Unfinished Business

Ending Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes

ECPAT International Strategic Framework 2015 – 2018 and beyond
As our most precious resource, children deserve our protection, leaving them free to enjoy their childhood and innocence in safety. Indeed, the best measure of any society is how it cares for its children, how it invests in their education, health and happiness and shields them from harm.

Yet, the sexual exploitation of children is a growing scourge, in rich and poor countries alike, with the perpetrators of this crime aided by expanding online opportunities and the sense of anonymity and impunity these create. They prey on vulnerability – a common pre-requisite for the sexual exploitation of children.

Despite real progress in the promotion of children’s rights worldwide, we are seeing one shocking example after another of the institutional abuse of children, often at an extraordinary scale and often concealed by those with a duty of care. Child-sex scandals involving celebrities and stories of sexual abuse in some families seem all pervasive in media coverage that sometimes crosses the line between public interest and voyeurism.

It seems that, in some cases, social attitudes ‘permit’ sexual exploitation, while a ‘normative’ tolerance of such exploitation can be seen in the lack of effective social policies, legislation, prevention and policing. Clearly, the levels of funding to prevent exploitation are woefully inadequate, as is the political will to tackle the issue.

If we are to stop the commercial sexual exploitation of children (CSEC) that is fuelled by the speed and power of the internet, we need a step change in effort, collaboration and focus to get ahead of the curve. Police and other agencies do not have enough resources to address the full scale of the abuse; prevention is absolutely critical and requires far more advocacy and pressure from all quarters, from national leaders to civil society, and from government ministries to local communities.

This Framework aims to address the huge increase in CSEC and the challenge of its ever-changing nature as a result of growing internet access. ECPAT pledges to improve its knowledge to help its members and others to fight CSEC, and to continue to provide leadership and convene key stakeholders. This means making significant investments in partnerships to bring together disparate information based on hard evidence to enhance our understanding of this diffuse and pervasive abuse.

The Framework proposes a Global Campaign that will cover as many countries as possible and addresses all forms of CSEC, through a combination of high-level lobbying, a coherent network-wide media strategy, strong alliances and a clear focus on results. ECPAT will retain its unique role, monitoring the progress of governments on the implementation of their commitments to tackle CSEC, and will be tougher and more vocal, with stronger campaign work that focuses on the need to address the availability of online material that harms children.

If we are to achieve our goals, we must work together more effectively than ever before. This, in turn, requires increased capacity within the ECPAT Secretariat to support the membership, to take the lead on global issues, to develop and strengthen the ECPAT International (EI) Network and to support the focus on results. We also need to ensure that the voices of the children we serve are at the heart of all that we do and that they are heard – loud and clear – by decision-makers and bureaucracies.

This Strategic Framework reaffirms our commitment to these children and to making a difference. It is a major step forward in a process that will, with the support of all Network members, strengthen the impact of ECPAT for years to come.

Carol Bellamy
Chair of ECPAT International Board of Trustees
Vision and Mission

ECPAT is a global network of organisations and individuals working together to eliminate child prostitution, child pornography and the trafficking of children for sexual purposes. ECPAT seek to encourage the world community to ensure that children everywhere enjoy their fundamental rights, free and secure from all forms of commercial sexual exploitation.*

ECPAT International (EI) is comprised of 86 network members in 78 countries and is governed by a Board of Trustees, elected every three years by the International Assembly of ECPAT groups. Network activities are supported and coordinated by a Secretariat based in Bangkok. EI has Special Consultative Status with the Economic and Social Council of the United Nations (ECOSOC). Governments and civil society worldwide often seeks out EI's technical expertise, recognizing EI as the foremost international CSO network dedicated to the fight against the commercial sexual exploitation of children (CSEC) specifically.

* Includes child prostitution, child pornography, and child trafficking and sexual slavery, sexual exploitation of children in travel and tourism and early or forced marriage of children.
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1. Introduction

1.1 Purpose

This Strategic Framework aims to provide inspiration and guidance for the collective work of the ECPAT Network to ensure that it has as big an impact as possible on CSEC. Through the consultative planning and decision-making process that has been used to build this Framework, it is hoped that members of the ECPAT Network can share a common understanding of the challenges ahead and can fully or significantly align their own Strategic and Operational plans (including their commitment of resources) to the Framework. The intention is to build on our collective strength combined with our flexibility to work locally, regionally and globally.

1.2 Approach

The Framework combines learning and analysis from the members of the ECPAT Network with expert input from various sources. It draws heavily on the Network’s regional consultations, and a ‘think-piece’ that provides the External Scan of the environment in which we are working. The voices of children and young people have been included via some of the regional consultations and through other consultations to gather their perspectives.

The proposals have also been discussed with a specially convened Experts Group and with key stakeholders. Their thinking and proposals have been incorporated into the Framework through an iterative process, mediated through the ECPAT International Management Team.

1.3 Scope

The use of the term Strategic Framework takes account of the fact that ECPAT is not just one organisation with a single plan. Including the Secretariat, it consists of over 80 organisations and coalitions; the challenge is to produce a plan that is inclusive and comprehensive, while being directional but not directive.

The Strategic Framework is about setting collective priorities and focus, while allowing for diversity and priorities dictated by local contexts. The aim is to get the best out of being both global and local.

The Framework will define the work of the Secretariat, outlined in its Operational Plan. A critical issue for the Secretariat is the level of focus. What is new work versus existing work? What are we dropping? How is new work to be funded? Is there enough staff capacity to manage the breadth and complexity of the task ahead? These questions will be addressed in an ECPAT Secretariat Operational Plan, to be developed after the Strategic Plan is approved.

1.4 Planning cycle and language

The Strategic Framework is intended to run between 2015 and 2018, and is designed to be approved at the three-yearly International Assembly. It is proposed to build in a Mid-Term Review in 2017 that could roll the Framework over for another three years (i.e. from 2018 until 2021) with minor adjustments to indicators, etc. and subject to approval of the Assembly in 2018. It is also proposed that the ECPAT Secretariat develops two-year Operational Plans within the Strategic Framework, allowing for more ‘doing’ and less planning.

The term Change Goal aims to sharpen our focus on the outcomes of our work and (hopefully) its impacts (or changes in children’s lives). Each Change Goal should outline the following: its Rationale (how it addresses the Theory of Change,), Scope, Approach, Objectives and Measures of Success.

1.5 Guide to the Framework
This Framework begins with the global context; first, the External Scan; second, the regional perspectives and analyses, the challenges they pose and the opportunities they present; and third, the organisational context.

The second part is ECPAT’s Theory of Change (or rationale for the chosen interventions), and a summary of the four external Change Goals that respond to this. These are based on an understanding of ECPAT’s comparative advantage and on learning from the previous Strategic Directions (current Strategic Plan) document, and outline what we want to change over the next 3-6 years.

The Framework then describes how we mean to achieve each Change Goal, with their SMART objectives framed in the Operational Plan.

The measures of success for each Change Goal specify the key outcomes and impacts we expect to realize in the life-time of the Framework.

There will be a fifth internal Change Goal on the Secretariat’s own organisational development. This will be addressed in the Operational Plan.
2. Executive Summary

The Commercial Sexual Exploitation of Children (CSEC) is a highly complex phenomenon, and one that is growing, evolving and mutating into different kinds of exploitation that are increasingly violent and more extreme. It has devastating consequences for millions of children across the world. It remains one of the world’s most pressing examples of ‘unfinished business.’

CSEC is criminal, taboo and often hidden. It is, therefore, very difficult to quantify and research. One result of globalization is that offenders can move around the world to evade legislative and law enforcement measures. In addition, proliferating ITC channels offer a sense of anonymity that has enabled ‘communities’ of offenders to trade, find ‘validation’ and explore ever-more extreme behaviour. On-line activity in all forms of CSEC has left ECPAT (and others) operating in a constantly changing paradigm.

