Multisectoral Response and Capacity Assessment (MRC) Colombia

Joint and coordinated action for the prevention, investigation, and assistance to victims of Online Child Sexual Exploitation and Abuse

FINAL REPORT

May 2022
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Acronyms:

- ANCVNNA: National Alliance against Violence against Children and Adolescents
- CAIVAS: Comprehensive Care and Research Centers for Victims of Sexual Crimes
- CCIT: Colombian Chamber of Informatics and Telecommunications
- CCSE: Child Commercial Sexual Exploitation
- CPNA: Presidential Council for Children and Adolescents
- CRC: Telecommunications Regulatory Commission
- CSAM: Child Sexual Abuse Material
- CSEA: Child Sexual Exploitation and Abuse
- CSO: Civil Society Organization
- DIJIN: Directorate of Criminal Investigation and Interpol of the National Police of Colombia
- FGN: Attorney General's Office
- ICACOPS: Internet Crimes Against Children Child Online Protection System
- ICBF: Colombian Institute of Family Welfare
- ICMEC: International Centre for Missing and Exploited Children
- ICSE: International Child Sexual Exploitation Database (from Interpol)
- ILO: International Labor Organization
- INPEC: National Penitentiary and Prison Institute
- ISP: Internet Service Provider
- MINTIC: Ministry of Information Technologies and Communications
- MEN: National Education Ministry
- MNR: National Response Model (WeProtect)
- MRC Assessment: Multisectoral Response and Capacity Assessment
- NCMEC: National Center for Missing and Exploited Children
- OAS: Organization of American States
- NGO: Non-Governmental Organization(s)
- PIFIC: Institutional Education and Training Plan
- PIPAS: Prison Intervention Program for Social Adaptation
- PNAVNA: National Action Plan against Violence against Children and Adolescents
- PNIA: National Policy for Children and Adolescents
- PGN: Attorney General's Office
- PRST: Providers of Telecommunications Networks and Services
- SIEDCO: Statistical, Delinquent, Misdemeanor and Operational Information System
- SINEJ: National System of Judicial Statistics
- SNBF: National Family Welfare System
- SPOA: Accusatory Oral Criminal System
- SRPA: Adolescent Criminal Responsibility System
- UN: United Nations
Technological tools:

- Internet Crimes Against Children Child On-line Protection System (ICACCOPS), System for investigations in P2P networks.

- Child Protection System (CPS), Software for investigations in P2P networks.

- MSAB Provider XRY: XRY is a powerful, intuitive and efficient software application that runs on the Windows operating system. It enables you to securely extract more high-quality data in less time than ever before, while maintaining the integrity of the evidence at all times.

- MSAB Provider XRY Cloud: XRY Cloud retrieves data beyond the mobile device itself from connected cloud storage using tokens on mobile devices that allow applications to function without requiring users to re-enter their login details. Login. This is particularly useful when searching for online social media data and app-based information for services like Facebook, Google, iCloud, Twitter, Snapchat, WhatsApp, Instagram, and more.

- MSAB: is the world leader in forensic technology for extraction of mobile devices. The name of the company.

- UFED 4PC, CELLBRITE: Cellbrite's mobile device forensics software solution. It provides users with a convenient, flexible, and cost-effective tool to use on their PCs or laptops.

- DME Forensis DVR Examiner: DVR Examiner is a software solution for forensically retrieving video and metadata from DVR surveillance systems. This “game changer” software can help your team save time and money recovering video evidence by recovering data directly from the DVR, bypassing passwords to recover video, including deleted video, from a suspect DVR.
Sobre ICMEC

The International Center for Missing and Exploited Children (ICMEC) is a non-governmental organization that fights against child sexual exploitation and abuse and searches for missing children in the world. It is headquartered in Alexandria, Virginia, USA, with regional representation in Australia, Brazil, and Singapore. Since its formation, it has worked hand in hand with governments, law enforcement, industry and civil society organizations in order to build institutional, legislative and public policy frameworks to protect children and adolescents against disappearance, abuse and sexual exploitation.

The work carried out by ICMEC in more than 120 countries has promoted, among other actions, the formation of local alliances for the implementation of policies for the eradication of sexual exploitation and the production of Child Sexual Abuse Material (CSAM).

These activities have been accompanied by entities such as the United Nations (UN), Interpol, the Organization of American States (OAS), and other multilateral organizations.

About the MRC Assessment

The problem of Child Sexual Exploitation and Abuse (CSEA) in the world represents a challenge for many countries that have institutional weaknesses to prevent, investigate and, care for child victims of these scourges. For this reason, in 2020, the ICMEC National Capacity Building program created the Multisectoral Response and Capacity Assessment (MRC), using the capacities of the WeProtect National Response Model (MNR) as a basis to identify the progress made, the gaps that still exist, and the corresponding recommendations to address them.

This model is multisectoral in nature since the strategic response to combat online child sexual abuse and exploitation must include comprehensive and complementary care from all the institutions involved in protecting and guaranteeing the
Introduction

Between September 1, 2021 and April 30, 2022, ICMEC carried out in Colombia the MRC Assessment for the prevention, investigation, and care of cases of child sexual abuse and exploitation online in order to identify the weaknesses and strengths of the State in addressing and mitigating this scourge. For this purpose, a consultant was hired in the protection of the rights of children and adolescents, with an emphasis on the online component, who worked hand in hand with ICMEC in the development of the final report.

This methodology from analysis provides orientation and support to countries and organization to comply with the commitment to prevent and mitigate abuse and CSEA, in a framework in which it is recognized that this cannot be addressed in isolation and a broader set of capacities to prevent and address child sexual exploitation and abuse is required to ensure a comprehensive national response. For this, the model proposes the following 21 capacities to be developed by six relevant sectors:

Additionally, the MRC methodology included the development of specific tools to identify the entities from which the necessary information was required to achieve the established objectives.

Image 1: Model National Response (MNR) WeProtect

This report contains the results obtained with these tools. Likewise, it describes the gaps detected in each of the 21 capacities contemplated by the MNR; as well as general conclusions and recommendations.
Goals

General
Develop a reference framework for the construction of a strategic plan that allows ICMEC, the Colombian government, and other relevant actors to carry out the consolidation of a Model National Response (MNR) and guide a work plan based on the gaps found to combat online sexual abuse and exploitation.

