Eradication of CSEC 2008-2010 Source: National Plan for the Eradication of CSEC. 2008-2010	Page 2 of 3
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- 7899 of 1999)
- Responsible Parenthood Act (2001)
- General Law on Young Persons (Law No. 8261)
- HIV/AIDS Law (Law No. 7771).
- Law on Registration, Seizure and Examination of Private Documents and Interception of Communications (Law No. 8200)
- Law to Strengthen the Fight against Sexual Exploitation (Law No. 14568 of 2007)
- Presidential Decree No. 29967-G19

Political Framework

- The Declaration of the Rights of the Child (1979)
- The World Conference on Human Rights (1993)
- The Beijing Declaration and Platform for Action (1995)
- The Stockholm Declaration (1996)
- The Yokohama Declaration (2001)
- The Declaration of Panama: "United for Children and Adolescents, the Basis for Justice and Equity in the New Millennium" (X Ibero-American Summit of Heads of State and Government 2000).
- The Declaration of Peru: "United to Build Tomorrow" (XI Ibero-American Summit of Heads of State and Government 2001)
- The Declaration of Montevideo: "Commitment to a Strategy against Commercial Sexual Exploitation and other Forms of Sexual Violence against Children and Adolescents in the Latin American and Caribbean Region" (Uruguay, 2001).
- The Declaration and Plan of Action "A World Fit for Children" adopted as a Resolution at the twenty-seventh special session of the United Nations General Assembly (2002)
- The Ibero-American Agenda signed within the framework of the XII Ibero-American Summit of Heads of State and Government "Declaration of Bávaro, Dominican Republic" (2002).
- Resolution No. 1951 of the Fourth Plenary Session of the General Assembly of the Organization of American States "Promotion and Protection of the Human Rights of Children in the Americas" (2003).
- The Declaration of Bolivia: "Social inclusion, the driving force for the development of the Ibero-American Community" (XIII Ibero-American Summit of Heads of State and Government 2003).
- The "Regional Plan against Organized Crime signed by the Directors of Intelligence and Chiefs of Police of Central America and the Caribbean" (2003).

Institutional Framework

- Governmental Entities: Ministries of Public Security, Public Education, Public Health, Culture, Youth and Sports, Labor and Social Security, Justice and Foreign Affairs and Worship; General Directorate of Migration and Alien Affairs of the Ministry of Government and Police; Sexual Crimes Prosecutor's Office of San José, Social Work of the Judiciary, CNNA Technical Secretariat; Costa Rican Social Security Fund; Mixed Institute of Social Assistance,

Annex: 3	Annex Title: Reference Frameworks of the National Plan for the Eradication of CSEC 2008-2010 Source: National Plan for the Eradication of CSEC. 2008-2010	Page 3 of 3
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National Women's Institute, National Learning Institute, Costa Rican Tourism Institute, DINADECO; and the National Children's Board, in its dual role as the entity responsible for special protection and as the body that presides over CONACOE's actions.

- Public Entities: Universidad de Costa Rica - School of Psychology, Universidad Estatal a Distancia, Universidad Nacional - Instituto del Niño and Defensoría de los Habitantes as observer.
- Non-Governmental Organizations: PANIAMOR Foundation, Defensa de Niños y Niños International, Alianza por tus Derechos, Fundación de Lucha contra el Sida-FUNDESIDA, Asociación Costarricense de Profesionales en Turismo- ACOPROT, Fundación Rahab; Construyendo Esperanzas, SEPHIA, CIPAC, Red Viva, Asociación Americana de Juristas - CR; and Visión Mundial Costa Rica.

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Name of person interviewed: Elizabeth Ballesterro **Place of work:** Technical Secretary of CONACOES **Date of interview:** August 19, 2010

What motivated the development of the National Plan against CSEC 2008-2010?

Since CONACOES began its work in 1996, there was a need to work with a plan, i.e., that they should not be whimsical actions, but inter-institutional and intersectoral plans, that is, involving all public institutions and all governmental and international organizations that were in CONACOES, because you know that the complexity of the CSEC problem requires the participation of all, so the experience of making plans was not new, what was new was the way in which the plan was constructed and the way in which it was going to be executed. Why? First of all, this Second National Plan, because there was already a First National Plan, was a consensual proposal of what the people working in CONACOES and other experts from institutions and international organizations that had made assessments thought was the minimum that had to be done to be able to continue with the effort to eradicate commercial sexual exploitation, so this was consensual. We also had observations from the Committee on the Rights of the Child, the follow-up committee, where what they told us was good, that Costa Rica has really made a great effort, but that it needed more articulation, more coordination and that there was money in the general budget for the execution of actions, because the plans did not have specific money, but depended on the institutional will, on what was left over and we had to scrape the pot to see what could be done.

So, the construction process was carried out in several sessions involving people from all the CONACOES institutions, involving the planners of these institutions, it was financed by a consultancy provided by Milena Grillo and financed by the ILO through the IPEC program, and everything was coordinated by this secretariat. Several work meetings were held, work sessions to reach agreements on the strategic objectives and goals that we had to achieve in the different CONACOES instances, in the prevention, promotion, integral attention and protection axis, and even one more axis was added, which was to strengthen the organization that was intended to ensure that this secretariat had people working, but well, that was not possible because we were not given places to be able to, because we really need a team of at least three people to be able to do a minimum follow-up of the work that is going to be done, Imagine that there are about 15 public institutions, and about 17 and 18 NGOs and international organizations and it is a very big job, so once the objectives and goals were set, the plan was proposed, it was made in a strategic logical framework, it was taken to CONACOES, it was approved, presented to the Government Council, the Government Council approved it and made an agreement that it had to be included in the National Development Plan, because that was the way to have money for the execution of the goals. Then it was brought to the Council of Childhood and Adolescence and there an inter-institutional execution agreement was made, that is to say that all the institutions had to make their efforts to achieve it.

How did we make it effective? The National Plan could not be included in the National Development Plan as it was, because what we could include was a goal.

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In the National Development Plan, then the plan or the goal that was included was the one hundred percent of the execution of the National Plan against CSEC, which was included in the Citizen Security sector, because the person, let's say, from the group of the Childhood and Adolescence Council who accepted the initiative of the Plan and who said this has to be developed was Mrs. Laura Chinchilla Miranda, the current president, who was then Minister of Justice, and then, since the Ministry of Justice was in the Citizen Security sector, the execution of the Plan against CSEC was included there. We can say, but why not in childhood and adolescence, because of something very concrete, the country does not have in the National Development Plan a sector for childhood and adolescence and this has caused us many problems, because we should have a sectorial category that allows us to better monitor the whole childhood sector in which all the institutions have competence, as in CONACOES there is a replica of institutions that attend childhood and adolescence, such as the Ministry of Education, the Ministry of Health and all those that you already know, and also decentralized institutions.

Then each institution involved with some strategic objective of the Plan had to structure in its internal planning matrix, put actions to comply with it, so that was left to the creativity and the possibility that each institution had according to its competences, so I can talk to you, or you can review it, but for example, all those that have to do with prevention are working on campaigns organized within the axis of prevention and promotion of CONACOES, which by the way is already on the air that just came out these days which is about the Internet, the risk of the Internet. The ICT, for example, which has competence in prevention and promotion and which has been very involved, was even the one that helped us to set up the campaign, because the idea is to work, let's say, taking money from each institution for the same goal and then we all work together. The hardest part, the most difficult and the one that we have not yet been able to develop as much as we would like is that of comprehensive care. In comprehensive care, although it is true, there are several institutions that have competencies in care, especially not in the first part of immediate care, but in the guarantee of other rights. When I speak of immediate attention, I am talking about life and health, but that is not the only way to attend to victims, we have to look at the other rights that need to be reestablished, because this implies a different paradigm of attention, which is not the one that Costa Rican institutions have had for years, which has been the case, a case comes to PANI, I make a file, I make a reference, then I ask her how it went, -no, they have not solved it-, and they have not solved it, and I am paraphrasing, the lady goes to IMAS with the PANI reference and IMAS tells her, -no, you do not fit here, so we cannot help you-, period. This is not comprehensive care, this is not a response, we are not used to see the changes through an inter-institutional meeting, of course with the officials of the institutions that are responsible in this case, it is not that it is going to be opened to a whole network, and then it can be concretized in the network and it is said, well, why this and where can we put it and what we have to do. That is what PANI has been trying to implement in the 6 localities with these famous networks. However, in a research that I have just recently done for my Master's degree in children's and adolescents' rights, I realized that it is still raw, it is still very raw, despite the fact that the 6 networks have been trained in the cyclical model of attention and application of protocols, you ask what is the competence of the network and they say they work in prevention and promotion, and so we have given them all the training in the cyclical model and there are protocols developed, so we have tried as

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We are making every effort to make people understand what this paradigm shift is, which is not only conceptual, but of everything.

How was the formulation?

The formulation was a participatory process, it was not built with only the observations, but within a participatory process of CONACOES extended to other institutions and other officials such as planning officials, there were several sessions, I do not remember how many, but there were several, between six to eight sessions to have a draft. What we followed was the logical framework that is used in strategic planning, obviously we based ourselves on all the legislation that exists at national level, all the ratified national legislation that is international, all the theoretical foundations and all the construction that has been done in Costa Rica, because Costa Rica has pioneers, let's say Cecilia Claramunt has worked on the topic and she has produced a lot of books, we also based ourselves on the thesis research that students mainly of psychology at the University of Costa Rica, We also rely on the thesis research of students, mainly psychology students from the University of Costa Rica, who did a lot of research on the topic and application of how to attend and all this in itself we monitor them in CONACOES, in CONACOES we see the progress of research, we have just done one on Commercial Sexual Exploitation with male victims, because all this is part of the work that CONACOES has done, so it was not a whim, also the people who are working on it know very well all the needs because they are working on it every day.

How were responsibilities assigned to the institutions?

Let's say when we had a total draft of the axes, then we gathered all those that had competencies in promotion, in another one all those that had competencies in attention and so on, because what we wanted was that this would be as clean as possible, now, in the National Development Plan there is only a small goal, and how this is done within the institutions, it was the creativity of each institution, because they were sent an official letter where it was said that it was mandatory, that goals had to be set, that a budget had to be allocated, I have to tell you that there are still many people who do not really understand the truth. The people in the planning offices do not understand the issue so well, they are more concerned with meeting goals at a percentage level at a general level, and many times the work with the victims cannot be so easily expressed in numbers or percentages. There are also many people who are very committed, but there are also other people with the same myths of the entire population who are in important positions. We have seen, for example, how the regional part has remained there as if it does not touch me and has remained there, and then the great gap of the agreement at the political level, which was what it was before, that how are we going to work, if those at the top do not agree. We gave them a plan, the agreements, the way to do it, that is, everything that the politician asked for and also the possibility of putting money for that, because the political was already given and it turned out that they did not even take it for granted, despite the fact that they sent us the documents with everything. It has cost.

What is the reason for the disconnect between institutions?