This Strategic Framework is about creating a step change that will propel us towards the ending of CSEC.

2.1 Global context

Are we winning the battle?

In our increasingly liberalized world, CSEC is a significant, widespread and global problem. But without a reliable or scientifically derived base-line, it is difficult to know with certainty whether the scale of CSEC is increasing and, if so, by how much.

There are, however, some global trends that support the hypothesis put forward by experts consulted during the process of preparing this Framework: that the magnitude and scope of CSEC is expanding, largely as a result of the growth of internet access and opportunities to produce, obtain and disseminate child sexual abuse material, or to facilitate access to vulnerable children.

Increases in social inequality, migration, conflicts and violence, as well as natural disasters have all heightened the risk that children are trafficked and/or sexually exploited. What seems indisputable is that the vulnerability of children to sexual exploitation has increased and – without a dramatic step change in prevention and response – is likely to increase further. The sheer scale of online abuse, (which is being measured,) provides strong support for this outlook.

The changing nature of CSEC

The strengthened international legal frameworks and universal definitions that have come into force are under scrutiny because of distinctions in their terminology related to CSEC. For example, the different definitions of ‘commercial sexual exploitation of children’ (CSEC) and ‘child sexual abuse’ (CSA) and the relationship between them have been much debated, with some in the sector stressing the importance of the commercial element as it emphasizes the ‘commodification’ of children. While there are clear overlaps between children who are sexually abused and those who end up in commercial sexual exploitation, there is an implication that CSEC and CSA may require different responses.

The rapid and exponential increase in child abuse materials (often produced in a non-commercial context) also highlights a trend towards the sexual abuse and exploitation of ever-younger children. Similarly, the continued focus on sexual exploitation of children in travel and tourism or through trafficking raises questions about the victimization of all groups of children, including those who are older, those involved in transactional sex, or those who are part of more ‘hidden’ groups such as transgender children or adolescent boys. Here again, internet access facilitates their exploitation in new and constantly changing ways.

The limited targeting of the wide range of potential intermediaries, traffickers and exploiters means that the rate of criminal convictions of perpetrators remains low. Law enforcement agencies simply do not have sufficient resources to address the scale and changing nature of CSEC.
Obstacles to protection and recovery for CSEC victims
Gaps in conceptual clarity and language on the one hand and in programmatic interventions on the other are all barriers to the development and delivery of more effective CSEC policies and interventions. There is also a lack of objective evidence on what interventions work and a lack of the reliable research that is needed to generate baseline data, set future targets, measure impact and identify good practice and lessons learnt.

Demand and offender profiles
Few projects have taken a comprehensive approach to the reduction of demand for sex with children (including projects to address the role of intermediaries). At the same time, offender profiles are very varied. While paedophiles and preferential abusers still attract the majority of media attention (and often law enforcement), much of child sexual exploitation is of post-pubescent adolescents by men who are not paedophiles and who have not specifically sought children for sex. Furthermore, while offenders are overwhelmingly male, some emerging commentary suggests that female offending is on the rise. In addition, labeling juveniles themselves as sex offenders could have negative consequences for their rehabilitation.

The role of the State and non-State political actors: accountability for the protection of human rights
Even though State Parties to the Optional Protocol Sale of Children, Child Prostitution and Child Pornography are committed to protect children’s rights from all forms of sexual exploitation, it is a country’s national political and policy environment that shapes CSEC outcomes. International human rights processes and mechanisms do not monitor CSEC as effectively as required or always condemn, sanction or seek remedies when States fail to protect children from serious rights violations, including sexual violence and sexual slavery.

International human rights instruments recognize that child rights can be violated by non-state actors, such as the private sector but recent efforts to impose international regulation and standards on such non-state actors have remained limited, probably because of their voluntary nature. Business as a whole needs to take more collective responsibility for the monitoring and prevention of CSEC, whether through bodies such as the Global Compact or the Global Reporting Initiative, and for contributing to support for survivors.

Allies and alliances
The engagement of a wide range of NGOs and other civil society organisations working against CSEC provides opportunities for new forms of collaboration between different types of organisations (such as child-rights and women-rights organisations, faith-based organisations, labor unions, business associations, academia, youth clubs and others).

While governments and donors have been affected by the global recession, most regions of the world are able to report some level of bilateral, regional or international cooperation that can lead to joint advocacy initiatives, joint research and capacity building or collaborative programming.

In most regions, however, there is inadequate regional cooperation and initiatives on new and emerging manifestations of CSEC (such as online sexual exploitation of children) and in promoting meaningful child and youth participation (especially the participation of CSEC survivors).

The rights of child victims
Recovery, reintegration and child-sensitive justice approaches that enable child victims to claim their rights to special protection have yet to be developed. Innovative approaches are just starting to be explored but there is no single formula for response as each child’s experience is different. There is, therefore, a pressing need to develop more flexible rather than standardized approaches.

‘What gets measured gets done’
A range of sectors need to get a grip on the extent, nature and emerging trends of CSEC globally, nationally and regionally. This requires shared conceptual clarity, (e.g. legal activity versus illegal, international versus national, etc.) and a commitment to greater collaboration on evidence-based
research and monitoring by ECPAT members and others. In other words: a commitment to measurement. This is essential to maintain political and public momentum in fighting CSEC but requires a flexible approach to research that is group under a broad ‘umbrella framework’ of agreed concepts, definitions and language, allowing for mixed-method research approaches that are appropriate to their context, and enabling a convergence of existing resources.

Regional context: priorities identified by the ECPAT Network

Regional Overviews and Consultations on the sexual exploitation of children, combined with a review of supplementary documents, including the mapping network survey (2013), identified the need for a two-pronged approach for each region:

2.2.1. The establishment of a network development strategy that would:
- address ECPAT’s limited geographic presence by expanding the impact of ECPAT’s reach (more countries, greater capabilities, greater clarity on roles)
- provide clarity on the role of coalitions and criteria for affiliation
- assess the quality, reach and impact of the current network
- establish criteria and strategies for upgrading membership.

2.2.2. The design and implementation of thematic areas and innovative strategies that are adapted to the evolving and complex nature of CSEC to generate change across regions

ECPAT also needs to develop future strategies that maximise its impact against CSEC, such as:

- data collection, research and documentation of good practices using common concepts, definitions and language
- capacity-building of members to increase the Network’s capabilities
- the development of tools and methods for identification, reporting, recovery, re-integration and access to justice
- the development of more effective advocacy: global, regional and national
- enhanced collaboration through partnerships
- improved public awareness-raising/education and other vulnerability reduction strategies
- heavy investment in child and youth participation: the specific role of CSEC survivors must be addressed so that they increasingly become agents of positive change.

2.3 Organisational context

ECPAT is highly respected by donors, the UN and other key stakeholders, such as Interpol, and has a unique status as a CSO Network with a CSEC monitoring role mandated by the processes of the three World Congresses against the Sexual Exploitation of Children.

ECPAT is rebuilding from a period of internal tension and financial difficulty. Having won the Hilton Humanitarian Prize in 2013, there are now short-term resources in place to expand staffing that is focused on online, legal, and child victims/survivors, and on CST research which should, in turn, be attractive to donors.

There are, however, a number of challenges. Resources are insufficient to cover both the growing demand from members for support and expectations for increased advocacy as CSEC spreads and mutates. ECPAT depends on one-off grant-funding. More sustainable fundraising is, therefore, a priority.
Given the globalization of CSEC and its ability to move around to avoid the authorities, the ECPAT Secretariat and the Network members need strong collaboration that plays to their collective strengths, ensuring greater coherence, consistency and strategic pressure on decision-makers. Developing the Network (more countries, greater capability, and role-clarity) is another priority.