Specific
• Identify the gaps in the national response for the prevention, investigation, and assistance to victims of child sexual abuse and exploitation in Colombia.
• Identify priority actions aimed at covering the identified gaps.
• Provide inputs for the development of an intersectoral work plan for the construction of a national response to combat the abuse and sexual exploitation of children and adolescents, based on the MNR.

Public policies and governance
- Ministry of Justice and Law (Criminal Policy Directorate)
- Ministry of Health and Social Protection
- Ministry of National Education
- ICT Ministry
- Chancery
- Colombian Institute of Family Welfare
- Communications Regulation Commission
- Superintendency of Industry and Commerce

Criminal justice
- ColCERT
- Directorate of Criminal Investigation and Interpol of the National Police of Colombia
- Attorney General’s Office
- Superior Council of the Judiciary
- Prison Intervention Program for Social Adaptation
- PIPAS (INPEC)

Protection to victims
- Colombian Institute of Family Welfare
- Ministry of Health and Social Protection
- Dictatorate of Criminal Protection
- Investigation and Interpol of the National Police of Colombia
- Attorney General’s Office

Society
- Alliance for Colombian Children
- ISOC Colombia Chapter
- PaPaz Network – I Protect You
- AFFECT Association

Industry
- Asomobile
- Colombian Chamber of Informatics and Telecommunications
- CCIT

Image 2. Entities participating in the information collection process
Methodology

The methodology to carry out the MRC Assessment included the elaboration of a mapping of entities related to the protection of children against CSEA; as well as a series of instruments to collect information on the 21 capacities established in the MRC Assessment.

1. Existence of a capacity in the Colombian
2. Level of capacity development based on the information collected (Poor, Acceptable or Outstanding).
3. Identification of the gap between what is proposed in the MNR and the level of capacity development in the country
4. Potential actions that contribute to reducing the gaps detected based on what is proposed in the MNR

Surveys to identify and evaluate the capacities of the entities according to their responsibilities. These were carried out directly with officials of each institution virtually.

Specific requests for information to entities through video calls and emails

Search for information in open data sources
Results

This section presents the results derived from the analysis of the information collected. For each capacity proposed by the MNR, the relevant aspects related to significant advances that contribute to the achievement of each of the capacities are presented, as well as the gaps evidenced and for which the MRC study later proposes its recommendations.

Sector: Politics and Governance

National commitment at the highest level is required to prevent and respond to CSEA. This sector contributes to the MNR through:

• The understanding and approach to CSEA at the highest levels of government and responsible authorities.
• Willingness to work and coordinate efforts with multiple actors to ensure comprehensive protection for victims, prosecution, and management of aggressors.

Capability 1: Leadership

It aims for the country to have a national intersectoral body responsible for the governance and supervision of the national capacity to respond effectively to CSEA.

Relevant aspects

• Colombia is part of the United Nations Global Alliance to End Violence against Children\(^1\) that works under the INSPIRE model, a set of evidence-based strategies to reduce violence against children.

• The National Alliance against Violence against Children and Adolescents (La Alianza Nacional contra la Violencia hacia Niñas, Niños y Adolescentes - ANCVNNA) is an intersectoral response and coordination strategy to prevent violence against children and adolescents and

• Within the framework of the ANCVNNA, the National Action Plan against Violence against Children and Adolescents 2021-2024 (Plan Nacional de Acción contra la Violencia hacia la Niñez y la Adolescencia - PNAVNA) has been created to strategically guide and articulate the efforts of the different sectors for the prevention and care of violence to strengthen them based on existing evidence at the international level.

\(^1\) End Violence Against Children (EVAC). Disponible en: https://www.end-violence.org/
guarantee care for those who have been victims.

• The coordinating entity for public policy for child protection in Colombia is the National Family Welfare System (Sistema Nacional de Bienestar Familiar - SNBF) in charge of coordinating and promoting the follow-up of the creation of public policies to guarantee the rights of children and adolescents.

• The PNAVNA seeks to intervene in the structural causes of violence and provide an effective response to the victims. It is part of the operation of the National Family Welfare System, and the monitoring of its implementation is carried out by the Executive Committee of said system, understanding it as the coordination and operation instance from which all the actors are articulated in favor of prevention of violence against children and adolescents.

• The National Alliance in turn reports to the National Social Policy Council led by the President of the Republic, understanding this as the place where strategic decisions are made within the framework of the SNBF.

• The Presidency of the Republic has a Presidential Council for Children and Adolescents (Consejería Presidencial para la Niñez y la Adolescencia - CPNA), which advises and assists the president, the National Government and the territorial entities, in the design, implementation, execution, and evaluation of the actions that promote the generation of opportunities for Early Childhood, Childhood and Adolescence, enshrined in the National Development Plan. Since 2018, the Colombian Family Welfare Institute and the Presidential Council for Children and Adolescents have worked on the process of structuring and implementing the ANCVNNA and its respective National Action Plan against Violence against Children and Adolescents - PNAVNA).

RESULTS

Capacity 2: Research, analysis and monitoring

In accordance with this capacity, preventive actions must be based on evidence and correspond to the current scale of the threat, risk and response to CSEA. This capacity raises the need for studies and research that contain analyzes related to CSEA, as well as measurements and indicators implemented to verify compliance with the obligations that the State has with children in accordance with national legislation and international agreements.

Relevant aspects

• In 2018, the Ministry of Health and Social Protection, in a strategic alliance with 16 entities, carried out for the first time in the country the Violence Against Children Survey (VACS), which measures the prevalence and circumstances of sexual, physical and psychological violence during childhood and adolescence, identifies risk factors, protective factors, and the consequences of violence.

• As part of its strategic direction, PNAVNA adapted the INSPIRE Model strategies for Colombia, which include the data and evidence component that contains two lines of action: (1) knowledge management (analysis of data and evidence, new research), (2) dissemination and outreach. Within these lines of action, Gender-Based Violence, sexual violence, trafficking and child sexual exploitation are explicitly included.

• The context of the PNAVNA includes the scale of risk and response to CSEA through data obtained from the Survey on Violence against Children and Adolescents (2018), Administrative Processes for the Restoration of Rights (Procesos Administrativos de Restablecimiento de Derechos - PARD, 2017-2020), National System Surveillance in Public Health (SIVIGILA, 2015-2020), Institute of Legal Medicine and Forensic Sciences (Forensis, 2019).
The PNAVNA includes the definition of product indicators and results in the short, medium and long term, and establishes a battery of impact indicators that could occur in the long term. Likewise, it defines baselines corresponding mostly to 2019 and goals established for 2024 based on historical series, consistency with goals established by the State for 2022 and 2030, and the results of research carried out in similar contexts.