There are two things, one is the totally compartmentalized institutional work that is more historical of the Costa Rican institutionality, so imagine what it is like to have to

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To tell an institution that it has to do this, because PANI and other institutions also have to comply and it has to do this, this is practically unheard of, people are used to say, I am the personal director of this institution and what I say is done, and if we have seen a lot of emptiness between the political, let's say, there the political was approved, everything was sent to the management, somehow it reached the localities and between the local and the management there is no connection, we have to see how to solve this. So, if it is first of all because of this history, but then because of the issue itself, I assure you that if this were another issue, for example, to open daycare centers for children from

2 to 4 years, they would be seeing it differently because public officials still persist in the concept that commercial sexual exploitation is somehow a responsibility of the victims because they want to be there, because they have not understood the rights approach, they have not understood the responsibility of the adult, and the responsibility of the State and the adult as a member of civil society and public officials have not understood that dealing as a public official is not just doing what my institution does, I mean, the State as a State commits itself, that is, the State signs a lot of international agreements, from which it derives commitments, those commitments are translated in the institutions and you ask the people in the offices if they know other agreements or if they know the commitments and they do not have the slightest idea, that is, things arrive to the localities because the manager sent me to do this, because it is an obligation to do it, and as another political party comes, another change of government, the objectives change. So there is a huge disconnection, we do not know the laws, the people of the networks, there were people who did not know the law of Commercial Sexual Exploitation and they were people of the networks, even less if we talk about Convention No. 182, so there is a total lack of knowledge, and remember that information is power, the more information people have, the more sensitive they are, so there is also a big ideological issue.

Is there any priority axis within the Plan?

No, we are clear that we have to work on prevention on a sustained basis, and prevention is what we have worked on the most throughout the history of CONACOEES, but we know that victims have to be attended and that they have to be attended integrally, in an inter-institutional way, we know that it has to be that way, now how it is being done, is something else that has to do with all that. This year we are even trying to develop common institutional guidelines to see if it is possible, because we have already trained most of the networks in the model, and the institutions that have to respond first, such as PANI, MEP, Health and Migration at the border bridges have protocols, so we have a protocol for immediate attention and subsequent attention and it is covered by the model of attention and yet it has not been understood, nor is there the commitment to do it that way; I am going to tell you why money is not needed, because comprehensive care is to do what each institution should do, only that we talk to each other so that it really reaches the family, so, let's say if we need money, IMAS is there, that is why IMAS is in charge of it, so IMAS should respond with it when money is needed, if what we need is educational reinsertion this is the MEP, it is their responsibility, if we have to remove the person and relocate him/her with a family member this is PANI, that is their responsibility and it is not an extra money that is already within the action of the institutions, what we need money for is for prevention and promotion and we have seen how things have been achieved.

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For example, the ICT has paid for the campaigns, the PANI is now financing the on-air issue, the people I work with have been reviewing the Skech, all this is time, let's say labor time that is paid by their institution, so there are things for which money is not needed, I have already said it, I have been saying it for 5 years and you have not heard it, well it is the first time that exploitation is being tackled, at least acting from the institutional framework, someday it will come, because if we really manage to remove victims, we can say that it is a success.

What criteria were used for the selection of the 6 priority focus areas?

First, that they were among the 11 that were a priority for the government at that time, and they were a priority for reasons of poverty, unemployment, a series of things, and they already had characteristics, then the population density, that they had sufficient population and that there was a clear presence of commercial sexual exploitation.

What kind of resources were allocated for the 2008-2010 Plan?

No, the Plan prior to 2008, the one that expired in 2006 because in 2007 we made the 2008 plan, what was done was that the goals of the National Development Plan that had to do with commercial sexual exploitation were taken out and it was said, these are the goals, but it was not clearly specified that the specific money had to be put for that, there was no institutional execution agreement, let's say we were just starting to see how a national plan could be, However, the work was not articulated and it was, let's say, what was left over that they were doing campaigns or contributing to something, there were institutions that did not do anything at all, because their priorities were other and although in the National Development Plan it was there in the children's axis and they were mentioned, it did not say that they specifically had to do it, but that it was as PANI.

Which were the institutions that took the most ownership of the PLAN?

I would not want to sin and leave any of them out, because there are very important recognitions, for example the ICT, the Ministry of Justice in the work with the youth networks, the PANI that has been working on the three axes, even though I know that there is still a long way to go, but the work has been sustained, the Ministry of Health with the whole process of developing the protocol, Migration with the whole process of developing the protocol, An interesting thing that has happened with this Plan is that before the NGOs were more supportive and now, since the Plan is in place, they come much less and support much less and in fact the ILO and the IPEC program no longer support us, the program expired in 2007 and they closed it, now what is being done is to focus on what is called the Road Map, the work of commercial sexual exploitation, trafficking, the worst forms of child labor and child labor, which is developing a work process, a national plan that includes the three of them.

In the formulation, did you encounter any difficulties or opposition to its implementation?

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We had political support from the presidency, the support we have not had is from the institutional middle management, because despite the fact that there are agreements, there is a plan and everything, it is as if it did not exist.

At the institutional, political and social level, how do you feel the Plan is being incorporated into the execution process?

A sustained work has been followed, we have problems in how to attend integrally, interinstitutionally, it is a methodological issue. In the research I did, what I tried to do is to contribute strategies to communicate the systems, let's say in the subsystems of the national system on the exploitation issue, so I worked with the six communities to identify those gaps that remain and what has to be done, and here there is a group of strategies for that, which we hope will be useful, that can be put into practice.

What is your current assessment of the Plan's compliance with its objectives?

We have a numerical value, one is the one established by the national development plan, which we were at a, well there were some at a critical value and others at a good value.

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 1 of 10
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Strategic Action	Objectives	Goals	Indicators	Verification Sources	Budget estimate ¢	Responsible
I. Establish mechanisms to national level and local, with capacity for promote and make effective a zero culture tolerance to CSEC in the country	Position the zero tolerance for CSEC to level political and social, nationally and local.	1.1 Created or strengthened by 6 high cantons vulnerability before the ESCNNA, mechanisms of coordination and cooperation inter-institutional specifically designed for linking stakeholders key social partners in processes of awareness and mobilization social towards the zero tolerance before his occurrence.	1.1.1 At least 1 mechanism established and operating, by canton ³¹ . 1.1.2 Number and nature of social actors reached by the processes of awareness and mobilization social. 1.1.3 Number and nature of shares of social mobilization developed by key players participants in processes. 1.1.4 Quantity and nature of agreements and letters of understanding between the institutions participants in	Annual ODPs institutions participants Annual reports of compliance with PAO. Agreements or letters understanding related	4,800.000.00	PANI Governments Premises CCSS IMAS MEP M Health M Security, M Justice Instances collaborators: Groups religious NGOs with local presence

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 2 of 10
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			the mechanisms, per canton.			
31 2 cantons per year of Plan implementation						
		1.2. Awareness among the population of the 6 cantons where the Plan will be implemented of their right and duty to protect children and adolescents from CSEC in the following areas The company is informed about the existing institutional mechanisms for reporting and referral of situations.	1.2.1. No. of awareness-raising and information campaigns and programs carried out, by canton and year ³² 1.2.2 No. of people reached by the campaigns or programs developed, by year and canton. 1.2.3 Increase in the number and nature of CSEC situations referred to local care services, by year and by canton. 1.2.4. Increase in the number and type of complaints	Annual OAPs of participating institutions. Institutional reports of programs/campaigns Attention records of the competent authorities. Judicial/police records of CSEC cases entered into the system.	10.000.000.00	MINISTRY OF CULTURE Local Governments Collaborating Instances: Local social media Local Universities Cooperation Agencies Specialized Agencies

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 3 of 10
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			of CSEC cases received by local law enforcement agencies, by year and by canton. 1.2.5 Number of Internet establishments free of pornography, per year and per canton.			
32 2 cantons per year of Plan implementation.						
		1. 60% of tourism development agents (hotels, tour operators and transportation companies) adhere to and sustainably implement the Code of Conduct in regions identified in the following table. studies	1.3.1. % of hotels, tour operators and companies that adhere to and implement the CC in relation to the total number of existing companies, by year and by region. ³³	ODP/Yearly budgets ICT QC database	30.000.000.00	ICT Collaborating entities: National and local chambers of tourism Organizations executing the Code of Conduct Project

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 4 of 10
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		as a high vulnerability to CSEC.				
33 1 region per year of Plan implementation						
		1. 4. Incorporated the positioning of Costa Rica as a country with zero tolerance to CSEC in official international tourism promotion strategies, from the perspective of responsible and sustainable tourism.	1.4.1. Number and geographic scope of official tourism promotion campaigns that incorporate the country's positioning in relation to CSEC, by year. ³⁴ 1. 4.2. The Certificate of Sustainable Tourism integrates the adherence to the Code of Conduct as component.	Promotional and communication materials Campaign reports CST Regulation Document	150.000.000.00 NA	CT Ministry Foreign Affairs Ministry Collaborating agencies: National Chambers and Associations of Tourism Partner Organizations Code of Conduct Project
34 1 Differentiated international tourism marketing campaign by year of implementation						
		1.5. 50% of the national media are involved in the implementation	1.5.1 Media outlets ceding advertising space for use in campaigns generated in the	Campaign reports Registration of publications in the media.	4.000.000.00	CONACOES - Prevention Sub Commission

Annex: 5	Annex Title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 6 of 10
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		2.2. An inter-institutional program aimed at guaranteeing access of families in a particularly vulnerable state to CSEC, to services / benefits disabling factors risk associated with the problem, operating in the 6 cantons of intervention of the Plan.	2.2.1 Program designed and operating with participation of prevention, care and assistance institutions as of July 2008 ³⁶ 2.2.2 Number of families reached by the program, by year and canton. 2.2.3 Number and nature of services/benefits accessed by families participants in the program, by year and canton.	PAO/ Annual budgets Participating Institutions Program Results Reports, by year and canton.	200.000.000.00	IMAS/PANI/ CCSS/MEP Min. Fight against Collaborating institutions: Religious groups and NGOs with local presence.
36 2 cantons per year of Plan implementation.						
		2.3 A Training Program in sexuality human, conscience	2.3.1 At least 60 adolescents trained in the contents of the program, by year and by	Program reports	75.000.000.00	M Justice PANI INAMU CCSS - EBAIS Young Person's Council

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 7 of 10
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		and violence prevention programs for adolescents, operating in community centers, in 3 of the 6 priotary cantons for the Plan.	canton37			
37 1 canton per year of Plan implementation						
		2.4. An employability and entrepreneurship training program for adolescents and young people in operation. for 2 years in each of the 6 cantons priority areas for the Plan.	2.4.1 At least 50 adolescents and young people trained in employability and entrepreneurship , per year and per canton38	PAO/ Annual budgets of participating institutions Program reports	180.000.000.00	MTSS INA LOCAL GOVERNMENTS Collaborating entities: Religious groups and NGOs with local presence.
38 2 cantons per year of Plan implementation						
		2.5. One bag of Intermediation	2.5.1 Employment exchanges39 operative	ODP/Annual budgets institutions	90.000.000.00	MTSS INA GOVERNMENTS