2.4 Theory of Change

ECPAT’s Theory of Change (TOC) assumes that it is dealing with a growing, mutating global problem, and that its response and interventions must therefore be agile, multi-faceted, multi-country, multi-modal, and involving many actors. Having a mandate from the international community to monitor and draw attention to CSEC, ECPAT needs global reach and capacity beyond national borders. This is even more the case with the ubiquitous presence of CSEC on the internet, a factor which has moved CSEC in all its forms into a new paradigm, one where offenders operate with anonymity and impunity.

That is why the global EI Network is critical to EI’s overall progress. The Network offers global focus combined with diversity of national action to suit local contexts. But it needs to be even stronger and more mutually accountable, with members holding themselves to agreed standards. Collectively ECPAT needs to ensure that civil society groups that are working to end CSEC are present in all countries, and particularly where CSEC is most prevalent. The Network offers global focus combined with diversity of national action to suit local contexts. Given the global scale of the problem compared to the meagre resources available, it is essential that the Secretariat and the Network operate in complementary and synergistic ways, with each clear on roles and responsibilities to achieve maximum impact.

The EI Secretariat and Network needs to understand what is actually happening to children in real-time, and identify and analyze latest trends for actors who need such information, such as those charged with legislating and developing policy on this issue. This knowledge creation needs to be informed by high quality information and research from national ECPAT members.

Maintaining and increasing the interest of States and the multi-lateral system is critical and requires public campaigning pressure, combined with high-level global, regional, sub-regional and national advocacy, both of which should be underpinned by the voices of children who have become victims of CSEC. Whilst the role and success of the previous World Congresses is acknowledged, such large gatherings are no longer felt to be the most effective way of sustaining public pressure over a long period, especially in the rapidly changing CSEC context. ECPAT needs to develop multi-year global campaigning to respond.

2.5 Change Goals and Objectives.

Four interlocking, overlapping and interdependent Change Goals (Figure 1) form an integrated strategic framework focused on:

1) positioning children’s voices at the heart of the ECPAT network to improve the lives of child victims and survivors, backed by ...

2) campaigning and advocating for a much stronger preventative approach against all manifestations of CSEC that is, in turn, grounded in ...

3) leading-edge research and knowledge and made possible by ...

4) a stronger network.
Figure 1: ECPAT’s Change Goals

- **Global Campaign:** media and partner driven, high-level lobby-focus online, prevention, watchdog role.
- **Children’s voices at the heart of ECPAT Network:**
  - Development of Network: expansion, capacity building, connect through campaigning.
  - Knowledge Creation: policy forum, "umbrella framework," brokering research, dissemination of knowledge.
GOAL 1. Put children’s voices at the heart of the ECPAT Network

- Ensure that children’s voice is the ‘lens’ for all ECPAT Network advocacy.
- Ensure, as a global imperative, more effective actions towards the identification and rescue of children, including online victims.
- Ensure that victims’ voices are reflected in policy, legislation, programmes and practice in Member States where ECPAT has a presence. This should include sensitization of police and immigration officials.
- Create and gain support for a ‘Bill of Rights’ with and for child victims of sexual exploitation.

**Measures of success**

- Most ECPAT Network members incorporate victims’ voices in their governance, programmes and advocacy.
- Key Member States include victim’s voice in law, policies and programmes to agreed standards, and support the proposed Bill of Rights for child victims of sexual exploitation.

GOAL 2. Build a Global Campaign to end CSEC

- Build a sustained, inclusive Global Campaign through a network-wide Media Strategy and effective partnerships.
- As part of the Global Campaign, increase high-level global and national advocacy, with a major push to fight On-line CSEC in all its forms and sexual exploitation of children though travel and tourism

**Measures of success**

- Increased awareness and public engagement leads to better prevention, community action, and increased pressure on duty-bearers.
- There is increased action by governments, companies and other duty-bearers to take measures in the fight against CSEC, including online.

GOAL 3. Convene, broker and lead cutting-edge research, knowledge creation and dissemination.

- Build a Knowledge Coalition; act as a Policy Forum for CSEC.
- Catalyze Knowledge Creation by developing a common ‘Umbrella’ framework of concepts, definitions and language and systematic, mixed-method approaches to data collection and agreements on research ethics in relation to CSEC.
- Improve knowledge dissemination.

**Measures of success**

- EI Secretariat has lifted the quality, utility and promotion of cutting-edge research significantly to provide government, business, academics and CSOs, (including those within the ECPAT Network,) with the most useful and reliable information to fight CSEC.

GOAL 4. Develop the EI Network (more countries, higher capability)

- Clarify the governance and network model.
- Expand the Network.
- Strengthen the network through regionalization, capacity-building, and standards.

**Measures of success**

- All regions have an effective ECPAT presence, linking national, regional and international efforts, supported by the EI Secretariat.
- There is clarity on the roles of the different parts of the ECPAT Network, leading to greater collaboration and mutual accountability.
3. Strategic Framework 2015-2021 - full version

3.1 Summary of the External Scan

It is essential that the development of a new ECPAT Strategic Framework takes into account an External Scan of the environment within which ECPAT works. This part of the process of developing the Framework has been undertaken through an online literature review of CSEC-related reports, research, academic articles and journals. Together, ECPAT regional consultations, expert panels, stakeholder consultations and a robust review by different ECPAT actors have provided systematic feedback, observations and judgments about important CSEC-related developments. Despite the general lack of quality and reliable information across much of the available data, ECPAT has attempted to scan and describe the CSEC environment and identify the most important new trends, emerging issues, obstacles, opportunities and the actors involved.

The achievements of the 1990s

In the decade leading up to the new millennium, a number of key developments acknowledged the scale and scope of the sexual exploitation of children. In 1990, the international campaign to End Child Prostitution in Asian Tourism (ECPAT) was born, which has evolved to become the largest global network fighting CSEC. In the same year, the Convention on the Rights of the Child (CRC) came into force. International legislative measures were strengthened when the Optional Protocol to the Rights of the Child on the sale of children, child prostitution and child pornography came into force in January 2000.

The First World Congress against the Commercial Sexual Exploitation of Children took place in Stockholm in 1996 and gave global visibility to this extreme violation of children’s rights – a violation that had not yet been fully acknowledged by many States around the world. The Second World Congress against CSEC hosted by the government of Japan in Yokohama (2001) and the World Congress III in Rio de Janeiro, Brazil in 2008 both capitalized on the progress that had been made to date. However, World Congresses are very expensive to organize and while they may have helped to galvanize periods of increased State focus on CSEC, such periods have often been found to be ephemeral and time-bound to the World Congress events themselves.

The new millennium

The dawn of the new millennium saw the exponential growth of the online risk of sexual exploitation of children with the advent of the internet and related technologies, including inter-linkages between the demand for child pornography, child trafficking, and ‘child sex tourism’. Another key development was the growing movement of children within and across borders as globalization and migration meant that child sex trafficking became an increasingly ‘borderless’ crime. The international community responded with the adoption of more comprehensive human rights mechanisms and greater legislative measures. However, their effectiveness against CSEC is still hampered by different interpretations of definitions and poor harmonization with national laws, with most offenders continuing to go unpunished and most child victims remaining unprotected.

While the Millennium Development Goals (MDGs) that were agreed in 2000 focused the world’s attention on intolerable levels of poverty and deprivation, they failed to address the need for child protection. Furthermore, the progress of the MDGs was affected by global shocks such as the 2008 financial crisis (which reduced government and donor spending on social welfare and protection), leaving children at greater risk of abuse and exploitation. In response to these global challenges and pressures, many child rights agencies are now promoting the establishment of comprehensive, multi-sector child protection systems although care needs to be taken to ensure that ‘single issues’/thematic problems such as CSEC do not fall through the net. At the time of writing, the post-2015 agenda is being formulated and there are positive indications that one of
its targets will address ‘abuse, exploitation, trafficking and all forms of violence and torture against children.’