According to the entities consulted, Colombia has different tools that favor qualitative and quantitative research on CSEA. The tools reported by the entities participating in the study are:

**Systems with public access:**

- Observatoire of Violence of the Institute of Legal Medicine and Forensic Sciences (Observatorio de Violencia del Instituto de Medicina Legal y Ciencias Forenses) that publishes information on cases associated with the indicator of Rate of Legal Medical Examinations for alleged sexual crimes against children.

- National System of Judicial Statistics (Sistema Nacional de Estadísticas Judiciales - SINEJ) of the Superior Council of the Judiciary whose information allows improving administrative decision-making in the justice sector and formulating the country's judicial and criminal policy. The Observatory of sexual crimes against children belongs to this system.

- National System for Evaluation of Management and Results (Sistema Nacional de Evaluación de Gestión y Resultados - SINERGIA) of the National Planning Department that allows monitoring and evaluation of the country's strategic public policies, especially those stipulated in the National Development Plan.

- National Public Health Surveillance System (Sistema Nacional de Vigilancia en Salud Pública - SIVIGILA) of the National Institute of Health, provides systematic and timely information on the dynamics of events that affect or may affect the health of the Colombian population.

**Systems without public access:**

- Statistical, Delinquent, Misdemeanor and Operational Information System (Sistema de Información Estadística, Delincuencial, Contravencional y Operativo - SIEDCO), of the National Police where the crimes and statistical figures of the entity's operational work are recorded.

- Interpol's International Child Sexual Exploitation (ICSE) database, an international database for the comparative analysis of CSAM that is currently managed in the country by DIJIN-Interpol.

- INHOPE's ICCAM, a platform that allows the secure exchange of CSAM between hotlines, with the aim of quickly removing it from the Internet. ICCAM also allows hotlines to classify images and videos according to national (Law 679 of 2001) and international standards for CSAM classification (INTERPOL criteria). This tool is currently managed in Colombia by the Te Protejo hotline.

- WebIQ's Atlas Voyager platform, a system that allows safe navigation through the DarkWeb to learn about interactions between and among users who consume CSAM. Currently this tool is managed in Colombia by the Te Protejo hotline.

Regarding the use of these last two tools by a civil society organization, the information provided by the actors does not allow us to determine if there is any agreement between Te Protejo and the Colombian authorities for the handling or exchange of this information.
Capacity 3: Legislation

This capacity determines the existence of effective and comprehensive legal frameworks in accordance with the international treaties and conventions ratified by the State for the timely investigation and punishment of sexual aggressors of children; and for the protection and comprehensive care of children, using clear and concise language and providing clear terms and definitions.

Relevant aspects

• Colombia has a broad regulatory framework for the comprehensive protection of children from CSEA. At the international level, the country has ratified the following conventions related to CSEA and the investigation of cybercrimes:

  • Convention for the elimination of all forms of discrimination against women (CEDAW), ratified by Colombia through Law 51 of 1981.
  • Inter-American Convention to Prevent, Punish and Eradicate Violence against Women, "Convention of Belem do Pará" (June 9, 1994), ratified by the Colombian State, through Law 248 of 1995.

• Additionally, at the national level there are the following regulations related to CSEA and the investigation of cybercrimes:

  • Law 679 of 2001, added by Law 1336 of 2009, through which the statute is issued to prevent and counteract exploitation, pornography and sexual tourism with children.
  • Law 1146 of 2007 through which regulations are issued for the prevention of sexual violence and comprehensive care of sexually abused children.
  • Law 1257 of 2008 By which norms of awareness, prevention and punishment of forms of violence and discrimination against women are dictated, the Penal Codes, Criminal Procedure Codes, Law 294 of 1996 and other provisions are dictated.
  • Law 1273 of 2009: By means of which the Penal Code is modified, a new protected legal asset is created - called "information and data protection" - and the systems that use information technologies are fully preserved. Information and communications, among other provisions.
  • Law 1329 of 2009: through which Title IV of Law 599 of 2000 is modified and other provisions are issued to counteract CSEC.
  • Law 1336 of 2009: By means of which Law 679 of 2001 is added and strengthened, to combat exploitation, pornography and sexual tourism with children.
  • Law 1581 of 2012 by which general provisions are issued for the protection of personal data.
  • Decree 1377 of 2013 compiled in Decree 1074 of 2015. In its article 12 it establishes the special requirements for the treatment of personal data of children.
  • Law 1620 of 2013 By which the National System of School Coexistence and Training for the Exercise of Human Rights, Education for Sexuality and the Prevention and Mitigation of School Violence is created.
The WeProtect Global Alliance points out that legislative efforts that criminalize all attacks related to child sexual exploitation and abuse on the Internet must be based on approved international frameworks, in order to avoid the criminalization of children and adolescents. In this regard, the progress made in the Internet Page Classification Criteria document with CSAM is highlighted by pointing out the importance of children and adolescents not being held criminally responsible for the self-production of sexual content and the primarily pedagogical nature contemplated in the Law of Coexistence School and its derivative developments to address gender-based violence and cyberbullying.

Main gaps detected for the sector:

- The indicators and accountability systems prior to the formulation of the PNAVNA do not fully account for the fulfillment of the State’s obligations nor do they allow one to determine an effective impact in the resolution of the problem. This is due to the fact that they focus on universal prevention actions (campaigns, meetings, encounters, etc.), but not on the mitigation, prosecution, and prevention of recidivism of the crime.
- Although the PNAVNA presents a more robust structure of indicators consistent with the methodology established by the National Planning Department (Departamento Nacional de Planeación - DNP), these indicators still fall short when it comes to accounting for the mitigation, prosecution, and prevention of recidivism of crime.
- In accordance with the goals proposed in the 2018-2022 Development Plan, Pact for Equity², Line A, Objective 5, the national government set out to reduce the rate of violence against children by 14%. However, there is no specific indicator on CSEA within the plan.
- Progress is made through the SINERGIA platform, where this indicator appears with 360% compliance during

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• Progress is made through the SINERGIA platform, where this indicator appears with 360% compliance during the four-year period. However, the most up-to-date data is for the year 2020 and the actions that support the indicator are more related to training or meetings to prevent violence than to the reduction of effective cases.