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 8 of 10
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		The Plan has a number of Employment Centers operating in at least 3 of the 6 cantons of the Plan's intervention. 1 canton per year of implementation of the Plan.	2.5.2 No. of persons employed, per bag and per year. 2.5.3 No. of affiliated companies, by stock exchange and by year	participants Database of each stock exchange		PREMISES Collaborating institutions: Religious groups and NGOs with local presence
39 1 canton per year of implementation of the Plan						
		2.6. Prevention incorporated of CSEC, in its different modalities, in the agenda/action program of the Human Development Area of the MEP.	2.6.1 Agenda / Program of action of the Human Development Area of the MEP adequate to integrate the prevention of CSEC, as of July 2008. 2.6.2 Educational centers in the 6 cantons of the Plan's intervention areas advised on how to integrate the prevention of CSEC in their training processes, to	PAO/ Annual budgets MEP Human Development Area Reports MEP 2008 PAO/ Annual MEP budgets	5.000.000.00 NA	MEP

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 9 of 10
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			as of February 2009			
40 3 cantons year 2 (2009) and 3 cantons year 3 (2010) of implementation of the Plan						
		2.7 Prevention training of CSEC in application by the Area. of Human Development of the MEP in at least 100% of the educational centers in the 6 priority cantons for the Plan, in order to year 3 of model implementation.	2.7.1 No. and nature of centers that have integrated CSEC prevention into their educational programs. in their training processes, per year and per canton ⁴¹ . 2.7.2 No. of students reached by the training processes for the prevention of CSEC, by educational center, per year and per canton.	PAO/ MEP Annual Budgets MEP Annual Reports MEP Annual Reports	30.000.000.00	MEP
		2.8. Incorporated training for safe use of the Internet as content	2.8.1 Curriculum of the Educational Informatics Program of the MEP, adequate to work in	Adapted MEP-FOD Curriculum Document	10.000.000.00	MEP/FOD

Annex: 5	Annex title: Matrix of the National Plan for the Eradication of CSEC 2008-2010 by intervention component. Promotion and prevention component Source: National Plan for the Eradication of CSEC 2008-2010.	Page 2 of 10
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		of the Educational Informatics Program of the MEP.	safe use of the Internet as of year 2 of implementation of the Plan			
41 3 cantons in year 2 and 3 cantons in year 3 of Plan implementation.						
		2.9. Content on safe use of the Internet in application in 100% of the educational centers covered by the Informatics Program. Educational, for the school year 2010.	2.9.1 No. and type of educational centers applying the curriculum adapted by the MEP/ FOD program, by year. 2.9.2 No. of students trained in the safe use of the Internet, per year.	Institutional Reports Institutional Reports	Institutional Reports Institutional Reports	MEP/FOD Institutional Reports

Annex: 6	Annex Title: Network Objectives for the Promotion and Prevention Axis and their fulfillment Source: Documents Administrative Archive, Ampo's Record of monitoring of the Network.	Page 1 of 4
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Target	Activity	Goal	Resources	Responsible	2009-2010 Schedule (Jun-Jun)	Compliance activities
Inform and sensitize the student population on ESC issues.	1 Semiannual Workshop 1 in Colegio Matapalo 1 in Quepos College	Informed student population	Human / Interinstitutional <ul style="list-style-type: none"> Office Supplies Logistic Material Refreshments (PANI-Municipality) 	All Network institutions with institutional materials PANI-Municipality	April, 2010 October, 2010	There is a record of the following workshop: Date: 2010-05-27 Activity: Workshop on CSEC with 10th grade students of the Colegio Técnico Profesional de Quepos. Place: Colegio Técnico Profesional de Quepos. Target population: Tenth year high school students. Facilitators: Laura Chaves (UNICEF) and Alejandra Benavides (PANI) Participants: 26 signatories.
Sensitize and inform educators on the issue of CSEC, in order to form a commission within the educational center, so that they can detect and identify cases, in order to reporting and boarding	Two workshops (1 per school)	Educators informed and sensitized to the issue of CSEC	<ul style="list-style-type: none"> Human / Interinstitutional Office Supplies Logistic Material Refreshments (PANI-Municipality) 	All institutions in the Network with institutional materials Also Guidance and School Direction PANI-Municipality	March 2010	The following workshops have been held: Date: 2010-06-23 Activity: Workshop on Commercial Sexual Exploitation of Children and Adolescents. Location: PIMA-Quepos Target population: Female teachers

Annex: 6	Annex Title: Network Objectives for the Promotion and Prevention Axis and their fulfillment Source: Documents Administrative Archive, Ampo's Record of monitoring of the Network.	Page 2 of 4
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Target	Activity	Goal	Resources	Responsible	2009-2010 Schedule (Jun-Jun)	Compliance activities
						<p>and teachers from schools and colleges in the area. Facilitators: Laura Chaves (UNICEF), Ruth Mary Lezama (PANI), Carmen Chinchilla (Judiciary), Clemencia Barrientos (MEP), Viviana Zuñiga (MEP DREA) Participants: 55 signatories.</p> <p>Date: 2010-06-24 Activity: Workshop on Commercial Sexual Exploitation of Children and Adolescents. Place: Colegio Técnico Profesional de Matapalo Target population: Teachers from schools and colleges in the area. Facilitators: Network against CSEC Participants: 38 signatories.</p>
Promote information to the canton of Aguirre on CSEC issues.	Development of a story, play type	One community per district	<ul style="list-style-type: none"> Human Resources: Ministry of Culture Youth and Sports. 	Young Person's Committee Saragundi dance group IMAS	End of October, 2009	No record

Annex: 6	Annex Title: Network Objectives for the Promotion and Prevention Axis and their fulfillment Source: Documents Administrative Archive, Ampo's Record of monitoring of the Network.	Page 3 of 4
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Target	Activity	Goal	Resources	Responsible	2009-2010 Schedule (Jun-Jun)	Compliance activities
	In several communities		<ul style="list-style-type: none"> • Municipality of Aguirre • IMAS 			
To inform the population of the canton of Aguirre about CSEC.	Aguirre Al Rojo Vivo Festival 09-12 of July	That the entire population of Aguirre attends.	<ul style="list-style-type: none"> • COPAZA • Ministry of Justice • Private Sector 	PANI CUP	09-12 of July, 2009	No record
Generate a recreational and informative space on the rights of the PME.	Recreational activity	Mobilize the number of people participating in the activity.	<ul style="list-style-type: none"> • Humans • VIF Network • PANI • Young Person's Council • Student Government 	VIF Network	Canceled by VIF Network	Canceled
Raise awareness among the population to report CSEC.	Presentation of the Princess Theater Play Call for applications Workshop Participation	Number of participants WEPS Adults Effects of the work Sensitized population attending	<ul style="list-style-type: none"> • Materials • Call for applications • Facilities School • Staff time 	PANI CONACOES Network	June 26, 2009	There is a record of the presentation of the following work: Date: 2009-06-26 Activity: Workshop, Theater Play "Princess" and Forum, with the theme Commercial Sexual Exploitation of Children and Adolescents. Location: Not recorded Target population:

Annex: 6	Annex Title: Network Objectives for the Promotion and Prevention Axis and their fulfillment Source: Documents Administrative Archive, Ampo's Record of monitoring of the Network.	Page 4 of 4
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Target	Activity	Goal	Resources	Responsible	2009-2010 Schedule (Jun-Jun)	Compliance activities
						Communities of Quepos Facilitators: Not registered. Participants: 131 signatories.
Inform and sensitize health personnel (Health Area and Hospital).	1 Workshop per year	25 people in the health sector	Human Interinstitutional Logistical Material Refreshments (PANI, Municipality) Office Materials Max Terán Vals Hospital Auditorium	Members of the Network against CSEC Health Area and Hospital Directorates	Februar y 2010	No record

Annex: 7	Annex Title: Network Compliance Indicators Source: Report submitted by CONACOES as of August 2009, found in the records provided by CONACOES. PANI of Quepos of the Network's activities.	Page 1 of 3
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Table 1:
Indicators of the Training and Sustainability of Local Networks Axis. for the specific case of the Aquirre Network.

Indicator	Yes	No	In process
Local network convened	X - 4		
Number of institutions and organizations participating in the meeting	X-22		
Network formed or strengthened for the intervention in ESC institutions			X
Work plan developed	X		
Network trained in the Rights-Based Approach and Cyclical Model of Articulated Responses			X
Progress report on the local work plan		X	
Local network activated			X

Table 2:
Indicators of the Axis of Prevention and Local Promotion. for the specific case of Aquirre Quepos

Indicator	Yes	No	In process
Local preventive project developed	X		
Local preventive project implemented	X		

Table 3:
Indicators of the Integral Care Axis. for the specific case of Aquirre Quepos

Indicator	Yes	No	In process
Number of ESC situations intervened		X	
Addressing CSEC situations in accordance with the specific protocol for the Integral Protection in CSE situations		X	
Number and type of rights returned to the victims		X	

Table 4:
Regional Preventive Project Status Indicators. for the specific case of Aquirre Quepos

Indicator	Yes	No	In process
Regional preventive project developed		X	
Regional preventive project implemented		X	

Annex: 7	Annex Title: Network Compliance Indicators Source: Report submitted by CONACOES as of August 2009, found in the records provided by CONACOES. PANI of Quepos of the Network's activities.	Page 2 of 3
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Table 5:
Number of total indicators, for the specific case of Aguirre Quepos

Number of indicators implemented	Number of indicators in process	Number of Indicators Not executed	Percentage
5			55%

Table 6:
Number of preventive projects carried out, for the specific case of Aguirre Quepos

Number of preventive projects carried out	Estimated population impacted
1	

Table 7:
Number of people served based on the Care Model, for the specific case of Aguirre Quepos.