**The socio-Economic predictors of abuse and exploitation remain largely unchanged**

Many underlying factors make children vulnerable to sexual exploitation. The inter-linkages between socio-economic and cultural factors that converge to deny children their basic rights today are similar to the push and pull factors seen over recent decades. However, poor conceptualization and analysis plus new risk factors are believed to be resulting in an increasing vulnerability of children to sexual exploitation. Poverty, economic and social inequalities, migration, low education, HIV and AIDS, poor legal frameworks, corruption, under-resourcing of government services and the increasing numbers of conflicts and natural disasters are all obstructing the ability to uphold the right of children to protection from sexual exploitation.

**Are we winning the battle?**

There is little doubt that the commercial sexual exploitation of children remains a significant and widespread global problem, yet much of the discourse and activism on this issue has lacked empirical data and a soundly researched evidence base. Without a reliable or scientifically derived baseline, it is difficult to justify claims that the scale of CSEC is increasing. However, there some emerging global trends certainly lead to a very strong hypothesis: that the magnitude and scope of CSEC is expanding (such as the growth of the internet and increasing opportunities to produce, obtain and disseminate child sexual abuse material or to facilitate access to vulnerable children). Increased migration, conflicts and violence, as well as natural disasters have all heightened the risks that children will be trafficked and/or sexually exploited. What seems indisputable is that the vulnerability of children to sexual exploitation has increased in recent years.

**The changing face of CSEC**

The definitional differences and the relationship between ‘commercial sexual exploitation of children’ (CSEC) and ‘child sexual abuse’ (CSA) have been much debated with some advocates within the sector stressing the importance of the commercial element as it emphasizes the ‘commodification’ of children. While there is a clear overlap between children who are sexually abused and those who end up in commercial sexual exploitation, the implications of these conceptual differences are that CSEC and CSA may require different responses.

The rapid and exponential increase in child abuse materials (often produced in a non-commercial context) is also highlighting a trend of sexual abuse and exploitation of ever-younger children. Similarly, the continued focus on sexual exploitation of children in travel and tourism or by trafficking is raising questions about the victimization of all groups of children, including those who are older, involved in transactional sex, or who are part of more hidden groups such as transgender children or adolescent boys. In addition, the limited targeting of the wide range of potential intermediaries, traffickers and exploiters means that the rate of criminal convictions of perpetrators remains low.

**Obstacles to protection and recovery for CSEC victims**

The strengthened international legal frameworks and universal definitions that have come into force on this issue are under growing scrutiny because of the nuances and distinctions around terminology related to the commercial sexual exploitation of children (CSEC). Gaps between conceptual clarity, rhetoric and programmatic intervention are increasingly perceived as a barrier to the development and delivery of more effective CSEC policies and interventions. There is also a lack of objective evidence on what sort of interventions work and a persistent lack of the reliable research that is needed to generate baseline data, set future targets, measure impact and identify good practice and lessons learnt.
Demand and offender profiles

Few projects have focused comprehensively on reducing the demand for sex with children (including the role of intermediaries). Whilst paedophile and preferential abusers still attract the majority of media attention (and often law enforcement), most child sexual exploitation is of post-pubescent adolescents by men who are not paedophiles and who not specifically sought children for sex. Furthermore, while offenders are overwhelmingly male, some emerging commentary suggests that female offending is on the rise. In addition, labeling juveniles as sex offenders has potentially negative consequences for their rehabilitation.

The role of the State and non-State political actors: accountability for the protection of human rights

By signing and ratifying international and regional treaties, States are committing to protect children from all forms of sexual exploitation. However, it is the political space and policy environment (often influenced by government changes or political instability) at the national level that directly influences actions to safeguard the child’s right to protection from commercial sexual exploitation. Similarly, many are critical of the failure of the international human rights mechanisms for weak monitoring and for failing to express strong enough condemnation or enforcing sanctions and remedies when States allow serious violations of child rights.

The international human rights instruments also recognize that child rights can be violated by non-state actors, such as the private sector, although efforts to bring in impose international regulation and standards remain limited. While there are examples of the positive impact the private sector can make in efforts to stop CSEC, the gaps that still exist are most likely to be because of the voluntary nature of corporate social responsibility and the overall lack of accountability.

Allies and alliances

The engagement of a wide range of NGOs and other civil society organisations in work to tackle CSEC is providing opportunities for new forms of collaboration between different types of organisations, such as child-rights and women-rights organisations, faith-based groups, labour unions, the private sector (including business associations), academia, youth clubs, UN agencies and others. While this is most welcome, it could mean that ECPAT’s unique niche and influence could be somewhat overshadowed by the larger, better resourced INGOs that are moving into the CSEC field.

While governments and donors have been affected by the global recession, most regions of the world are able to report some level of bilateral, regional or international cooperation that could result in joint advocacy initiatives, joint research and capacity building or collaborative programming. However, there is a lack of regional cooperation and initiatives on new and emerging manifestations of CSEC (such as online sexual exploitation of children) and in promoting meaningful child and youth participation (especially the participation of CSEC survivors).

A Strategy and Technical Scan for the future

Recovery, reintegration and child-sensitive justice approaches that enable child victims to claim their rights to special protection have yet to be fully developed. Innovative approaches are just starting to be explored but there is no single formula for an effective response as each child’s experience is different. There is, therefore, a pressing need to develop more flexible rather than standardized approaches. Another serious challenge lies in measuring impact and identifying good practice and lessons learnt. Broader alliances with key international agencies, academics and research institutions can help to fill the global-level gaps in the data and pinpoint trends and approaches that could support better targeted and less ‘top down’ protection and welfare policies and programmes.
Conclusion: ‘what gets measured gets done’

It is indisputable that the commercial sexual exploitation of children remains a significant and widespread global problem and there is no doubt that both its complexity and children’s exposure to this violation have increased in recent years as a result of many interconnected factors. The continued expansion of the use of the Internet, increased migration, the negative influences of globalization and climate-related changes have all affected children’s vulnerability to CSEC.

One key area that needs a much stronger focus in the future is building more conceptual clarity on CSEC as this has the potential to shape responses and reactions. As well as investing in the clarification of concepts, more emphasis should also be put on addressing the persistent lack of empirical evidence and reliable research to inform advocacy and programming (particularly on the more hidden groups of child victims). This is essential to maintain political and public momentum in the fight against CSEC. However, there must be a flexible approach to research under a broadly agreed ‘umbrella framework’ of agreed concepts, definitions and language, which would allow mixed-method research approaches that are appropriate to different areas and enable convergence of existing resources.

Innovative approaches to improve recovery, reintegration and access to justice for child victims need to be further explored and corporate social responsibility requires consolidation as does the meaningful participation of children and youth in efforts to address CSEC.

Putting an end to CSEC requires a continuous focus and a culture of responsibility for the sustainable protection of children. This, in turn, makes it necessary to adopt new, ambitious and fully measurable approaches.

3.2 Regional Synthesis: an overview of priorities identified by the ECPAT Network

The analysis of the Regional Overviews and Consultations on CSEC, combined with a review of supplementary documents, including the mapping network survey (2013), has produced a remarkably consistent set of concerns and responses that has informed the development of this Strategic Framework. The consultations have identified the need for a two-pronged approach for each region: the development of a network development strategy and a focus on thematic areas and innovative strategies to effect change.

3.2.1 The need for a network development strategy

The ECPAT network has grown from four groups to its current membership of 86 organisations in 78 countries. This expansion has occurred without a clear vision, resulting in a somewhat disorganized approach to network development. The need for a clear network development strategy has been discussed for over a decade and ECPAT has not yet achieved a common understanding on what this means and how to expand and strengthen the existing network at national and regional levels. If the decision is taken to re-assert ECPAT’s identity as a network, significant organisational changes need to be made. This will require exceptional and concerted leadership commitment and drive, member engagement and enlightened donor support to address the following issues.