• The PNAVNA does not include data or information related to access to justice, criminal policy, investigations carried out or convictions for CSEA in the risk scale and response, in the baselines, in the monitoring indicators, nor in the results. The actions of the criminal justice sector are fundamental when it comes to guaranteeing prosecution of crimes, reduction in the incidence of aggression, prevention of recidivism, and effective reparation for victims.

Sector: Criminal Justice

The justice sector is in charge of carrying out effective and successful investigations into CSEA, convicting and properly handling offenders. To effectively contribute to the MNR, this sector requires:

• Ensure that the competent authorities and the judicial sector have the knowledge, skills, awareness, systems and tools required for investigations.
• Encourage investigations to have a victim-centered approach in order to ensure positive judicial results.
• Seek the achievement of effective, successful CSEA investigations with convictions.
• Guarantee that offenders are treated appropriately and their recidivism is prevented.

Capability 4: Law Enforcement

This capacity verifies that the country has competent authorities for the management of CSEA cases with an explicit mandate to direct, support and coordinate investigations on CSEA and with the knowledge, skills, awareness, systems and tools required. It promotes adequate management of the information derived from CSEA cases investigated and international cooperation and coordination for investigation with a view to achieving an effective response to reported cases. Its main objectives, in addition to protecting citizens, focus on:

• Receive Information: Receive reports of CSEA from international authorities, the public, industry, NCMEC, and non-governmental organizations (including hotlines).
• Develop information: converting reported information into actionable intelligence to enable an investigation to be carried out.
• Act on intelligence: conduct investigations to safeguard and protect CSEA victims and arrest criminals.
Relevant aspects

- According to the information provided, the National Directorate of National Police Schools (la Dirección Nacional de Escuelas de la Policía Nacional) has two certified training courses on the comprehensive protection of children and adolescents for the officers of the institution.

- In compliance with article 250 of the Political Constitution of Colombia, the Office of the Attorney General of the Nation (la Fiscalía General de la Nación - FGN) is the institution responsible for carrying out investigations of crimes that come to its attention through a complaint, petition, or official letter that indicate its possible existence. The FGN exercises criminal and judicial action, in addition to protecting the rights to truth and reparation of the victims.

- The FGN has the Virtual Complaint System “To Denounce” and the Comprehensive Attention and Investigation Centers for Victims of Sexual Crimes (Centros de Atención e Investigación Integral de las Víctimas de Delitos Sexuales - CAIVAS), whose sexual crimes units are in charge of hearing cases against freedom, integrity and sexual formation that includes the sexual exploitation of children. However, according to the information provided, it is not possible to establish the capacity of the FGN to attend to and investigate cases related to the NCMEC Cybertip Report.

- The National Police has the Directorate of Criminal Investigation and Interpol and the Directorate of Protection and Special Services, which contribute to the responsible authorities in the development of investigative work in judicial processes in which children are involved.

- Through the Directorate of Criminal Investigation and Interpol, there is a 24/7 Virtual CAI service, which seeks to guide and prevent citizens in case they are victims of these crimes. In addition, this address has Facebook, Twitter and Instagram channels.

- Although according to numeral 7 of the Childhood and Adolescence Code, all cases related to children and adolescents are a priority, the FGN has a defined prioritization in accordance with Directive No. 0-002 of 2015, which establishes two criteria: (1) one of an objective nature that implies the examination of criminal behavior taking into account the seriousness of the effects derived from the crime and (2) a subjective one according to the characterization of those responsible or of the victims.

- Colombia receives reports from NCMEC through the Yuliana Samboni Laboratory of the Criminal Investigation Directorate and INTERPOL-DIJIN of the National Police.

- Regarding the use of technological tools, the Colombian National Police has access to the ICACCOPS program and the UFED 4PC licenses from the provider Cellebrite, and DVR Examiner from the provider DME Forensics.

Capacity 5: Judiciary and prosecutors

This capacity determines the existence of specialized units and courts that have the knowledge, skills, awareness, systems, and tools required to achieve positive judicial results for CSEA victims. This includes:

i) privileging victims throughout the judicial process by providing them with adequate support at all times;

ii) having a clear awareness and understanding of the context and circumstances in which CSEA cases may take place, of the potential vulnerability of victims or witnesses, and of the methodology and profiles of offenders; and

iii) understanding the risk that sex offenders represent, thus sentencing accordingly within the parameters defined by the Law.
Relevant aspects

• The Directorate of Higher Studies of the FGN executes an Institutional Training and Training Plan (Plan Institucional de Formación y Capacitación - PIFC) with its personnel. The topics are chosen according to the main problems identified, the criminal analysis, and the experts available. Between 2020 and 2021, various training actions were carried out related to the identification and investigation of CSEA in digital environments (For example: grooming, pornography with people under 18 years of age, technical aspects of the investigation of CSEA crimes committed through computer means, etc.).

• In compliance with letter b of article 206A of the Code of Criminal Procedure, forensic interviews with child victims of sexual crimes must be carried out using Gesell rooms. The information provided by the actors does not allow defining the number of Gesell Chambers that Colombia currently has. However, the FGN User Service Directorate reported that in 2018 it managed the acquisition of video equipment to carry out forensic interviews in municipalities that do not yet have Gesell chambers.

• According to article 51 of Law 1098 of 2006, the reestablishment of the rights of child victims corresponds to the National Family Welfare System, which must guarantee access and connection to social services. Prosecutors who hear cases in which the victim is a minor under 18 years of age have the obligation to notify the Colombian Family Welfare Institute (Instituto Colombiano Bienestar Familiar - ICBF) so that this entity initiates the Administrative Process for the Restoration of Rights.

• According to information provided by the Superior Council of the Judiciary, between 2015 and 2021, 13,277 people were convicted of crimes against freedom, integrity, and sexual formation, and 4,645 adolescents were declared perpetrators under the Adolescent Criminal Responsibility System (el Sistema de Responsabilidad Penal Adolescente - SRPA).

• According to the information provided by the FGN available in the Oral and Accusatory Criminal System, the number of defendants in processes with a conviction in CSEA crimes between 2015 and 2021 was 18,830. It should be clarified that the FGN investigates the criminal proceedings that are processed in accordance with the criminal types of conduct found in Laws 906 of 2004 and 1098 of 2006, where one does not find crimes against children that occur in the digital environments.