Number of minors served in accordance with the Model of Care
0

Table 8:
Record of the participation of institutions, for the specific case Aguirre Quepos

	Institution	April	May	June	July	August
Public Institutions	IMAS			X		
	INA					
	Directorate General of Migration and Foreigners	X		X		
	IAFA	X	X			
	CNREE	X				
	ICODER	No local representation				
	PANI	X	X	X		X
	CCSS	X	X			
	Judicial Branch OIJ	X	X	X		X
	Judiciary - Prosecutor's Office	X	X			X
	Judiciary - Social work and psychology	X	X	X		
	M. Health	X	X	X		X
	Ministry of Job	X				
	M. Governorship	No local representation				

Annex: 7	Annex Title: Network Compliance Indicators Source: Report submitted by CONACOES as of August 2009, found in the records provided by CONACOES. PANI of Quepos of the Network's activities.	Page 3 of 3
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	MEP	X	X	X		X
	INAMU	X				
	IDA	Has not been summoned				
	DINADECO	X				X
	ICT	No local representation				
	Ministry of Public Safety	X	X	X		X
	Ministry of Public Safety Tourist Police	X	X			
Non-governmental organization	Peace Corps	X	X			
	CIPAC	X				
	COPAZA	X	X	X		
	UNICEF	X	X	X		
Municipality	OFIM	X	X	X	X	
	Municipal Police	X	X	X	X	

Annex: 8	Annex Title: Quepos Network Meeting and Attendance Record Source: PANI records of the Network's activities.	Page 1 of 7
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1. Network Meetings from April 2009 to October 2010

No. of meeting	Date	Agenda
1	15/04/2009	Meeting Conformation of the Network Against Commercial Sexual Exploitation of Children and Adolescents Aguirre Canton
	30/05/2009	National Plan against CSEC
	09/06/2009	Elaboration of the canton's work plan
	04/08/2009	National network reports, theater play
5	08/09/2009	Presentation of CONACOES secretary, historical review CONACOES
	13/10/2009 y 14/10/2009	Training meeting of the Network against CSEC
	10/11/2009	ESC-NNA Legal Framework Training
	30/11/2009	Commercial sexual exploitation, a cyclical pattern of articulated responses
	26/01/2010	Group work making use of the created matrices
	10/02/2010	Review of the matrices: Prevention and Promotion, Attention, Defense and Protection.
	09/03/2010	PANI-ESC protocol, annual plan, regional preventive project
	13/04/2010	Training on tourism and legislation on commercial sexual exploitation
	11/05/2010	Preventive Project, define list of training participants
	08/06/2010	Exhibition of local protection and diagnostic subsystems in the Aguirre canton.
	13/07/2010	INA exhibition, masculinity report, matapalo workshop report
	10/08/2010	Presentation of the Firearms Awareness and Prevention in the presence of firearms project
	14/09/2010	INA information, cyclical model information, mini-project information, campaign advertising
	12/10/2010	Cyclic model training and information

Source: CONACOES meeting minutes records Explanatory

notes:

- 1.1. This list is based on the attendance lists and agendas of the CONACOES meetings for which there is a written record, according to the information provided by the PANI of Quepos in the Network's activity report. It should be noted that there may have been meetings or events that were not considered because there was no written record of them in the information provided.

Annex: 8	Annex Title: Quepos Network Meeting and Attendance Record Source: PANI records of the Network's activities.	Page 2 of 7
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1.2. In the case of meeting 2, the date on the attendance sheet is May 6, 2009 and not the date shown on the agenda.

1.3. In the case of meeting 1 and meeting 6, there is no agenda record, only the attendance sheet.

2. Attendance lists for Network meetings.

N°	Name	Institution	Meetings																	Total number of attendances per representative
			1				5													
1	Esteban Varela Castro	ASA No. 9		1					1	1	1	1	1		1		1	1	1	
	María Lidia Vargas	IMAS			1													1	1	
	José Solano Gutiérrez	OIJ	1	1	1	1		1	1	1	1	1			1		1	1	1	1
	Carmen Chinchilla Faults	Judiciary		1		1		1	1		1	1	1			1	1	1	1	1
5	Lisbeth Martínez Ortiz	OFIM Aguirre JPNA	1	1	1	1		1	1	1		1			1	1	1	1	1	1
	Cinthya Rosales	IAFA		1	1	1		1				1			1		1	1	1	
	Sonia Chavarria Arce	Dinadeco	1			1		1			1							1	1	1
	Clemencia Barrientos	MEP	1	1	1	1					1	1			1	1	1	1	1	
	Viviana Zuñiga Morales	MEP	1	1	1	1		1			1				1	1	1			
	Laureana Rodriguez	INAMU	1					1							1			1	1	1
	Kenneth Chavez Morales	COPAZA		1	1			1	1	1	1	1	1		1	1	1	1	1	1
	Ruth Mary Lezama López	PANI	1		1	1		1		1		1	1		1	1	1	1	1	1
	Victor Hernandez Mora	ASA No. 9 Aguirre						1	1	1	1				1	1	1	1		1
	Luis Fernando Villalobos	Migration											1		1			1	1	1
	Aldo Dalmaso	HMTV									1		1		1		1			
	Grettel Rosales	Ministry Public										1	1		1	1	1	1	1	
	María Auxiliadora Araya	Parador													1					1

N°	Name	Institution	Meetings																Total number of attendances per representative
			1				5												
	Martha Sancho	Parador												1					1
	Yessenia Navarro Aguilar	DREA-MEP													1	1		1	1
	Victor Umaña Badilla	MSP															1	1	
	Isabel Chamorro	INA														1	1	1	1
	Antonia Diaz Acevedo	Social/Diocesan Pastoral Care															1	1	
	Lourdes Chaves Avilés	UNED/Admon Quepos branch															1	1	1
	Carlos Vargas Alfaro	Municipal Police									1						1	1	1
	Randall Flores	COPAZA					1				1	1		1			1	1	
	Randall Cruz Jimenez	Iguana Tours					1				1					1		1	1
	Jazmin Mora	M. Health										1	1			1		1	1
	Laura Chaves Zamora	UNICEF			1									1			1	1	1
	Dr. Krisia Diaz Valverde	HMTV									1						1	1	1
	Carlos Luis Soto Loría	M. Trabajo	1																1
	Xinia Delgado	Tourism Chamber													1	1	1	1	1
	José Hidalgo Murillo	Tourist Police													1	1	1	1	
	Rafael Angel Chavarría	Municipal Police									1				1	1			1
	Nathanael Stone	Peace Corps												1	1	1		1	1
	Flower of Maria Jara	PANI		1		1			1	1	1		1				1	1	1
	Luis Carlos Barquero	PANI				1			1	1	1		1			1	1		1
	Luis Felipe Barrantes	CONACOES		1													1	1	
	Andrea Campos	M. Health																1	1
	Zeneida Espinoza	PANI							1									1	
	Gabriela Soto	PANI																1	1
	Carmen Gomez Brenes	PANI																1	1
42	Kattia Rojas Ramirez	INAMU																1	1
	Alejandra Benavides	PANI										1		1	1	1		1	5

[illegible]

[illegible]

[illegible]

N°	Name	Institution	Meetings																	Total number of attendances per representative
			1				5													
99	Xiane Valverde Varela	Aguirre Health Area	1																	1
	Ivannia Largaespada	IAFA	1																	1
101	Enrique Rodríguez Cisneros	UNREE	1																	1
102	Max Vargas Cubero	Municipality	1	1																
	Carlos Mendez Sequeira	Tourist Police	1	1																
	Katherine Hernandez	CIPAC	1																	1
	Luis Alonso Venegas	CIPAC	1																	1
	Alicia López	IAFA	1	1																
Total number of attendees at each activity							0							0						358

Explanatory note:

- 2.1. This list is based on the attendance lists of CONACOES meetings for which there is a written record, according to the information provided by the PANI of Quepos in the Network's activity report. It should be noted that there may have been meetings or events that were not considered because there was no written record of them in the information provided, or that people participated in a meeting but were not noted in the respective list.
- 2.2. In the case of meetings 5 and 12, there is no attendance list, only the agenda.
- 2.3. Flor Jara is not counted as one of the attendees because she is responsible for directing the Network's activities.

Annex: 9	Annex Title: Processing of the survey applied to primary and secondary school students Source: Own elaboration	Page 1 of 12
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The total number of people surveyed was 89, 39 corresponding to primary and 50 to secondary school.

1. Results

I. Year

Table 1:
Number of respondents per year

Year	Frequency	Percentage
5		20.2
		23.6
		11.2
		11.2
		11.2
		11.2
		11.2
Total		100.0

II. Age

Table 2:
Age of respondents

Age	Frequency	Percentage
		13.5
		19.1
		12.4
		11.2
		14.6
		10.1
		13.5
		1.1
NR	1	2.2

Annex: 9	Annex Title: Processing of the survey applied to primary and secondary school students Source: Own elaboration	Page 2 of 12
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III. Sex

Table 3: Sex of respondents

Sex	Frequency	Percentage
Man		60.7
Woman		39.3
Total		100.0

IV. What is the name of the community where you live?

Table 4:
Respondent's place of residence

Community	Frequency	Percentage
Bella Vista Neighborhood	5	5.6
INVU of Quepos	5	5.6
Los Angeles Neighborhood		12.4
Paquita		12.4
Lurdes Neighborhood	1	1.1
Easter		2.2
Paraiso Neighborhood		4.5
Rancho Grande	1	1.1
The Tagus		3.4
Quepos Downtown		9.0
Manuel Antonio	5	5.6
San Miguel	1	1.1
The hills	5	5.6
Ladies		10.1
Immaculate		10.1
Naranjito	1	1.1
Another		9.0
Total		100.0

Annex: 9	Annex Title: Processing of the survey applied to primary and secondary school students Source: Own elaboration	Page 3 of 12
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V. Mention two positive aspects of Quepos?

Table 5: Positive Aspects of Quepos

Positive aspects	First Choice	Second Option	Total responses	Total percent age
Nature				10,7
Tourism				18,0
Tourist sites		5		7,3
traditions (festivals-customs)				6,7
the people of the community	1			5,1
Beaches				13,5
trade				9,6
educational centers		0		2,2
others				16,3
NS/NR				10,7
Total				

VI. Mention two negative aspects of Quepos?

Table 6: Negative Aspects of Quepos

Negative Aspects	First Choice	Second Option	Total responses	Total percent age
Drugs				35,4
Contamination				18,0
citizen insecurity (robberies - assaults, etc.)				17,4
Police deficiency		1		1,7
Limitation of opportunities educational	1			1,7
Commercial Sexual Exploitation of Children and Adolescents adolescents	0	1	1	0,6
lack of opportunities labor	0			1,7
Prostitution	1		5	2,8

Annex: 9	Annex Title: Processing of the survey applied to primary and secondary school students Source: Own elaboration	Page 4 of 12
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Alcohol				3,4
Limitation of job opportunities	0			1,1
another				11,2
NS/NR	1			5,1
Total				

VII. What does "Commercial Sexual Exploitation of Minors" mean to you?

Table 7:
Meaning of "Commercial Sexual Exploitation of Minors".

Meaning of CSEC	Frequency	Percentage
Sexual abuse of children		19.1
Forcing children and adolescents to make pornography.		3.4
Sale of children for abuse		10.1
Forcing children to do something they don't want to do		4.5
When adults exploit children		4.5
Paying children and adolescents for making pornography	1	1.1
Forcing children and adolescents to perform improper acts.		2.2
Economic benefit for sexually exploiting children and adolescents		7.9
When forced into prostitution		3.4
When a person exploits another person to earn money		4.5
Trafficking of children and adolescents	1	1.1
NS/NR		38.2
Total		100.0

VIII. Do you consider that in Quepos there is Commercial Sexual Exploitation of Minors? in which places of Quepos?

Table 8:
Knowledge of the existence of CSEC in Quepos

Existence of CSEC in Quepos	Frequency	Percentage
yes		41.6
no		55.1
ns/nr		3.4
Total		100.0

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Table 9:
Identified places where CSEC takes place in Quepos

Location	First Option	Second Option	Total responses	Percentage total
Quepos downtown				6,2
Manuel Antonio		1		2,2
The palmares	1	0	1	0,6
All of Quepos	5	1		3,4
Sports Center	1	0	1	0,6
Inmaculada Neighborhood	1	0	1	0,6
Pier	1	1		1,1
Bar la rosa				3,9
The park	1	0	1	0,6
Kamuk (hotel)				3,4
Casinos				3,4
Hotels	1		5	2,8
Others			5	2,8
NS/NR				68,5
Total				

IX. If you consider that there is exploitation in Quepos, for what reasons do you think it occurs?

Table 10:
Reasons why CSEC occurs

Reason for CSEC occurrence	Frequency	Percentage
Lack of knowledge		4.5
Lack of family support or poor relations between them		4.5
Poverty		10.1
Lack of work		6.7
Tourism		4.5
Police weakness	1	1.1
Children and adolescents allow themselves to be exploited for money or for the sake of gifts	5	5.6
Others		2.2
NS/NR		60.7
Total		100.0

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- X. What degree of importance would you give to the issue of Commercial Sexual Exploitation of Minors?