- **Limited geographic scope.** ECPAT needs strengthening in some countries and regions that have significant levels of CSEC, including the Caribbean, Middle East and North Africa (MENA), China, Pacific Islands, Nordic countries and the Balkans. This raises a series of unanswered questions. Should ECPAT be present in all countries? Should it identify and target priority countries or regions? Could greater geographic scope and impact be achieved by forging partnerships with regional and sub-regional entities? And what are the implications for the Secretariat and Network?
- **Coalitions and criteria for affiliation.** Coalitions account for 47% of the ECPAT membership. While ECPAT affiliation formerly favoured single NGOs, recent efforts have focused on building broad coalitions. ECPAT should clarify the benefits of coalitions; the criteria for encouraging coalitions versus partnerships with individual organisations; and the structure of the coalitions it wants to seek out. Diverse views remain on the merits or demerits of coalitions.

- **Assessment of the current Network.** Many ECPAT member organisations work only partly on CSEC issues, and others have a limited geographic scope. Some ECPAT coalitions include member organisations that do not contribute actively to the ending of CSEC. In these situations the involvement of other NGOs should be explored and reducing the number of organisations in the Network to only those that are the most committed could be considered. There is an evident need to assess and review the current Network and identify strategies to improve effectiveness and ensure wider impact at national levels.

- **Criteria and strategies for upgrading membership.** Affiliate groups make up two thirds of the ECPAT network and few have upgraded to national status in recent years. It has been noted that some potential candidates for upgrade do not see the value in national status. Some organisations work on issues beyond CSEC and specialization may have a negative impact on their funding. Others that are interested in achieving national status have not been supported in the process. ECPAT should clearly identify, explain and review the criteria for upgrading to national group status, explaining the advantages, roles and responsibilities involved in becoming a national group.

### 3.2.2 A focus on thematic areas and innovative strategies to effect change across regions

There is a need to design and implement thematic programmes that are adapted to the evolving and complex nature of CSEC. While progress has been made on addressing child sex trafficking, the increasing victimizations of children online and in travel and tourism have received only limited attention. In regions where child marriage is common, strategies to address situations where this constitutes or leads to CSEC have yet to be fully developed. The recruitment of children for sexual exploitation is increasing in environments that are meant to be safe and minimal efforts have been made to reduce their vulnerability in these contexts.

ECPAT needs to develop strategies that maximise its impact on a wider range of CSEC manifestations. The following key strategies are of particular relevance to the ECPAT network in the next three years.

- **Data collection, research and documentation of good practices.** The lack of data and research on CSEC hinders the effectiveness of interventions and monitoring and evaluation efforts. Research based on a refined and standardized methodology is required to provide a solid foundation for advocacy and programming. Collaborations with academic institutions, regional bodies and other institutions must be expanded. Identification, collection, selection and dissemination of good practices should be enhanced, along with the monitoring and evaluation of interventions.

- **Capacity development.** Specialized training and capacity development activities must be reinforced to support ECPAT members and enhance the capacity of other stakeholders to combat CSEC. Areas for capacity development include research and data collection, clarification of CSEC terminology, advocacy, tackling the online sexual exploitation of children, supporting the recovery and reintegration of child victims, and bringing victim’s voices into decision making.

- **Identification, reporting, access to justice and remedies.** ECPAT should develop programmes, methods and tools for recovery and reintegration; develop protocols for
the identification, assistance and protection of child victims; promote the creation of a referral system for CSEC victims; promote the creation of help lines, hotlines and reporting mechanisms; and provide support to victims to ensure their access to justice, recovery, reintegration and reparation (restitution and compensation).

- **Advocacy.** The development of an ECPAT global advocacy strategy will lead to a more strategic and systematic advocacy approach. This strategy will identify the range of duty bearers and other actors, advocacy opportunities for the ECPAT network and ways to achieve greater stakeholder accountability. Regional strategies should be focused on advocacy at regional and sub-regional institutions and enhancing coordination and cooperation.

- **Partnerships.** There is a need for enhanced collaboration within the ECPAT network and with its stakeholders. Priority must be given to: the promotion of multi-country projects; the creation of opportunities for the exchange of good practices and joint trainings; the revitalization of collaborations with traditional partners; and the extension of partnerships with regional mechanisms and entities and the private sector.

- **Awareness raising/education and other vulnerability reduction strategies.** Public education, including through media collaboration, must be enhanced. ECPAT should bring the voices of CSEC victims/survivors forward to influence policies, legislation and programmes. Awareness raising and education should extend to schools, communities, families and faith-based organisations and efforts to address the demand for sex with children should be enhanced, as well as ways to reduce vulnerabilities.

- **Child and youth participation.** The meaningful involvement of children and young people in efforts to combat CSEC, and in particular CSEC victims, must be enhanced. There is a need for technical and financial support, capacity building, the promotion of joint projects and the creation of national/regional networks of activists focusing on child victims of CSEC and children most at risk.

Network development and the need for innovative strategies adapted to the evolving and complex CSEC context are inter-related and must be dealt with jointly in this new Strategic Framework. Most priorities and related strategies identified, including the need for a network development strategy, have been recurring for several years. It is now time for ECPAT to address these issues.

### 3.3 Organisational context: ECPAT’s areas of comparative advantage and challenges

ECPAT is highly respected by donors, the UN and other key stakeholders such as Interpol. It has a unique status as a CSO Network with a **CSEC monitoring role** mandated by the processes of the three World Congresses against the Sexual Exploitation of Children. ECPAT International is a recognized authority on CSEC and provides critical support to members, partners and allies of the ECPAT network. Many of them rely on ECPAT for research, information, capacity building and there is a clear expectation that ECPAT will **lead global advocacy** on CSEC.

ECPAT is rebuilding from a period of internal tension and financial difficulty. Having won the Hilton Humanitarian Prize in 2013, the resources are now in place to build a more substantial staffing complement within the Secretariat. This, in turn, should be attractive to donors. These new resources focus on areas where there is increasing demand for action: online, legal, and campaigns. There are currently 25 staff members within the Secretariat with a budget of $3.8 million. Key donors include the Swedish International Development Agency, Irish Aid, the Oak Foundation and Air France.

There are, however, a number of challenges. Current resources are insufficient to cover both the growing demand from members for support and expectations for increased advocacy as CSEC
spreads and mutates. ECPAT is dependent on one-off grant-funding and is not set up for normal public fundraising, unlike a number of child rights organisations who are also working on CSEC and that include those that have very effective child-sponsorship programmes. These organisations are potential ‘competitors’ rather than supporters or potential donors. Sustainable fundraising is, therefore, a priority for ECPAT.

Given the globalization of CSEC and its ability to elude the authorities, it is vital for the Secretariat and the Network members to create the best possible collaboration by playing to the strengths of the Secretariat and the Network and ensuring greater coherence, consistency and strategic pressure. Developing the Network (more countries, greater capability, and clarity on roles) is, therefore, another priority for ECPAT.

4. Change Goals and objectives to end CSEC

This Strategic Framework aims to deliver four interlinked and interdependent Change Goals to address the growing global phenomenon of CSEC.

4.1 Put the voices of child victims/survivors at the heart of the ECPAT Network

Advocate for a CSEC victim-centred focus in policies, legislations, programmes and practices; ensure that children’s voices are heard; enable justice, support and healing.¹

Rationale

ECPAT is a large and diffuse network of (generally) small CSOs and coalitions. To be effective in this context requires ways of working that put the rights and interests of child victims at the centre of our work, which may otherwise become abstract and framed only in technical language and ideas. There needs to be a stronger human connection between child victims and the wider community if we are to mobilize greater support against CSEC.