Capacity 6: Processes for managing aggressors

This implies the ability to have a comprehensive system for the management, rehabilitation, and recidivism prevention of sex offenders that covers: surveillance while in custody or prison, their entry into the community after release, and the collection, analysis, and continuous exchange of intelligence related to criminals, nationally and internationally. Additionally, this capacity includes having a national sex offender registry and the provision of legal tools (eg court orders) to help manage sex offenders in the community.

Relevant aspects

• The FGN has the database of the Accusatory Oral Criminal System (Sistema Penal Oral Acusatorio - SPOA) whose main purpose is to strengthen it and articulate the FGN with the entities that have an impact on its work.

• Law 1918 of 2018 and Decree 753 of 2019 establish the
disability regime for those who have been convicted of sexual crimes committed against minors. The registry and database are managed by the National Police through the Directorate of Criminal Investigation and INTERPOL, and it has a website that interested companies or organizations can freely consult. (https://inhabilidades.policia.gov.co:8080/consulta)

- Colombia has the Prison Intervention Program for Social Adaptation (Programa de Intervención Penitenciaria para Adaptación Social - PIPAS) that was born between 2015 and 2016 as a pilot project applied in 17 prisons. This program has a battery created by the National University of Colombia that is applied to post-convicts who have committed some type of sexual crime regardless of the nature of the victim. According to the information collected, so far the application made does not allow its effectiveness to be measured.

**Capacity 7: Access to image databases**

This capability refers to responsible authorities using Interpol's International Child Sexual Exploitation (ICSE) database of images to strengthen the identification of victims and offenders.

**Relevant aspects**

- The National Police of Colombia, the responsible authority in criminal investigations, has access to the ICSE database through the INTERPOL National Central Office which is fed as cases with possible occurrence in Colombia are identified.
- Investigations have been carried out based on information reported through INTERPOL's police cooperation channels.

**Main gaps detected for the sector:**

- Although the justice sector has tools that allow it to convert the reported information into actionable intelligence to allow investigations into CSEA to be carried out, based on the information provided by the participants it is not easy to determine if there are standardized processes for this purpose specific to the investigation of CSEA cases. Putting forward this type of process is a key action when it comes to safeguarding and protecting CSEA victims and arresting criminals.

- Every year, around 18,000 legal medical examinations are carried out for alleged sexual crimes according to figures from the National Institute of Legal Medicine and Forensic Sciences. Between 2017 and 2020, the ICBF initiated Administrative Processes for the Restoration of Rights (PARD) to 53,178 children for reasons of sexual violence and according to the figures provided by the Superior Council of the Judiciary between 2015 and 2021, 13,277 people were sentenced for crimes against freedom, integrity, and sexual formation and declared perpetrators 4,645 adolescents under the System of Adolescent Criminal Responsibility (SRPA). If the underreporting present in CSEA crimes is added to the above, the figures reported regarding convictions are not consistent with the level of risk that sexual offenders represent.
• At present, the National Police unit that receives NCMEC reports does not have the tools or functions that allow it to cross-reference these reports for the selection or unification of cases, which can cause the duplication of casework and reduction of the ability to analyze and respond. These figures do not indicate that sentences are consistent with the level of child victimization or the risk posed by online and offline sex offenders.

• No clear information was received from any of the participating actors regarding the existence of budget items destined to finance the creation and maintenance of specialized units for the investigation of CSEA or the way in which they are defined.

• No response was received as to whether the judiciary has a clear understanding of the circumstances in which CSEA cases may arise, the vulnerability of victims, and the methodologies and profiles of offenders online and offline.

• The judicial system does not have specialized courts to hear CSEA crimes since, in accordance with the provisions of articles 31 and 36 of the code of criminal procedure, jurisdiction is assigned to the criminal courts of the circuit with a hearing function, which know about all kinds of topics, including those related to CSEA cases.

• PIPAS is a voluntary program that ideally should be taken in the last years of sentence. However, the incentives for inmates to access these programs are few, which is why they prefer to dedicate their time to other types of activities that generate skills for their future and allow them to have some income or reduce their penalties.

• There is no cooperation agreement or letter of understanding between the National Police and the FGN so that all the information on CSAM or their respective hashes that reach the FGN can be sent to the National Police and used to feed the ICSE database and so that the FGN can use the information available in the ICSE databases as input for ongoing investigations.
Sector: Victim Protection

The capacities to be developed by this sector are related to children having access to support and protection services during the investigation and prosecution of the crimes of which they were victims. This support may include accommodation, specialized medical and psychological services, as well as rehabilitation, repatriation, and resocialization services.

Capacity 8: Protection throughout the process

This capacity consists in having a fully integrated plan from start to finish to ensure that CSEA victims receive comprehensive, personalized, and planned support to help them cope with the immediate impact of their abuse and recover from the harm experienced. This plan must contemplate protection actions throughout the investigation, legal proceedings, and later if required. Protection actions must be carried out by professionals who are trained and have experience in supporting victims of CSEA.

Relevant aspects

• Within the framework of the Administrative Process for the Restoration of Rights (PARD), actions are carried out to restore the rights of children whose rights are threatened or violated. The administrative authorities define the period of the follow-up and the term of duration, taking into account the nature of the case. As part of this process, assessments, interviews, and concepts are carried out to establish actions to provide an effective response to the immediate care needs of victims of sexual violence.

• The ICBF has guidelines that include actions for timely attention to situations of sexual violence, including that which occurs through digital media. These are implemented in the various actions carried out by the Institute and it has the necessary elements to guarantee the restoration of rights.

• Law 1719 of 2014 defines the adoption of measures to guarantee access to justice for victims of sexual violence, comprehensive and free health care and psychosocial care until the victim requires it without it being restricted for financial or time factors.

• The timely and comprehensive care component of the PNAVNA contemplated the implementation of the following initiatives:

  - Interoperability between information systems of entities in the health, protection and justice sectors.
  - Establishment of routes, guides, or protocols to provide a timely response to situations of vulnerability or of any kind of violence towards children.
-Intersectoral initiatives that promote and facilitate the investigation and prosecution of perpetrators in the case of sexual crimes.

-Initiatives that implement and/or strengthen services to prevent violence against children.

-Strengthening of health and protection services for the comprehensive care of children and adolescents.

-Dissemination of routes, guides, and protocols to increase the search for help and access to institutional services in situations of vulnerability or due to some type of violence towards children.