Table 11:
Importance of the CSEC issue

Importance is given to problematic	Frequency	Percentage
Very high		48.3
High		24.7
Regular		16.9
Down load		4.5
NS/NR	5	5.6
Total		100.0

- XI. Do you know any child or adolescent who is or has been a victim of Commercial Sexual Exploitation?

Table 12:
Knowledge of cases of CSEC in the canton

Know any NNA victim of CSEC	Frequency	Percentage
Yes		10.1
No		86.5
NS/NR		2.2
Total		98.9
Missing System	1	1.1
Total		100.0

- XII. What would you do if you became aware of a case of Commercial Sexual Exploitation of Minors?

Table 13:
Action upon learning of a CSEC case.

What would you do if you learn of a CSEC case?	Frequency	Percentage
Report		29.2
Contacting the police		23.6
Telling family members	5	5.6

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Telling teachers	1	1.1
Denouncing the victimizer		4.5
call 911	5	5.6
I would not do anything	1	1.1
call PANI		6.7
helping the victim		6.7
others		11.2
NS/NR		4.5
Total		100.0

- XIII. Do you know of any organization in your community that fights against Commercial Sexual Exploitation of Minors? which one(s)?

Table 14:
Organizations working against CSEC in Quepos.

Organization fighting against CSEC	Frequency	Percentage
Yes		37.1
No		61.8
NS/NR	1	1.1
Total		100.0

Table 15:
Institution or Organization working against CSEC in Quepos

Institution or Organization	First Choice	Second Option	Total responses	Total percentage
CPJ		1		1,7
Red Cross	0	1	1	0,6
INAMU		1		1,7
People living in Quepos	1	0	1	0,6
Ministry of Public Education	1	1		1,1
Municipality	1	0	1	0,6
OIJ	0	1	1	0,6
National Child Welfare Agency				16,3
Police	0			1,7

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Network against CSEC in Quepos	0			1,7
UNICEF		1		2,2
Others	1	1		1,1
NS/NR				70,2
Total				100,0

- XIV. Which institutions or organizations do you think should fight against Commercial Sexual Exploitation?

Table 16:
Organizations that should work against CSEC

Institutions should fight against CSEC	Frequency	Percentage
National Child Welfare Agency		27.0
Police		13.5
UNICEF	1	1.1
People living in Quepos		4.5
OIJ		3.4
Others		2.2
NS/NR		48.3
Total		100.0

- XV. Have any of these institutions or organizations carried out actions against Commercial Sexual Exploitation in Quepos? Which ones?

Table 17:
Knowledge of advertising campaigns

Activity or campaign of the mentioned institutions	Frequency	Percentage
Yes		37.1
No		61.8
NS/NR	1	1.1
Total		100.0

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Table 18:
Actions implemented by the identified institutions

Actions Implemented	First Choice	Second Option	Total responses	Total percentage
Radio or television advertising	1	0	1	0,56
lectures or trainings				7,30
activities related to the attention		0		2,25
artistic activities		0		2,25
Others		0		1,12
NS/NR				86,52
Total				

XVI. Do you know of any activity or campaign against Commercial Sexual Exploitation of Minors carried out in Quepos? Which ones?

Table 19:
Knowledge of activities or campaigns carried out against CSEC in Quepos.

Activity or campaign against CSEC carried out in Quepos	Frequency	Percentage
yes		20.2
no		78.7
ns/nr	1	1.1
Total		100.0

Table 20:
Activities or campaigns against CSEC in Quepos

Activity or Campaign	Frequency	Percentage
Radio or television advertising	5	5.6
Print (billboards, posters, foldouts and others)	1	1.1
lectures or trainings	5	5.6
activities related to care	1	1.1
artistic activities	1	1.1
Others	1	1.1
NS/NR		84.3
Total		100.0

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Instrument applied

We thank you for your cooperation in filling out this questionnaire and clarify that the information provided is confidential and will be used only for research purposes.

1. Age: _____

2. Sex: M () M ()

3. What is the name of the community where you live?

4. Mention two positive aspects of Quepos?

5. Mention two negative aspects of Quepos?

6. What does "Commercial Sexual Exploitation of Minors" mean to you (if you are unfamiliar with this term, enter NS in this question, and you can read the box at the bottom of page two to continue with the questionnaire).

7. Do you consider that in Quepos there is Commercial Sexual Exploitation of Minors?

() Yes, in which places in Quepos?

() No (go to question #9)

8. If you consider that there is exploitation in Quepos, for what reasons do you think it occurs?

9. What degree of importance would you give to the issue of Commercial Sexual Exploitation of Minors?

() Very high

() High

() Fair

() Low () Very low

() Very low

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10. Do you know any child or adolescent who is or has been a victim of Commercial Sexual Exploitation?

☐ Yes

☐ No

11. What would you do if you became aware of a case of Commercial Sexual Exploitation of Minors?

12. Do you know of any organization in your community that fights against Commercial Sexual Exploitation of Minors?

☐ Yes, which one(s)? _____ ☐ No

13. Which institutions or organizations do you think should fight against Commercial Sexual Exploitation?

14. Have any of these institutions or organizations carried out actions against Commercial Sexual Exploitation in Quepos?

☐ Yes, which ones? _____ ☐ No

15. Do you know of any activity or campaign against Commercial Sexual Exploitation of Minors carried out in Quepos?

☐ Yes, which one(s)? _____ ☐ No

Thank you...

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Commercial Sexual Exploitation of Minors is:

"The sexual use of minors, where there is an economic benefit for the child or adolescent or the intermediary. The sex trade involving children and adolescents can take different forms, such as: sale and trafficking, pornography or the offering of economic benefits or in kind for the performance of sexual activities" (Concept elaborated by the International Labor Organization).
 (Concept elaborated by the International Labor Organization).

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Name of person interviewed: 1 **Location of work:** PANI-Quepos
Date of interview: November 01, 2010

How long have you been part of the network?
Since two thousand eight

Why did you join?

Well, we deal with the problem directly because it is the National Child Welfare Agency. So it was a priority in this government, studies or diagnoses made showed that in this canton there is a high rate of commercial sexual exploitation of minors, so it was a program of the previous government including a national plan for the eradication of commercial sexual exploitation of minors, the plan covered the years from 2008 to 2010 and involved many government institutions including the National Children's Trust who would lead or direct what was the network against commercial sexual exploitation in those priority cantons.

Were you familiar with the issue of commercial exploitation before joining the network? Yes, in 2006-2007 the patronage began to train with the cyclical model of articulated responses of Mrs. Cecilia Claramont, and the University of Costa Rica gave a workshop that lasted several months and we worked on the cyclical model that came with the guidelines for detection, care and prevention.

When did you start working with the network?

As a network in Aguirre in 2008, actually in 2008 the first steps began to be taken to form the network, and once it was formed, work began in 2009 at the beginning, in 2008 the calls began to be made to make the part of the dissemination of the process that there was a national plan where we all had to get involved to provide care, defense, guarantee, prevention and promotion of commercial sexual exploitation.

Why the need to create a network?

It is one of the most complex problems because it is a severe violation of human rights where all rights are violated, so we cannot give half answers, and in order to really create protective environments to prevent commercial sexual exploitation, it is necessary to work in a coordinated manner. So there has to be a network where there is a contact or a key person for each institution, a representative of each institution to contact in order to speed up the processes and procedures when a victim of commercial sexual exploitation has to be attended or even when a preventive system has to be used in what are the talks from an integral environment approach,

What was your objective in forming a network in Aguirre? Well, the main objective was to prevent commercial sexual exploitation through the dissemination of rights, even from the punitive part, the legal part, so that tourists visiting the canton and the people of the canton know that commercial sexual exploitation is a crime and that they should be aware of it.

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It is an issue that in its different modalities is a crime and even to remain silent, to not denounce is complicity with commercial sexual exploitation, so mainly prevention and parallel to this also the attention to the victims to be able to restore the violated rights, those who are already in commercial sexual exploitation then work with these victims to try to guarantee the restoration of all those rights that have been violated. We know that they are already in consumption, that they abandoned or were expelled from schools, from their families and then start to guarantee their rights little by little.

What does networking mean to you?

It would be to articulate actions, to work in an articulated way, that is to say, not to meet or have a group where we see each other once a month, no, but to carry out articulated actions, not precisely that we have to meet every month to work as a network, but if a situation arises, to articulate actions, for an immediate response to the victim of commercial sexual exploitation.

Since you started to develop this networking work, do you believe that this networking work is really taking place?

Yes, it is a bit complex because of the victims, that is, the work is not as fast as expected or at least as established in the protocols, that is, the protocols establish very short times, that is not possible due to the complexity of the situation, because the girls do not feel they are victims, so they often refuse institutional intervention, attention, but nevertheless, they often continue with the work.

Since the network was formed, what activities has the PANI of the network worked on?

In all the activities of the network, more than one hundred teachers have been trained in the area of attention and prevention. They have been informed that there is a network, that we not only reach the promotion and prevention part but also that we have where to go where to denounce and follow up, important elements for the investigation, for the integral protection of the victim, this at the level of teachers, also in the schools five schools were found on the subject and in schools two schools were found, the one in Matapalo and the one in Quepos. and a group of young people have the theater group Zaragundi, they have taken it to different activities. The Zaragundi group already existed, one of the boys who is in the group is also part of the committee of the young person articulated that artistic presentation that they have with the work of the network. What is done is that the network provides the theoretical part of the training on commercial sexual exploitation and then they make the presentation of the work so that they can transmit the message in an artistic way.

In the area of prevention and information, in the area of care we have a sub-commission that is integrated by the Public Prosecutor's Office, the prosecutor's office, social work and psychology of the judiciary, the Fund and PANI, we have met here in PANI to see some situations and reach conclusions, to try to make the approaches less re-victimizing for minors. We have coordinated with the Fund to provide immediate protection in case a victim is detected, and since we do not have a shelter here in the area, we have not been able to set up solidarity homes for this population, but it has been very difficult.

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We have emergency solidarity homes, but not for commercial sexual exploitation, so the hospital has functioned as a kind of shelter, they provide a space for minors while they are placed in a shelter.