Scope

This change goal is about ways of working, ensuring that there are processes to involve the voice of affected children and that there is a firm focus at the country level on support and justice. This change goal should be a ‘lens’ through which the other change goals are viewed, and it should be the means by which greater awareness of CSEC is created.

Approach

- Assess and understand the nature of victims’/survivors’ access to justice. Work through the Network to ensure that victims’ voices and opinions are taken into account in respect of policy decisions, programmes and services.
- Global and national advocacy to promote access to justice, the right to recovery and social reintegration and compensation for CSEC victims.
- Develop and support the models of child-victims/ survivors involvement and meaningful participation.

Objectives

- Ensure that the child’s voice is the ‘lens’ for ECPAT Network advocacy. Over the life of the Strategic Framework, encourage and capacitate members to include the voice of the child, particularly child victim, in their advocacy efforts.

¹ Note on language: Use of the term ‘victim’ can be construed as disempowering and denying a child agency and dignity. But some children have clearly experienced such a loss, and it is not the intention to diminish the trauma of being a victim. Others may not see themselves as such, but rather as ‘survivors’. Children who once were victims may not wish to be labeled as such as they become older. This Framework uses the term ‘victim’ taking these factors into account.
• Ensure, as a global imperative, more effective actions to identify and rescue children, including online victims, backed by advocacy for greater resources and efforts in this area, using the complementary strengths of the Secretariat and its access to various stakeholders and the reach of the Network. Advocate for the adoption at international level of the ‘Global Imperative’ Indicator.

• **Ensure victims’ voices are reflected in policies, legislation, programmes and practices in States where ECPAT has a presence.** By 2016, complete a stock-take of existing approaches of States where there are ECPAT Network members or coalitions. Develop a Victim’s Voice policy framework for duty-bearers to be trialed and rolled out in the second phase of the Strategic Framework (2018-2021)

• **Create a Bill of Rights with and for Child Victims** (a possible Campaign policy objective) educating child victims about their rights to remedy and reparations, specifically access to justice, recovery and reintegration, and compensation.

**Measures of success**

• Most ECPAT Network members have incorporated victims’ voices in their governance, programmes and advocacy.

• Key Member States include victim’s voice in law, justice system, policies and programmes to agreed standards, and support the Bill of Rights.

**4.2 Build a Global Campaign to end CSEC**

The ECPAT Network will develop a comprehensive *Global Campaign* at global, regional and national levels aimed at ending CSEC, and supporting human-rights mechanisms through the monitoring of their effective implementation. This would be in lieu of a Fourth World Congress.

Specific policy objectives will be developed across the EI Network and with partners and stakeholders as part of the campaign design process (e.g. promotion of universal ratification of OPSC.)

**Rationale**

Through three previous World Congresses, ECPAT (together with UNICEF, Child Rights Connect and the host governments) has built awareness of CSEC and commitment to end such exploitation. But in a world of many urgent challenges, constant effort and focus is needed to maintain this progress, and to expand it in the face of a rapidly changing problem.

Recent history shows that large global conferences no longer produce sufficient political commitment to address pervasive and intractable issues, such as CSEC. An ongoing and multi-year Global Campaign would give ECPAT a chance to work in a more sustained, flexible and inclusive way. Such a Campaign should build a combination of interventions that lead to greater awareness, monitoring, prevention, protection, deterrence and through other stakeholders, prosecution.

This is critical because of the increasing level of CSEC and the changing nature of CSEC, particularly online, which cannot be addressed by one-off events.

If ECPAT is to fulfil its mandate, there is an urgent need to expand the work into countries where there is no ECPAT member or equivalent organisation. Given that a fourth World Congress is unlikely to occur in 2016, ECPAT needs to use its convening power and mandate to monitor CSEC in creative and effective ways. The Global Campaign would bring CSEC to the World, rather than the other way around.
**Scope**

This would be a Global Campaign to end CSEC, co-created among ECPAT Network members, coalitions, allies and other key stakeholders in the CSEC arena. The campaign would run for at least six years, and may vary its focus and emphasis as changes to the external context may dictate.

The Campaign would be a vehicle to rally the Network, build the capacity of members and focus energy on ending CSEC. It would create public pressure to push governments harder to meet their responsibilities on CSEC, and create political space for stronger action. It would aim to change the ideas, values and beliefs that ‘permit’ CSEC. It would require a clear delineation of roles and responsibilities between the Secretariat and the Network members and coalitions to enable synergies, mutual reinforcement and building collective strength.

**Approach**

- Multiple intervention approach (alliances, media, social media, high-level advocacy, celebrities etc.)
- A big push against online CSEC would involve intensified engagement with ITCs, regulators, etc. on technical possibilities, but would also put pressure on companies to do whatever they can to assist in a coherent and coordinated way.
- The Global Campaign would be co-created with the ECPAT Network but also large child rights INGOs and other stakeholders (e.g. ISPCAN, UNICEF) to design, to identify political objectives and strategies (e.g. ratification of OPSC).
- Early involvement of key governments would be needed to provide financial and political support.
- New instruments for programmes and advocacy would be created (e.g. Global Study on the Sexual Exploitation of Children through Travel and Tourism, and Global Report), existing opportunities would be used (such as, the Day of African Child, World Health Assembly Global Plan of Action on Interpersonal Violence, Day of Prayer and Action for Children, Days of General Discussion on the rights of the child of the Human Rights Council and the UN Committee on the Rights of the Child, ISPCAN Congresses, Global Child Forums, etc.).

**Objectives**

- **Build a sustained and inclusive Global Campaign through a network-wide media strategy and effective partnerships**

  ECPAT will work with all relevant stakeholders to design a unifying Global Campaign, which will renew world commitment to ending CSEC over the life of the Strategic Framework. The intention is to launch the Global Campaign in 2016, with the Campaign fully operational by 2018.

  The Global Campaign will aim to achieve a number of concrete political objectives, policy changes and programme outcomes, which should be defined by a co-creation process with stakeholders and allies. It is intended that this process will improve overall collaboration both across networks, and between the ECPAT Network and the Secretariat.

  To deliver such a Campaign it will be necessary to develop a network-wide media strategy with increased EI Secretariat capacity for hard news in mainstream and online media, through a network of interested journalists and bloggers, etc., both to drive international messaging and to coordinate and support the complementary capacities of Network members.

  This will require an agreement across the Network to build a network of media staff, regular and effective internal communication, updates, jointly planned media releases and events for ECPAT globally and locally. Translation into ECPAT languages will be a key requirement.
The campaign will work through **strategic partnerships** at all levels; international law through the UN, actions by regional bodies (e.g. AU, OAS, SAARC, ASEAN) national governments, support from the private sector, the media and the general public.

By 2016 it will be important to have built stronger partnerships and alliances with partners other than CSOs to keep CSEC on the global agenda; i.e. governments, IGOs, INGOs, businesses. The assumption is that governments alone cannot achieve major results on global problems such as CSEC. An option may be to develop regional and national partnerships, such as CSEC Roundtables, in which stakeholders may bring peer pressure to bear.

- **Increase advocacy globally and nationally**

One major aspect of the Campaign will be an increased lobby focus on the online aspect of CSEC. The internet’s very wide availability and its relevance to all forms of CSEC (including how it may be contained, e.g. by finding ways to ‘block the pipe’ of illegal content) will be a central factor in the prevention of CSEC.

Much of the current policy advocacy (lobbying) will continue as before. This includes ongoing work with the UN Special Representative of the Secretary General on Violence against Children; the Special Rapporteur on the Sale of Children, Child Pornography and Child Prostitution; the African Committee of Experts on the Rights and Welfare of the Child; the Universal Periodic Review process of the Human Rights Council; alternative reports to the Committee on the Rights of the Child and the Human Rights Council, while strengthening Country Monitoring reports (A4As). This policy work assumes that ECPAT is positioned in a more explicit ‘watch-dog’ role, looking at the implementation gap of governments and multi-lateral institutions.