**Capacity 9: Child Protection Teams**

This capacity seeks the consolidation of protection teams made up of specialized professionals, trained, coordinated and available to provide support to CSEA victims. These teams must have clearly defined procedures to guarantee the comprehensive protection of the victims before all the instances and actors participating in CSEA investigations with a clear understanding of their functions and responsibilities.

**Relevant aspects**

- The Comprehensive Care Route as an element in the public policy for early childhood and childhood and adolescence is the tool that contributes to ordering the management of comprehensive care in the territory in an articulated manner, consistent with the rights situation of children, with the offer of available services and with the characteristics of children in the contexts in which they grow and develop.

- The country has various inter-institutional committees whose purpose is to articulate the actions and responsibilities in relation to the prevention of sexual violence and comprehensive care for children who are victims of this type of violence, including: the Coordinating Mechanism for the Comprehensive Approach of Gender-Based Violence, the Inter-institutional Consultative Committee for the Prevention of Sexual Violence and Comprehensive Care of Children and Adolescent Victims, the Public Policy Committee to guarantee the rights of the LGBTI sectors, the Inter-institutional Committee for the Fight Against Trafficking in Persons, the Child Commercial Sexual Exploitation Prevention Committee, and the Alliance against Violence against Children.

- The SNBF articulates all the actors with presence, powers, and functions in the territory and defines the technical guidelines that the entities must comply with to guarantee the rights of children, and to ensure their reestablishment. Likewise, it supports the territorial entities in the execution of their public policies.

- The ICBF reports that it has sufficient technical and financial tools to guarantee the rights and ensure the protection of children. It also has manuals, procedures, guides, and formats, which include Administrative Technical Guidelines for timely attention to situations of sexual violence, including that which occurs through digital means, and for articulation with the

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**MRC ASSESSMENT**

**NATIONAL CAPACITY BUILDING**
justice sector by denouncing acts of sexual violence. These inputs are socialized and updated periodically in response to regulatory changes and internal capacity building processes at the national and territorial levels.

- Periodically, ICBF carries out face-to-face and virtual technical assistance opportunities aimed at the professionals of the operators and services for the reestablishment of rights and the administrative authorities and their teams, in order to provide conceptual and technical elements for the understanding of sexual violence against children and to describe the general and specific aspects that guide comprehensive care from the ICBF’s mission framework.

- As part of the responsibilities established in Law 679 of 2001, ICBF periodically updates the Document of Classification Criteria for Internet Pages with CSAM, through which technical guidelines are generated, as well as recommendations at the national level for the prevention of CSEC in the digital environment.

- The FGN informs that it has a Guide so that its officials can guarantee the protection of child victims as part of the care in the framework of the criminal process, which is applied and has the necessary elements to comply with the objective of comprehensive protection within the framework of its mission and responsibilities.

- For the education sector, the Ministry of National Education, within the framework of the School Coexistence Law, has defined actions and protocols for the Comprehensive Approach to Gender-Based Violence and Cyberbullying in the School Environment, which guides educational institutions, in the actions of prevention, attention, and follow-up of this violence and the promotion of human, sexual and, reproductive rights.

- The PNAVNA includes a Capacity Building Component that includes lines of action for the development of institutional capacities and the strengthening of human resources. The initiatives carried out in this component will allow the establishment of guidelines and technical assistance for the implementation of public policies at the territorial level and the design, implementation, and continuous strengthening of strategies for the development of capacities of health professionals or human talent for prevention and comprehensive attention to violence against children.

### Capacity 10: Comprehensive Reparations

There is a provision of effective remedies and reparations for victims and their guardians/caregivers. This capacity includes:

i) Services to support the recovery of CSEA victims, including medical, psychological, social care, legal, housing, education, and training services; ii) accessible, fair and transparent redress processes; iii) accessible defense services; iv) an independent procedure for processing complaints; and v) procedures to ensure that CSEA victims have the best possible opportunity to access available services.

### Relevant aspects

- Colombia has a PARD, which executes the actions required to restore the rights of children in accordance with the provisions of current regulations.
There is a provision of effective remedies and reparations for victims and their guardians/caregivers. This capacity includes:

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Colombia has a PARD, which executes the actions required to restore the rights of children in accordance with the provisions of current regulations.

Relevant aspects

- Through the PARD, the administrative authorities define the period of the follow-up and the term of duration of the assistance according to the nature of the case. To do this, they have the support of an interdisciplinary technical team (Psychologist, Worker and Nutritionist)5, which carries out assessments, interviews, and concepts that allow establishing actions for an effective response to the immediate and particular care needs of victims of sexual violence.
- Throughout the PARD, the participation of children within the actions that are under the protection system must be guaranteed.

Capacity 11: Helpline

This capacity refers to the country having a confidential, anonymous guidance, care and intervention service for children, available 24 hours a day, seven days a week and which operates through different modalities (face-to-face, virtual, telephone). This service must operate in coordination with the health, protection, and justice services.

Relevant aspects

- Colombia has Line 141, a free line made available to any citizen through which emergencies are reported, complaints are received, and guidance is provided to people who require it through coordination with ICBF services.
- Line 141 provides advice to identify any crime or form of violence against children and determine the steps to take even if the request for help is anonymous. Through Line 141, petition rights are registered and addressed, care procedure are activated for the comprehensive protection of children and adolescents and advice is provided regarding children exercising their rights.
- This line provides assistance 24 hours a day, 365 days a year, and has different channels and platforms for face-to-face, telephonic, or virtual assistance. Likewise, it allows activating networking with the entities of the National Family Welfare System, depending on the case, and coordinating with the competent authorities for the rescue of children in imminent danger.
- The Line has a qualified team of psychologists, lawyers, social workers and specialists in family law, among other disciplines, who answer calls and provide a timely response to their interlocutors, regardless of their age.

Main gaps detected for the sector:

- Some participants report that the protection system has teams at the central level and technical tools on which training and assistance are provided, but that financial resources are insufficient to scale this capacity to the entire chain of care and throughout the country.
- None of the participants reported on the mandatory and systematic nature of the training processes. Shared training processes are structured based on the identification of relevant problems and the availability of resources and experts, but with the exception of the National Police, there is no standardized and permanent training curriculum.
- There are clearly defined guidelines, protocols and

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There are clearly defined guidelines, protocols and responsible parties; these resources are mostly available via open sources. The challenge arises in terms of dissemination and training of the different actors of the protection system with coverage throughout the country.