There are sub-commissions for prevention and promotion, PANI is in both of them, it is the part of training and going out to the local campaign that is also being finalized in the graphic part, the creation of the design to see if in the month of November we can present it to the community, with the socialization to the population to which it is addressed and the other sub-commission is the attention sub-commission.

What role has PANI played in the social struggle against exploitation, not only in terms of the network?

PANI has a specific protocol, which is the tool used at the level of the Board of Trustees for the care of victims, and it also contemplates the preventive part, then there are different institutional guidelines on the management of situations, the opening of files, the priority for victims of commercial sexual exploitation and the articulated work, which are guidelines that come to reinforce the national plan.

These guidelines come from PANI

The executive presidency and the technical management of the zone do not have specific guidelines. What we have is not in physical form, but it was given to each member of the network as an internal directory, what are the contacts, who are the members of the network against commercial sexual exploitation, telephone numbers, e-mails and that is what we have. We are working on the elaboration of a local protocol, that is to say, it is very difficult to establish a protocol because all situations are different, but it is an approximation or what is basic to the specifications of the situations of the place or the characteristics of the area and the characteristics of each family that is assisted.

In prevention and promotion we have a work plan for the network that is established annually and a review is carried out at the end of the year and now that 2010 is ending two months ago, they are still pending execution.

As a local office are you directly in contact with the exploitation situation as you feel there is support from PANI directly to the network as an institution that relationship at the local level?

From the regional level we have had a lot of support, from the management level due to the change of government that has made it a little difficult, in fact tomorrow we are finishing one of the projects at the regional level, that is, five families for each priority canton and we are working very fast, it is the project of five families to strengthen the problematic environments or to strengthen the protective factors of the family. And then with the masculinity project, PANI came from San José to supervise the NGO at the local level, we had some hearings scheduled, this is an office with very few personnel, that is, it is quite difficult to be in this process, more or less at the management level, but at the regional level we have had a lot of support.

What are the strengths of the network?

I consider that there is commitment, commitment because of those who are participating in the network, because for example, when the educate campaign began, despite the fact that many of them were not involved in the network, I believe that there is commitment.

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When they designed the code, they did not see it as a priority, that is, they did not allocate a budget for the network's activities, but there was the human resource, even though there is no budget, we work with what the private company can give us, we provide the human resource, the human talent, and the private company provides the economic resources to finance the campaign, so there is a commitment, that is, they are committed, when they are summoned, they attend the summons and they do see it as a priority.

And what weaknesses do you see in the network?

There are very few resources, so the officials who are participating in the network are, as in everything, now in this year with this new government with the safe and supportive communities. The windows of peace, the local subsystem of protection that is also led by PANI, then they feel tired or drowned and that has lowered the batteries, so to speak. They feel that the priorities are elsewhere and they have to respond to the government's commitments just as we do, and for this new government the priorities are different, the issue is still being worked on but within the I have even consulted with the board of trustees within the "poi", now these new programs are coming, the national plan ends in 2010, we do not know how, let's say at the level of the other institutions, if it will continue to be a priority, if it will be able to continue despite their will, I also think that it can still be contacted, that is, I think that it has already achieved a lot because there are people committed and sensitized to the issue. But I do not know if they will have support.

The difficulties are in terms of commitment and funding at the level of the other institutions that see it as a priority.

What impact do you see that has been achieved?

In the detection of victims, before 2008, situations of commercial sexual exploitation were not reported. That is to say, before, one went to the judicial offices and in the books of reported entries, situations of commercial sexual exploitation did not appear, they were made visible or disguised or typified differently, perhaps it was a situation of commercial sexual exploitation and it was typified as sexual abuse or sexual relations with minors and then it was like a smoke screen and I think that now it is being seen differently, now if it is sexual exploitation it is defined as sexual exploitation and it is investigated in this way.

Any other observations of the work here that you would like us to see on the network or recommendations

To improve would be in the preventive part and to articulate a little more with the private sector because this is a 100% tourist area, the chamber of commerce was integrated until this year about four months ago, The chamber of commerce was not integrated until this year for about four months, even though it has been convening until recently and there should be a commitment from the tourism sector, there are many hotels, this is an area where they see it as a sexual tourist destination and now with the creation of the marina I think we all need to be trained including PANI to know how to get there, this is like a no man's zone, that is, one cannot enter, they have their sailboats, their little yachts and everything and we do not know what happens at sea, and we need to

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training to know how we are going to deal with everything that happens at sea, such as how to throw those little yachts that go around with little girls at sea.

Do you happen to have that annual program or plan that the network has?

The recording is finished.

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Name of person interviewed: 2 **Place of work:** Ministry of Health.

Date of interview: November 01, 2010

How long have you been part of the network?

Ten months ago

Why did you join?

Because by decree I have to participate in the commercial sexual exploitation network, a directive was issued that as of April, the decree arrived in 2008, but since I am new to working here, participation in the networks is part of the annual planning.

Did you know about commercial exploitation before joining the network? Well, not exactly, yes I knew about human trafficking but I never knew about commercial sexual exploitation of minors and besides that everything that implies the integral protection of the rights of the child and there is nothing very clear at a national level about the laws and about the trafficking of people who make pornography with children. I have been living here for ten months.

When did you start working with the network?

He started working ten months ago.

Why the need to create a network?

As far as I understand, part of what I have been receiving training on is that Quepos not only enters as a priority canton for being a coastal area but the government by the conditions that have the problem, the isolation in which the central government is forgetting is an injustice, however the coastal areas are living was a choice of the government to start with a pilot plan to develop what is the network.

However, I feel Aguirre was included because of the neglect that the central level has had. That is why he was included as a priority.

What was the objective of the network here in Quepos?

For me it is to achieve the articulation between the institutions in such a way that the problem can be reduced because to say that it will end would be like utopia but it would be like reducing the problem and that at the institutional level there is that articulation and it begins to be solved even especially that it begins to be detected which is the part of attention that is what interests us as Ministry especially what is the part of detection so that people really begin to ... really what is that mainly the box that is the one that serves the main social actors.

What does networking mean to you?

No one is in the network for fun because it is a time that is invested but at an institutional level we all know the functions of each one to the extent that it allows and

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to start articulating from there in a synchronized or harmonious way so that people start to know the importance of the Ministry of Health, for example, that by decree they have to notify us of CSEC cases.

In the same way, if it were the case of the cashier, he should know very well how far the judiciary can go in order not to revictimize the person, all with the purpose of not revictimizing the person who presents a problem and that he can get out of his situation.

Since you started to develop this networking work, do you believe that this networking work is really taking place?

I am quite new to the network and I believe that a lot of work has been done in the area of promotion, and the little that I have participated in has been done in the area of promotion. However, I do believe that there is a deficiency at the level of articulation, because I don't know where they get the diagnoses to say that there is commercial sexual exploitation.

For us it is a problem that is not evidenced because it is known that it exists but there is nothing evidenced. So it is something that we have to begin to socialize but we are making progress.

Since the network was formed, what activities have you worked on in the network?

In the recruitment of students for the INA, in the coordination of social actors, in the coordination to give workshops, in the CTP of Quepos we coordinated with the counselor and also the workshop on masculinity that was given to adolescents.

How important is the Ministry of Health in the network?

One of the main ones is to manage the statistics, what interests us most about the network is the notification, through the ballot that is established in the protocol to be able to make political pressure. Because we cannot say that there is a lot of commercial sexual exploitation in Quepos when not even doctors notify us, we receive more notifications from doctors, we receive more notifications of STDs, which are transmitted diseases.

So what happens when it is time to make an analysis, we can give an analysis of cases but we need the diagnosis and the diagnosis can only be given by the doctor and the social worker or the insurance company and no one notifies us of anything, that is the part we are involved in. I have been asking to receive training precisely because when you go to diagnose a canton if we are not even seeing that data.

What happens is that people don't give it the importance it is like taking blind steps when there is a problem but nobody is taking care of it.

So basically the importance of us in the network is that the notification is being given to highlight a problem at a national level and to see what future actions can be taken, this serves to start putting political pressure, for example that the public forces do their job well.

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How local office are you directly in contact with the exploitation situation as you feel there is support from the Ministry of Health directly to the network as an institution that relationship at the local level?

Basically I am in a struggle, when you are in the local office nobody supports you, as I said, I have been requesting for approximately six months and they have already seen the importance of carrying out these trainings, but that is a process, in the end it is a commitment of my own, if I am in the network how are they going to supply my needs if I don't manage it?

On the part of the colleagues of the institution there is knowledge of the subject but it has not been socialized 100% on my part because I have not socialized it yet, but already in the region they have realized that there is a need for us to be trained. But if we have to internalize the issue of exploitation more to them, you cannot internalize something if you do not have knowledge of the cause, it is like a new rebirth because in fact in these things we are all learning and we are incorporating ourselves to several processes and that is what is important.

I also know that there is a sanction for the professional who does not do it, but even though I have notified everyone in the network, telling them about the notification, after the 14th that the people from the central region will arrive to make a presentation to the Ministry of Health, if it is not clear, the sanction will begin.

We all start to get involved but once we all start working then it's easier.

In the annual plan we do have part of the topic of sexual exploitation, for example in the part of marketing it is specified there, that is at the national level, at the local level it is more specific, for example going to meetings indicate the number of meetings attended, and it is specified for example it does not say there that I have to provide training, however we do it to join the network.

What are the strengths of the network?

There are contributions from different institutions, the fact of being able to involve different institutions, there is a good call, I feel that there are people from different areas, it is a more dynamic network. Some people are committed, but I don't notice any deficiency in that.

And what weaknesses do you see in the network?

There is a lack of commitment at least to assume actions, not all of them, in general it is always the same people who assume actions, and who know, I think there should be a greater coordination to make it clear how far the network is reaching through an analysis, I believe that each area should make a review, see what progress has been made, but without a diagnosis no progress can be made and that is the main weakness that there is no diagnosis to tell us where we are going.

What impact do you see that has been achieved?

In the community I could not say much, I know that some actions were taken but I do not know what the impact was. With the populations that I have worked with, in the CTP of Quepos, I feel that there is a lack of dynamism to make a more attractive presentation, it cannot be avoided that they believe that it is an option (CSEC) because there are no more opportunities.

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Although it had nothing to do with the topic, it helps to realize that perhaps we are not having the impact we want, at least we are making them aware that if they are going to be involved in this, they should be careful not to expose themselves, even though exposure is not only to a disease, but also to being killed or having something done to them, so teaching them these things and not so much the legal framework that I think they do not care so much about, I think it is a matter of starting to have an impact in a different way. At least so far this year, each student has been left with a little bit of information, but there is still a long way to go.

How do you envision the future of the network?

I believe that if we continue in this way, committing ourselves every day, each institution will play its role and will probably be articulated in such a way that we will be able to provide integral attention to each person who arrives with this problem, but mainly that they can come forward to denounce it. But if there has to be greater political diligence, there must be more support.

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Name of person interviewed: 3

Place of work: Women's Office of the Municipality of Quepos
Date of interview: November 01, 2010

How long have you been part of the network?

Since 2008

Why did you join?