By 2016 the Campaign will require some integration of high level advocacy, in particular to engage with and recruit member states to support its objectives. The approach will be to look for ways to build synergies with ECPAT members on relevant content.

**Measures of success**

- Significantly increased awareness and public engagement leads to better prevention, community action, and increased pressure on duty-bearers.
- Governments, companies and other duty-bearers have increased their efforts to take preventative measures in the fight against CSEC.

**4.3 Convene, broker and lead cutting-edge research, knowledge creation and dissemination**

ECPAT should become a leading reference point on CSEC, known for its expertise, the reliability of its data and its leading-edge research into latest trends. This expertise and the way it is used are critical for the eradication of CSEC. ECPAT can use its **convening role** to encourage the adoption of common concepts and definitions, an ‘**Umbrella Framework**’ that should make mixed-method research and data collection more possible. As part of this leadership role, ECPAT should act as a policy forum.

ECPAT should be able to provide leading-edge research and analysis, coupled with the experience and real-time knowledge, data and case studies from the Network members. This would be collaborative knowledge creation across a network of research-based organisations and institutions, rather than a large direct investment in ECPAT’s own research capacity.
Rationale

The most important strategic gap identified in the External Scan by the Expert Group was the lack of ‘reasonable, provable, defensible research to support policy’ and advocacy work. This is a problem not just for ECPAT but for all stakeholders. While there is good data in some areas, there is a strong case for more action-focused research, that is, high quality research with practical relevance to the reality of children at risk or victims of CSEC, particularly in terms of emerging trends. Accurate information is vital to understanding how CSEC mutates. However, it is important not to attempt a one-size-fits-all approach to research and data collection. ECPAT will pursue a mixed-method data collection approach, using different frameworks for different areas of interest.

Scope

ECPAT will try to build relevant knowledge that draws on linkages with top-level researchers combined with direct experience and case studies from the ECPAT Network. The latter will involve a willingness by members, allies and coalitions to contribute on a systematic basis, which will require an upfront investment in developing the ‘Umbrella Framework’, as well as agreements on concepts and definitions, templates and tools for working together. ECPAT would not invest heavily in its own direct research capacity but rather rely on its knowledge of high-quality research already in play, as part of the ‘Umbrella Framework.’

Approach

ECPAT’s role would be to source, broker and synthesize critical information to enhance the work of all of its members and stakeholders. This would involve strengthening technical expertise across the Network even further. ECPAT would become a leading authority in exposing, documenting and disseminating emergent issues and the latest trends on CSEC.

ECPAT’s currency as an authoritative voice would be defined by its quality and its political relevance or utility, for example its ability to identify best practices in preventing CSEC, improving the quality of research in country reports, or assessing the cost of CSEC on society globally through partnerships with international agencies (UNICEF, WHO).

Objectives:

- **Build a Knowledge Coalition and act as a Policy Forum:** establish a solid research coalition and policy forum with international agencies (Save, INHOPE, ICMEC, UNODC, UNICEF, Interpol, ILO, IOM, WHO, EUROSTATS, etc.)

  By 2018, ECPAT should have research partnerships with key agencies and academic institutions to enable collaborative research on the emerging trends and manifestations/mutations of CSEC, e.g. in the sexual exploitation of children through travel and tourism, use of ICTs in Africa to exploit children, live streaming. This could be linked with CSEC mainstreaming in national situational analyses on risks and harm to children.

- **Catalyze Knowledge Creation by developing a common ‘Umbrella Framework’ of concepts, definitions and language and systematic, mixed-method approaches to data collection**

  This would allow the integration of mixed-method data collection, country-based data and case studies with research on emerging trends. Knowledge creation should also draw on the case studies and data from Network members who will be supported in developing their data collection. The intention is to have a pilot process in place by 2016 and the roll-out agreed by 2018.
• **Improve knowledge dissemination**

This would involve the development of products that support the Global Campaign, such as the indicators and index for a World Report-type advocacy document or information for awareness-raising to help stakeholders and Network members that rely on ECPAT for information on emerging trends, e.g. raising awareness on the need to change social norms and address traditional practices that contribute to CSEC (i.e. forced/early/child marriages).

**Measures of success**

• ECPAT will have significantly lifted the quality, utility and promotion of cutting-edge research to provide government, the private sector, academics and CSOs, including the ECPAT Network with the most useful information to fight CSEC.

**4.4 Develop the Network (more countries, higher capability)**

ECPAT is a movement, a Network of organisations and coalitions supported by a global Secretariat. Serious progress on CSEC cannot happen without a stronger and more effective EI Network that works closely with a stronger and more effective EI Secretariat that serves the Network.

The intention is to ensure that, given that CSEC is a global issue, ECPAT has the means to be truly global. This could mean a combination of regional, national and local NGOs working on CSEC, but also the possibility of ECPAT on-line in countries where there are no ECPAT members.

**Rationale**

The movement requires more effective global collaboration, greater shared understanding, clarity of direction and a focus on common goals. This Strategic Framework is intended to support these ambitions. There are a number of areas which need to be addressed, such as membership of ECPAT, the rights of Members versus those of coalitions, etc. While diversity is very important, too much diffusion of effort weakens everyone, and some fundamental issues can only be resolved globally.

**Scope**

This Change Goal addresses both the question of the capability of existing Network members, and the need for global coverage. Future expansion should aim to increase the number of new and strong members in new countries, (including new kinds of membership such as from the business sector). There remains a question about the need for additional members in countries where the existing member is a small CSO with limited reach, particularly if the country is very large and has a substantial CSEC problem.

Greater capacity requires commitment to quality through the setting and monitoring of common minimum standards and holding members and the International Secretariat accountable. In the life of this Strategic Framework, it will be important to resolve the governance and organisational mechanisms necessary to make the movement more cohesive, effective and accountable.

**Approach**

• The Board will empower the EI Secretariat to develop an organisational development (OD) plan to engage members of the Network in identifying and resolving blockages to effective collaboration on CSEC.
• The OD process should report to the Board for decisions. Board leadership will be necessary to strike a ‘new deal’ with the movement.
• The EI Secretariat, in collaboration with key partners, will co-create the Global Campaign with EI Network members to build a more unified and cohesive movement around content, results and leadership, rather than structures and rules.
• A learning approach will be adopted, e.g. cross-regional learning to create synergies.
• The movement will be expanded by partnering more systematically with other child rights organisations: Child Helpline International, INHOPE, Internet Watch Foundation, World Vision International, Plan International, Save the Children, Terre de Hommes, etc.
• Brand development and protection will be carried out in tandem with this process.

Objectives

• Clarify the governance and network model

The movement needs to go through a process to decide what kind of organisation –, formal network, confederation, federation– is needed to have the maximum impact on CSEC. The Strategic Framework does not assume any model.

A strategic decision is needed on whether to only admit national ECPAT members, whether to have non-branded members and coalitions, whether that would require differentiated rights and responsibilities and how decisions would be made. These issues are central to the identity of ECPAT and how that is reflected in the brand; i.e. who we are and what we stand for.

• Expand the number of Network members

Clarity about the Network membership criteria will enable new members to join and others to be sought. This could include new national members, (branded or not) and the possibility of online ECPATs that do not have a physical presence in a country (which may be more affordable.)

• Strengthen the network through regionalization, capacity development and standards

In the life of this Strategic Framework, the EI Secretariat will build on its successful regionalization approach to help strengthen national members and coalitions of the network. This will include establishing the promotion of good practice, and signing on to minimum standards, peer reviews on OD and to programmes for mutual accountability.

Measures of success

• All regions have an effective ECPAT presence, linking national, regional and international efforts, supported by the EI Secretariat.

• There is clarity of roles between different parts of the ECPAT Network, leading to greater collaboration and mutual accountability.