Although the entities affirm that there are guides or action protocols for the coordination between the actors of the criminal investigation process in the child protection process, and that this is implemented and includes the necessary elements to comply with the objective of comprehensive protection, the conviction numbers remain low compared to cases entered into PARD.

The National Education Ministry does not provide information on training for intervention in cases; this may be related to the fact that this ministry does not have the responsibility for care. However, it has high quality inputs such as care procedures and protocols, and pedagogical guides that, if included in training processes with educational institutions, would contribute to the development of capacities for the prevention, care, and mitigation of CSEA in the education sector.

This sector heads the prevention responsibility of the CSEA. The capacities in charge are aimed at ensuring that children have the necessary information and self-protection skills against CSEA and that families, caregivers, educators and professionals caring for children have the preparation to protect children against CSEA including the identification of risks, what to do when they occur and the approach to taboos, imaginaries and cultural norms around sexual violence.

Capacity 12: CSEA Hotline

The country should have a hotline to report allegedly illegal Internet material, including CSAM. Upon confirming cases of CSAM, the hotline must work in coordination with industry to eliminate the availability of the content as quickly and effectively as possible and refer the case to the responsible authority for the investigation and identification of the victims. This hotline can operate as part of the International Network of Hotlines INHOPE (www.inhope.org) which enables information sharing and defines standardized processes and best practices for receiving and processing reports.
**Results**

**Relevant aspects**

- The Document of classification criteria for Internet pages with CSAM as part of the Route for the report, complaint, monitoring and control of CSAM in the digital environment defines that the complaint can be filed:

  - Before the ICBF: through the channels provided by video call, online call, national toll-free line, line 141, Chat, regional offices, zonal centers or WhatsApp.
  - Before the FGN: through the channels provided through the Telephone Contact Center, free national line, line 122 and
  - Before the National Police: through the channels arranged through the single emergency service line 123, Telephone Contact Center, National Virtual Complaint System - “A Denunciar”, email or Virtual CAI.

However, complaints or reports can be filed through the different channels, these are received by the National Police – DIJIN in its capacity as competent authority.

- Likewise, this document indicates that the virtual line Te Protejo is a means of reporting administered by civil society in which any citizen can report anonymously, which does not imply filing a formal complaint with the authorities. The reports that arrive through Te Protejo are redirected to the National Police – DIJIN.

- Te Protejo is part of the International Network of Hotlines INHOPE through which it receives training and updating permanent for the analysis and processing of reports and in the implementation of best practices and wellness policies.

- The National Police and Te Protejo have procedures to work in coordination with the industry in eliminating the availability of content on Internet pages as quickly and effectively as possible; the National Police through the process defined by Law 679 of 2001 for the blocking of CSAM in coordination with INTERPOL, FGN and MINTIC and Te Protejo through sending requests to dismantle content classified as illegal by the National Police through INHOPE’s ICCAM platform.

- The available reporting lines have trained personnel. In the case of ICBF, the staff has the technical support of professionals specialized in issues of sexual violence.

- In Colombia, Telecommunications Network and Service Providers (PRST) recognize and comply with the obligation to block, but as Internet service providers they do not have the possibility of removing the content. On this subject, Red PaPaz reports the existence of a notification and takedown protocol, which could not be used because CSAM hosted on servers in Colombia has not been identified. An action carried out by the Colombian domain stands out: .CO, which achieved through joint work that the CSAM be dismantled from servers associated with its domains.

- The reporting and denunciation channels are disclosed through different campaigns in the mass media, awareness raising and mobilization actions.

• The participants listed different campaigns implemented for the prevention of CSEA aimed at children, young people, teachers, fathers, mothers, caregivers and human talent:

  - Before the ICBF: through the channels provided by video call, online call, national toll-free line, line 141, Chat, regional offices, zonal centers or WhatsApp.
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The National Education Ministry does not carry out specific campaigns for any topic. However, it makes pedagogical appropriations that affect the development of children and adolescents to promote their comprehensive training (cross-cutting actions to strengthen the development of citizenship skills and socio-emotional skills) and strengthen the capacity of children and adolescents to identify and reduce exposure to the different risks that affect them.

The campaigns carried out by the ICBF in terms of prevention of sexual violence and CSEC recognize cultural normalization or legitimation as a structural element present in this type of violation. In particular, work is being done on the transformation of gender stereotypes that normalize the use of the body of girls and adolescents and place them in conditions of imbalance of power with respect to men.
Capacity 13: Educational programs

The country must have a national education program that contributes to educating, raising awareness, and empowering children, families, guardians, caregivers, and professionals about CSEA (both offline and online), their rights to protection, where to find help and support, and where to report. The messages of the program must incorporate the latest trends and be constantly transmitted throughout the country. Likewise, they should be designed taking into account the potential impact of the topic on the audience and providing a variety of attractive and age-appropriate resources adaptable to online and offline learning processes.

Relevant aspects

- The PNAVNA proposes various initiatives among its components that contribute to educating, raising awareness, and empowering children, families, tutors, caregivers and professionals about CSEA (both offline and online):
  - Protective environments component: specifically includes the digital environment and proposes initiatives related to raising awareness among children and adolescents about the safe and responsible use of the Internet, with accompaniment or supervision.
  - Risk prevention component: includes a line of action aimed at strengthening individual and social skills and abilities through initiatives to strengthen socio-emotional skills and/ or life skills in children and adolescents.

- The participants listed different campaigns implemented for the prevention of CSEA aimed at children, young people, teachers, fathers, mothers, caregivers and human talent:
  - ICBF: ANCVNNA, Red Protecting Them is With Me
  - Ministry of Commerce, Industry and Tourism: Eyes everywhere
  - National Police: Open your eyes
  - MINTIC: IN TIC I TRUST +, In TIC I Trust + Academy, www.llegamoscontic.gov.co
  - I Protect You and Red PaPaz: #LoReportoPeroNoLoComparto, TikToks Silenciosos, #TodosPodemosSerHéroesAnónimos y #ConectadosParaCuidar

- Social Mobilization Component: recognizes the need to expand the dissemination of problems such as CSEA through strategies to raise awareness or prevent the normalization of violence against children, the generation of awareness about sexual violence, and the prevention of trafficking crimes of people and CSAM.

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Capacity 14: Children's participation
Encourage and empower children to give their ideas and participate in the development of policies and strategies related to CSEA.