The municipal council delegates an officer to join the network

Did you know about commercial exploitation before joining the network? Yes, I knew the difference between abuse and exploitation because I had taken a Rahab Foundation course.

Why the need to create a network?

Because it is a priority canton, a diagnosis was made, but it is not known which one, I think it was made by Paniamor, because the levels of complaints do not exist, but because it is a context of tourism they think it is so.

What was your objective in setting up as a network in Aguirre?

The group is divided into promotion and attention, everyone comes to promotion but no one wants to work. Attention is only given by PANI and the Judiciary.
PANI assigned who would go to each commission.

What does networking mean to you?

It is to work coordinating priority attention, if there is a place for everyone to work to attend, but this is not the case.

The work agenda in prevention and promotion were the workshops one with the school and mata palo and with the school of Quepos, we also have the advertising project, but we are looking for funds.

Since the network was formed, what activities have you participated in?

In all of them, in the awareness workshops and in the workshops we give and in yours.

What do you think is the importance of the municipality being part of the network?

We are the local government, but the importance you see in us is only as a monetary resource, you do not see the human resource.

Why is it necessary to have a network against CSEC?

Because we must work on prevention to avoid future cases.

What guidelines, programs or activities does your institution have focused on combating CSEC?

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Actually nothing at the institutional level, because it is oversaturated, there are many programs and networks here and only I go and I have no time, what happens is that there are many people who go to the networks to sit.

What are the strengths of the network?

The people are professionals, the problem is that the PANi's social worker has left, the head and UNICEF's social worker are leaving and the PANi is limping along, but those of us who like the work see it as just another obstacle, we have to give them a chance to settle in.

What weaknesses does the network have?

The coordination and commitment of the people in the network and also the lack of resources, most of which have been provided by the private sector (hotels).

What has been the main impact of the network on the community?

In the network we agreed not only to explain what ESCNA is, but now the nature of the obligation of officials to report.

How do you envision the network in the future?

I think it has to continue working, they have to work with the same population but also with the schools. It is better to improve prevention so as not to have to attend. It is also important to see the constant change of people who attend or go sporadically.

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Name of person interviewed: 4

Place of employment: Ministry of Public

Education Date of interview: November 01, 2010

How long have you been part of the network?

Well, I have been part of the network since last year, in 2009 I joined the network, it was on one occasion that I was invited to represent my colleague who was the guidance counselor, she was the one who was practically the coordinator here at the regional directorate, so at that time she could not attend, so I went in her place and I stayed there.

Before you were in the network, did you know about CSEC?

Yes I had heard before, but I had never participated in any commission.

Do you know why the network was formed in Quepos?

Yes, it seems that here there is one of the highest rates of commercial sexual exploitation, which is Aguirre.

Do you know where these data are?

Well, as far as I know, it is to be able to help, let's say to detect possible exploitations here in the area, and to be able to help young people and children, boys and girls, who are going through this situation, then, to help them, also looking for some place where they can be given better service or attention and to avoid as far as possible, to carry out campaigns to be able to avoid in some way that these exploitations are taking place, whether we have heard that possibly in hotels and some places that are frequented to take young people especially and then we want to see how to help these adolescents.

In which activities organized by the network have you participated?

Well, I, together with my colleague Viviana, have been attending training sessions organized by CONACOES, the Network is also meeting every month to analyze, let's say we make a work plan and in this plan some prevention and promotion actions have been considered, so we have at least done training sessions in schools, adolescents, students, also teachers and we have been in schools giving training sessions.

What would networking be for you?

For me working in a network is like a team where we all have to work together for the same cause, hence we have integrated different institutions both governmental and non-governmental and the purpose of working in this network would be to put us all in agreement according to the needs we have been able to detect, so I think the important thing is to have a common goal and that is what we have in the network.

Has this network idea been fulfilled for you?

I see that if in some way it has been possible to comply, to carry out, at least in what we have in the plans that we have drawn up, as far as possible, some of the actions that we have planned have been carried out, if we say that we, in the

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The network is subdivided into two groups and each one of us makes our plan and our actions and every month we meet to see and evaluate the progress.

How important is it for your institution to be part of the network?

I think it is important for the Ministry of Public Education to be involved in this Network, since in our institutions, especially in colleges and schools, there could be situations that through these campaigns or trainings that we carry out with young people could contribute that some of them are being considered or what is called sexually exploited, then to try to solve a little the level or degree of young people and children of our institutions that are going to be exploited at the sexual level.

What would be the importance of having a Network for Quepos?

It is important because, as I said before, this is one of the regions with the highest rate of exploited youth or adolescents, so it is very important that our region has been considered to form this network.

Do you feel that your institution supports the Network?

Well, the support provided here is in terms of giving us the opportunity to attend meetings and training sessions held through CONACOES.

In the Regional Management, do you consider that your colleagues are knowledgeable in the area of Exploitation?

Well, at least professionals and all, they know what sexual exploitation is, but there has been no counseling or training with them here, it has not been done, until a few days ago, the colleague was giving us information on some issues regarding how they have been working in our region, practically only on that occasion was it seen, but I imagine (I imagine right) that they know about the subject, but there has not been an induction or training organized by us.

What has been the main impact of the network in Quepos?

For now, what I do know is that perhaps the most important, the greatest achievement is that we have been able to coordinate, perhaps in some way, for the different entities that make up this network, to be able to reach some young people, mainly in the educational institutions.

How do you view the network at a future?

Well, I think that it is up to each one of us to decide as a team, as we are in the Network, how to continue working on behalf of our children and adolescents. I think it would be unfortunate if this Network were to disintegrate and if the actions we have proposed to help our children and adolescents were not followed up.

Remarks

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At least we have considered that perhaps it would be important for the Ministry of Education to consider perhaps as a main topic on Commercial Sexual Exploitation in events that take place at the National level, for example the Festival of Arts, the theme of oratory or other festivals that take place at the National and regional level, to consider perhaps next year this topic, in meetings we have been discussing it, to take to CONACOES the representative of this institution so that she can take this concern to that commission and perhaps as you are here now, it could be a way for us to be considered this concern that we have.

The schools that were involved in the workshops were

Those of circuit 01, the closest ones, the Paquita, the Isabel Castro, there was also the Cocal School and the Maria Luisa and the Republic of Korea School and as for schools, they were the CTP of Quepos and the CTP of Matapalo, we have worked with them, both as students and teachers.

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Name of person interviewed: 5 **Place of work:** Hospital Max Terán Valls
Date of interview: November 01, 2010

How long have you been part of the Network?

This year, since 2010, in fact since last year, but another doctor from the Hospital was participating, but this year we have already changed the Management.

Why are you joining the Network?

Basically because due to the problem that arises with Commercial Sexual Exploitation, one of the places where you can access cases or identify people at risk is the Hospital, mainly emergency services and some bedridden services, then from there was born the importance of incorporating the Hospital.

Did you already know about Commercial Sexual Exploitation before you were on the Web?

We knew that there was a problem in the area, but it was not until we joined the Network that we realized that this program existed.

Do you know why the Network was formed?

Basically, I understand that because it is a high-risk zone, it was established in this area of the country.

What is the Network's objective?

Well, what I have understood from the participation I have had is basically to combat the situation and try to control it, identify the actors involved and try to reduce it, and educate the population that is exposed, basically the adolescent population and children about the risks and that they understand what can happen, basically that is what we have worked on the most.

What does working in a network mean to you?

Well, I see that networking means that each institution or each part of the institutions, because in the case of the fund we are two representatives of the Hospital and the Health Area and that each institution participates in the part that corresponds to it as such, we cannot assume functions that do not correspond to us, but networking means that the part that corresponds to us and that I participate by giving the others what they need or the support they need in that part, that they are not isolated efforts, but a joint effort.

Has this happened in the Quepos Network?

We have tried to work on this aspect and we have tried to divide each one's responsibilities so that each one does what is their responsibility as an institution. It is always difficult to set up a network because many times people are not clear about what they are supposed to do, but in the case of the Commercial Sexual Exploitation Network, we have tried to make each institution assume the role that is their responsibility.

What network activities have you worked on?

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Basically in meetings and workshops and in meetings that have taken place here at the Hospital and in coordination with other public institutions that are involved in the work of PANI, the public prosecutor's office and the courts, which each one has had to work with.

Are the rest of the Hospital staff aware of the issue, are they informed?

Training has been given to personnel who have contact with direct patient care, secretaries of network departments, emergency service physicians, nursing personnel, pediatricians and specialists, and basically this is the type of personnel who have been instructed in these aspects; no instruction has been given, let us say, to the general population of the Hospital, which is one of the objectives we have as a Network for next year, so that the entire population of the Hospital knows, because basically what is oriented this year is towards the people who work directly with the potential victims.

What is the importance of this Network in Quepos?

Well, the need for it to exist is that someone has to take charge of preventing this situation and educating the population, so it seems to me that the fact that there is someone who coordinates all of us as an institution to achieve this objective is very important and the fact that the network exists is basically that, it is a person who directs all the efforts of the public institutions and other social actors, to try to mitigate the situation a little, It is a very difficult problem to solve because it has a very strong economic component that is difficult to attack, especially in an area that does not have many sources of employment and that does not have large investments in many aspects, so even though it is a tourist area that one would expect to have diversity, but here there are often no recreational places for young people, so not even that is sometimes found, so it is important that there is an instance that brings us all together and that puts us to work on that aspect that perhaps one alone would not do it.

Do you feel that your institution supports the Network?

The support that we can provide is basically with the participation of the personnel and also with the awareness of the officials that they have to report these types of cases in their daily work, because one of the things that has been most difficult is to make people aware that as health officials they have to report certain things, people are often afraid to report and are afraid to say that something is happening because they are afraid of reprisals or that something will happen. So, not only give permission, because basically they do not give me permission to go, but I go myself, but perhaps involve the personnel who provide direct care in this aspect, so that they get involved and assume their responsibilities, and that is what is most difficult to work on.

Does the hospital have internal programs against CSEC?

Basically what we have is that when we were given the training there is a regulation of PANI, of the Ministry that gives certain warning signs, so the instruction that is given is that patients with such and such characteristics and the warning signs described should be evaluated, so that the corresponding report can be made.

What are the strengths of the Network?

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I really like in the case of this Network, because I am part of others, is that there are social actors who are part of public institutions that are very involved in the work of this Network, because those of us who are part of a public institution practically go because our work forces us to go, and because the law forces us to go, But the people who do not have or do not work with a public institution and go because they want to go, because they are part of the sector, I don't know, the hotel sector and they go, so this gives a lot of strength to the work, because they go because they have the conviction to attend and participate, not because they are obliged by law, so this is a strength that this Network has. Also because the people who lead it, specifically those of PANI, who are the ones who have taken on this coordination, are very involved and they never fail, they never let us down and this type of thing also gives one security of the work that is being done.

What are the Network's weaknesses?