ENDS
### 5. Glossary

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>A4A</td>
<td>Agenda for Action from the 1996 Stockholm World Congress against the Commercial Sexual of Children</td>
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<tr>
<td>ACERWC</td>
<td>African Committee of Experts on the Rights and Welfare of the Child</td>
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<td>ASEAN</td>
<td>Association of South East Asian Nations</td>
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<td>AU</td>
<td>African Union</td>
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<td>CoE</td>
<td>Council of Europe</td>
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<tr>
<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>CSEC</td>
<td>Commercial Sexual Exploitation of Children</td>
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<td>CSA</td>
<td>Child Sexual Abuse</td>
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<td>SO</td>
<td>Civil Society Organisation</td>
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<td>CSR</td>
<td>Corporate Social Responsibility</td>
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<td>CYP</td>
<td>Child and Youth Participation</td>
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<tr>
<td>ECPAT</td>
<td>End Child Prostitution, Child Pornography and Child Trafficking For Sexual Purposes</td>
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<td>EI</td>
<td>ECPAT International (Members and Secretariat)</td>
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<tr>
<td>EI Network</td>
<td>ECPAT members</td>
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<td>EICYAC</td>
<td>ECPAT International Child and Youth Advisory Committee</td>
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<td>HRC</td>
<td>Human Rights Council</td>
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<td>ILO</td>
<td>International Labour Organisation</td>
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<td>INGOs</td>
<td>International Non-Governmental organisations</td>
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<tr>
<td>IOM</td>
<td>International Organisation for Migration</td>
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<tr>
<td>ISPCAN</td>
<td>International Society for the Prevention of Child Abuse and Neglect</td>
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<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
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<td>OAS</td>
<td>Organisation of American States</td>
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<tr>
<td>OD</td>
<td>Organisational Development</td>
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<tr>
<td>Rio Declaration</td>
<td>Rio de Janeiro Declaration and Call to Action Against the Sexual Exploitation of Children and Adolescents (2008)</td>
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<tr>
<td>RNRE</td>
<td>Regional Networking Resource Exchange</td>
</tr>
<tr>
<td>SAARC</td>
<td>South Asian Association for Regional Cooperation</td>
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<tr>
<td>SAIVEC</td>
<td>South Asian Initiative to End Violence against Children</td>
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<tr>
<td>SECO</td>
<td>Sexual Exploitation of Children Online</td>
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<tr>
<td>UNCR/C</td>
<td>UN Convention on the Rights of the Child</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
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<td>UPR</td>
<td>Universal Periodic Review</td>
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<td>WHO</td>
<td>World Health Organisation</td>
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### 6. Annexes

#### Annex 1: Strategic Framework Table

<table>
<thead>
<tr>
<th>Change Goal</th>
<th>Objective</th>
<th>Measure of success (outcomes/impacts)</th>
<th>Indicators (To be further developed in Operational Plan)</th>
</tr>
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<tbody>
<tr>
<td><strong>1. Putting Children’s Voices at the Heart of ECPAT’s work</strong></td>
<td>Ensure that <em>children’s voice is the lens</em> for all ECPAT Network advocacy. Ensure, as a global imperative, more effective actions towards identification and rescue of children, including online victims. Ensure that <em>victims’ voices are reflected</em> in policy, legislation, programmes and practice in Member States where ECPAT has a presence. Create and gain support for a ‘Bill of Rights’ with and for child victims of sexual exploitation,</td>
<td><strong>1.1</strong> Majority of ECPAT Network members will have incorporated victims voices in their governance, programmes and advocacy, <strong>1.2</strong> Key Member States including victim’s voice in law, policies and programmes to agreed standards, and supporting the Bill of Rights</td>
<td><strong>1. Number of States;</strong> coherence across government, monitoring for quality, transparent reporting of victim’s voice; adoption of Bill of Rights</td>
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<td><strong>2. Increase in rescue actions;</strong> Minimum standards for CSEC victim’s identification by different stakeholders; improved prosecution rates. <strong>3. Number of ECPAT Network members</strong> implementing child and youth participation policy Increase of involvement of children, youth groups and CSEC survivors in particular, active in ECPAT Members. Incl. governance. <strong>4. Number of children and youth involved into ECPAT activities, projects and programmes and numbers of youth/child initiatives implemented</strong> <strong>5. Number of reports</strong> to CRC Committee, UN Special Rapporteurs, regional institutions, e.g. ACERWC, IACHR, ASEAN, SAIEVAC, CoE, OSCE etc., prepared by CSEC victims/ survivors</td>
</tr>
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<p>| | 2. Global campaign to end CSEC | <strong>2.1 Build a sustained, inclusive Global Campaign</strong> through a network-wide Media Strategy and effective partnerships. <strong>2.2 Increase high-level global and national advocacy,</strong> within the Campaign, a major lobby | <strong>1. Number and variety of stakeholder involved across sectors</strong> <strong>2. Number of regions and countries in the campaign</strong> <strong>3. Number of followers / petitioner supporters</strong> <strong>4. Media coverage</strong> (number of interviews, articles, media outlets carrying campaign materials) <strong>5. Visibility of ECPAT brand and campaign materials, displays etc.</strong> <strong>6. Number of strategic litigation cases taken up by ECPAT member groups/regional mechanisms</strong> <strong>7. Law reform</strong> at the domestic level and regional level (i.e. Africa, Americas, |</p>
<table>
<thead>
<tr>
<th>Effort to fight CSEC in all its forms, including online</th>
<th>Measures in the fight against the sexual exploitation of children</th>
<th>South Asia, ASEAN)</th>
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<tbody>
<tr>
<td>8. Proportion of domestic funding allocated to CSEC related programmes</td>
<td><strong>SECO Campaign Indicators</strong></td>
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<td>9. Number of private companies partnering with ECPAT; funding, campaigning, training staff or implementing project on issues related to SECO</td>
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<td>10. Number of on-line venues displaying SECO campaign materials.</td>
<td><strong>11. Number of petition/supporters</strong> (online and in-person) supporting the SECO-related campaign</td>
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<tr>
<td>12. Number of regions and countries represented in SECO-related campaign</td>
<td></td>
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<td>14. Domestic law reform related to SECO</td>
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3. Convene, broker, and lead cutting edge research

**Build a Knowledge Coalition** to act as a Policy Forum for CSEC.

*Catalyze Knowledge Creation* by developing a common “Umbrella” framework of concepts and language and systematic, mixed-method approach to data collection.

*Improve knowledge dissemination.*

3.1 ECPAT will have significantly lifted the quality, utility and promotion of cutting-edge research, to provide government, business, academics and CSOs, including the ECPAT Network, with the most useful information to fight SEC.

1. Recruitment of Knowledge Coalition partners to develop research strategy.
2. Agreement to Umbrella Framework by experts group and other key research actors; includes child/youth perspective.
3. Number of research partnerships with universities, institutes etc. and international agencies and key individuals (on data base.)

4. Develop the Network

(more countries, higher capability.)

**Clarify the governance and network model**

*Expand the Network*

*Strengthen the network* through regionalization, capacity-building, and

4.1 All regions have an effective ECPAT presence, linking national, regional and international efforts, supported by the Secretariat.

4.2 Clarity of roles

1. Criteria for membership are refined
2. Clear defined governance and network policy is agreed by the ECPAT network.
3. Number of new members in the ECPAT’s Network
standards

between different parts of the ECPAT Network, will lead to greater collaboration, mutual accountability and impact

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<td>3. <strong>Number of members</strong> actively participating in the implementation / development of regional Strategies.</td>
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<td>4. <strong>Number of regional strategies</strong> successfully implemented</td>
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<td>5. <strong>Number of members reached</strong> through capacity building and training</td>
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</tbody>
</table>

Annex 2 Full version of External Scan – LINK

Annex 3 Full version of Regional Consultations - LINK