I feel that since this is such a heated issue and since there are so many economic interests involved and all that, one would like the work to be more aggressive, but since one also works in a public institution and knows how it is, the budget also limits many things, and the times in which they can be done, for example, it is always a controversial issue that if there is no money for the work, who has to provide it. And for example, when I was asked about the institution's support to the Network, for example, we cannot give economic aid to the Network, because our function is health and we cannot divert resources to make brochures and to do this kind of things, so many times what one feels is that the Network is created, but it is not given the financial content to work, So the work is slower because we depend on how the resources are obtained and which institution can provide them. In addition, the industrial sector, I would not say, but the tourism sector and all the businesses in this area are very hard to provide financial resources, there are a few that collaborate and most of them do not, so it always falls on the same people, so this has limited the work a little, because the activities take a long time to get the financing, so one would expect the work to be more aggressive, so maybe the slowness of the Network's operation would be one of those weak points and mediated because when handling public institutions, it is limited to the public administration law and all the other laws that we have on top of it, The local government says that because the hospital does not collaborate, because IMAS does not collaborate, and then many times one would think that it is the local government that has to collaborate more, on the part of the Municipality, because they have more freedom to designate their resources to certain activities, so I think that this is one of the points that slows down the Network.

What has been the main achievement of the Network?

I believe that the main achievement is that we have been able to form a work team, which is important because even though we have not been able to carry out many activities, at least we already have a team that is taking on a working role. For example, we have already identified the people and the functions that each one has to perform, they are already meeting periodically, the work is already established and they are even divided into work teams and that is the main achievement.

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There have been activities in schools, trainings that have been given here, activities in certain places, a publicity campaign that is quite advanced, but the most important thing is that we have been able to put together this work team, which has cost a lot, in fact it has cost a lot.

How do you envision the work in the future?

Sometimes in the medical sessions, after we have meetings, I usually comment to the other colleagues that although they have been living here for years, they are not aware that this problem exists in the community, so it seems to me that this is a part in which the network has to dedicate itself to this, to publicize this part, both in terms of prevention in children and adolescents and that the population itself does not deny that they have these problems, because when you talk to them about it, they make frightened faces and wonder how it is possible that these things happen, and in reality this is the work that has to be done, both prevention in children and adolescents, and that the community learns what to do in this type of situation.

Observations, recommendations

In fact, basically, it is important to establish the work budget beforehand, not to say what we are going to do and then look for the money, but to see what resources we have and how we are going to invest them, which I think is fundamental, then aggressiveness in the work, we have to be more aggressive, the issue demands that we be more aggressive in the matter, that is, we cannot just stand there analyzing and analyzing the situation, we have to go out and work more.

Then we have to train the population more so that they can detect these types of cases and that they are adequately prepared to detect them and that they know what to do and that everyone knows the flow they have to follow to make the reports, we have worked on that but we still need more. And then we also need to carry out more activities with the community, not only with those who are involved in sexual exploitation, but also with other members of the community, which is important, even to identify social actors who can help.

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Name of person interviewed: 6 Place of work: Judicial Branch
Date of interview: November 01, 2010

How long have you been part of the Network?

I started working last year, I don't know the month, but about a year ago.
What was the reason for joining the Network?

It is a mandate, it is an obligation, the Judiciary and the Office specifically of Social Work and Psychology, to attend CONACOES, mainly the commission itself and in the networks there will be colleagues who have to participate in this case we decided that Social Work would be in charge of attending this Network.

Before joining the Network, were you aware of the issue?

Yes, let's say at the level of training during university, these are topics that are always explored in different interventions or investigations and already in the professional practice for the reception of complaints, in the accompaniments that are made to the prosecutor's office, complaints of this type have been attended, for commercial sexual exploitation.

What was the reason for the creation of the Network?

In fact, it is part of a National Plan for the eradication of commercial sexual exploitation.

What is the purpose of the Network?

Well, the Network has two objectives, one is prevention, so different strategies have been designed and carried out to address different populations, mainly the most vulnerable population, which are minors; workshops have been developed in schools, mainly and also with professionals who serve this population as teachers, so we have done our best to train teachers both in what is sexual exploitation as such, however in this sense there is already more clarity of what it is, and the theoretical part seems to be as clear, However, the doubts are already in the judicial part, so we have tried to strengthen this area by explaining the laws that exist, how to denounce, that they always have to be accompanied by PANI, the denunciation always goes to the prosecutor's office, which is a mandate of the prosecutor's office, and for public officials to always make the denunciation.

And the other objective is that of care, which is expected to work in alliance with adequate communication to assist minors who are in this condition of commercial sexual exploitation.

What would it be like for you directly to work at Red en Quepos?

Well, I think there has been a lot of talk about networking, and the theoretical part of it is very appropriate because it involves various actors joining their efforts, their fields of action and defining lines of intervention in a more integral way. I believe that this is the main objective, however, when it comes to operationalizing this effort, it is the most complicated part.

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Has networking been achieved?

Many efforts have been made, many advances, let's say I can tell you that there is adequate communication with PANI, with the Fund, with the Prosecutor's Office and Social Work of this department, I feel that it is adequate, with some people from the Ministry, efforts have been made, and I would see the experience as a successful experience in that sense, however, there are still many things to be done.

What activities have you participated in since joining the Network?

Well, in the attendance to the monthly meeting, workshops have also been created and have been carried out, let's say for the methodological design, the theoretical part to students and teachers, then we are implementing the design of an advertising campaign on prevention, it is aimed at the underage population, and mainly a market that we want to capture is that of tourists and we also have to work with hotels and cab drivers who sometimes are an intermediate bridge, so it is an important population that we are trying to address and the general population in Aguirre.

What is the importance of having a Network in Aguirre?

Quepos has socio-demographic conditions that make it a canton at risk, and this is one of the phenomena that may affect them the most, I think that the most important part of this issue is that the people themselves recognize it as a problem, because sometimes it is so incorporated that for example underage people, fifteen year old girls, maybe very pretty, hang out with people as old as forty, fifty years, in discos, everywhere and nobody says anything, However, this is the most difficult part or the biggest challenge, because perhaps they are things that are incorporated, an adult person can go around with fifteen year old girls and they say that a person is a very heavy person, so obviously the work in this sense is very difficult.

Does your institution support the Network?

Well, the Judicial Power is in charge of the judicial process of these cases, and that is very important, although it is true that it is a crime, so that implies that we are working with this population. From the department of social work and psychology we create a program of attention to people who are victims of sexual crimes, to all of them, among them, obviously to those who are victims of commercial sexual exploitation, so the idea is to make a socio-educational process and strengthen important areas and to keep them informed of the process, in this case it is important to work with other institutions, because the psychotherapeutic part, if necessary, if we work with other institutions is not ours.

Is there an internal plan on CSEC in your institution?

There are protocols, this one for attention in cases of sexual crimes, so the prosecutor's office knows what to do, social work also and specifically, the department of Social Work and Psychology, has this program of accompaniment in situations of child-juvenile violence and this corresponds to article 123 of the Childhood Code and others that oblige the department to provide this type of support in cases where minors are victims of a crime.

What strengths do you see in the Network?

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Well, we have completed clear objectives, lines of action that have been fulfilled, most of the activities have been carried out quite satisfactorily, there is a commitment from some institutions that has made it possible for the work to work, communication between different sectors has improved, whether public institutions, NGOs that have provided resources for this to happen, it is trying to project itself more to the community, which I believe will be reflected in the campaign when it starts, possibly in December, and the channels of communication, the people in contact, that is a good resource.

What weaknesses does the Network have?

Mainly the weakness I find is the lack of commitment, or I don't know how to say it, or of some colleagues who participate in the Network of some institutions that are fundamental and who do not attend, who I imagine consider that perhaps the work that is done is not significant, and what this does is that we recharge ourselves a lot, other colleagues who do attend, when it could be more delegated, more organized, more equitable. However, most of the activities are always carried out by the same people and that is a problem because even from my action plan, from my PAO I do not have economic resources, nor do I have preventive work from the communities because my work does not require it, but nevertheless I carry them out and I do them to support the Network at times and perhaps colleagues who do have the possibility in their own operational plans do not carry them out because they do not attend.

What has been the main impact of the Network on the community?

I think that perhaps mainly having achieved the participation of some private companies in this type of problems as attention to the phenomena, such as the local chamber of commerce that has been participating lately, we have had the support of hotels and a chamber of a tour company that is the main link with the hotel sector, so that has allowed us to strengthen the line of action between the public and the private sector, because we go because it is a mandate, but in their case it has been more of a conviction and they also have all these social responsibility plans and at the hotel level they give them certain benefits if they define themselves against commercial sexual exploitation, but let's say that has been one of the achievements that I could value more, however obviously we have to recognize, as an active participation of maybe ten people, fifteen people, maybe it is not what one would like, but we have to recognize it as something positive.

How do you envision the Network in the future?

Well, at this moment it is uncertain, because the Plan Against Commercial Sexual Exploitation is about to end, so it seems that political interests are directed towards other sectors, now they are with the solidarity communities, so politically it seems that it is no longer an interest as such to remain within the Network, but it has not yet been defined, well at least I still do not know what is going to happen.

If the existence of a Network ceases to be a political priority, what would happen?

Well, we haven't talked about it so far, because the situation is uncertain, it could work, however it is complicated because how do I justify my time to attend a

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Network when it is not an institutional mandate, it would have to be outside working hours, which in my opinion would be worthwhile and everything else because it is an important phenomenon to address, but if people do not participate being an institutional mandate, I believe that they would do it even less voluntarily. Even in order to transfer resources, at some point there are colleagues from PANI, from the Women's Office, from the OIJ, who transfer resources and justify why they respond to this Plan, however, if it is not a political mandate there would be no possibility of paying for things, which is very necessary.

Observations, recommendations

I believe that the main recommendation, unfortunately, is due to a personal characteristic, even a professional one, it is a question of ethics, it is an ethical and political project that the officials have, unfortunately there is no mandate that can solve it, but it is the commitment and the will to work, to delegate and to assume functions, only in this way it is possible to carry out a network work, But unfortunately, no matter how hard we try and no matter how well drafted any program, any plan, any social policy is, if there is not this ethical and political project of the officials, it does not give good results, so I think that at the level of the guilds, mainly of the social sciences, which are the ones that deal with this type of situations, maybe we can cause more reflections and strengthen these areas so that there is really a commitment.

Do the rest of the staff have any knowledge on the subject?

Well, mainly the situation is dealt with by prosecutors who are law graduates and know the legal part, just like in the OIJ, the legal part is very clear, but perhaps what is sometimes missing is that there is a greater awareness of the issue which is so complex and of the position of the people and users as victims, and what comes with it are consequences such as machismo and all these situations which are important to work on and to have very sensitive colleagues in dealing with this population, Maybe in some cases we can talk about weaknesses, maybe I could not say that all colleagues have this incorporated, some do, but I could not say that it is a matter of promotion or interest, there are colleagues who seek a lot of information, they are trained a lot, because they know that this is the population they have to work with, however it depends on each one of them. The institution as such also makes efforts to train in gender, there is a gender secretary who tries to work on issues related to violence, at some point there have been workshops on masculine issues, as a way to demystify some things, but more on a personal level.