Relevant aspects
• The different public policies that concern children and adolescents consider their participation in decision-making. The ICBF has the Advisory and Consultative Council for Girls, Boys and Adolescents, a setting where through a series of activities, children provide recommendations and suggestions to guarantee their rights and their comprehensive protection. In addition, the creation of participatory spaces for the construction of peace and coexistence processes is encouraged.

• In the construction process of the PNAVNA, children were consulted in order to take into account their perspective and reflect it in the Plan. As part of this process, four workshops were held with members of the ICBF’s Consultative Advisory Council, as well as participation tables and organized groups of children and adolescents supported by civil society organizations. 123 children and adolescents from different areas of the country participated in the process.

Capacity 15: Support system for offenders
In this capacity, the implementation of support systems aimed at:

• People with a sexual interest in children to prevent them from committing sexual abuse and accessing CSAM.

• Convicted sex offenders as part of their rehabilitation and to prevent recidivism. Treatment for sex offenders should be focused on learning specialized strategies to stop abusive behavior, be accountable, and take responsibility for the harm caused by helping the offender build strengths while managing risk.

• Children who show sexually inappropriate behavior.

These support services must be available to the family and people close to the aggressors, they can be provided by private, official or non-governmental organizations and have professionals with adequate knowledge, skills and understanding to provide effective care.

Relevant aspects
• NPEC’s PIPAS Program works with post-convicts for crimes associated with sexual violence. It provides its users with information on biological factors, philias, paraphilias, social and legal implications of sexual violence.
Main gaps detected for the sector:

- Although the country has a clearly defined procedure for the issuance of blocking orders in accordance with the provisions of Laws 679 of 2001 and 1336 of 2009, it is not clear whether, based on these types of orders, there are processes for identifying the victims or prosecution of the aggressors.

- Having multiple reporting lines expands reporting possibilities for citizens, but can make it difficult to implement robust and standardized processes to receive, prioritize, act on, and forward received reports. Duplicate reports between lines could overload the institutional response capacity and make it difficult to prioritize, allocate resources and monitor the response.

- Different civil society actors indicate that there is a low level of visibility or impact of the campaigns for the promotion of complaint and reporting channels and that they lack greater permanence and frequency in order to have a good impact. This may be related to the scope of the campaigns and the existence of different lines and actors that communicate about them.

- There are different campaigns all aimed at the general public, but there are still specific disclosure issues that are not covered, for example those associated with aggressors and people at risk of being aggressors, the role of educational institutions, health personnel, justice and protection in care procedures. Likewise, in the campaigns the orientation regarding where to report is highlighted, however, in the health care and protection actions the information provided is limited.

- The National Education Ministry has Law 1620 that has broad pedagogical inputs for its implementation, however, these inputs are not widely known by the educational communities, which translates into difficulties in implementation.

- There are spaces that allow the participation of children on their rights, many of them under the figure of Consultative Councils or working groups. However, they are limited to particular actions by State entities or civil society organizations. The country does not yet have a platform where children can know their rights and that allows their participation.

- When asking about preventive actions to dissuade aggressors or people at risk of being aggressors, the actions enunciated by the different entities are addressed from a universal prevention approach through the development of socio-emotional skills and counteracting cultural norms that validate the violence. The universal nature of the listed actions did not allow evidence of the existence of specific preventive strategies to dissuade aggressors or people at risk of being aggressors.

- The only referenced psychosocial counseling for aggressors or people at risk of being aggressors (PIPAS-INPEC) is provided to post-convicted aggressors not directly but as part of complementary programs. Although their families are given psycho-guidance support, the program has detected that multidisciplinary support is required.

Scientific evidence shows that the direct therapeutic impact derived from a treatment is likely to reduce the risk of abusive sexual behavior. These treatments
have in common that they are exhaustive programs of long duration, however, the treatment plans offered that are of voluntary access are not long-term, so they are insufficient and ineffective.

• The maintenance of the gains obtained through treatment also requires an important role of social support received by the aggressor. The support provided in this regard should also include their families or close circle.

Sector: Industry

For the development of its capacities, the industry sector must strengthen its participation and involvement in the development of solutions to prevent and counteract CSEA. They must make it easy for users to actively report cases and have the power and willingness to block content and proactively address local cases.

Capacity 16: CSAM Removal Procedure

This capacity refers to having procedures for the timely elimination of CSAM when a company confirms its presence in any of its services or its blocking by internet service providers when it is hosted in another country, but it has not has been removed at the source. Reports on these materials can be made by users, citizens in general, competent authorities, or hotlines.

• In accordance with the Law, the PRSTs have the obligation to block the pages with CSAM, in accordance with the list of URLs issued by the DIJIN that is published on the page of the Ministry of Information and Communication Technologies (MINTIC).

• The MINTIC periodically carries out auditing processes to which the PRST must submit reports on the blocking of pages in compliance with current regulations.
Capacity 17: CSEA reports online

Capacity 17 determines the existence of a legal framework that allows the different actors in the industry to eliminate or block CSAM and report the CSEA to the competent authorities. For this, the industry must implement processes and allocate resources for the timely identification and execution of the pertinent actions. The personnel in charge of carrying out these procedures must have the necessary knowledge and skills to respond effectively to CSEA incidents and be protected by a wellness program or strategy in the event of coming into contact with CSAM.

Relevant aspects
• There are regulations that establish the measures that PRST must adopt to identify and block CSAM; however, each operator is free to implement the technological mechanisms that it deems necessary, as long as they comply with the technical procedures established in current regulations.

• In the exercise of their constitutional, legal, and regulatory powers, the authorities can request information from the PSRT so that they can be included in criminal proceedings by means of judicial and administrative orders.

Capacidad 18: Development of innovative solution

This capacity evaluates the development of innovative technological solutions that optimize the prevention and approach of CSEA. The proactive transfer of knowledge and technical skills by industry contributes to enhancing collective efforts to reduce CSEA.

Relevant aspects
• There are companies in Colombia that provide Security Operations Center (SOC) services to guarantee information security standards. However, the participants state that they do not know if the services they provide include any related to the filtering and blocking of CSAM. In general, the contribution by Industry is limited to compliance with the standard.

• The Colombian NGO Red PaPaz has relevant experience in the implementation of innovative technological solutions through the use of WebIQ’s Atlas Voyager platform, which allows searching between conversations of deep web users who consume CSAM. With the use of this tool, it has been possible to broaden the understanding of aggression in digital environments and thereby generate evidence-based prevention strategies and recommendations.
Capacity 19: Social responsibility corporate

• This capacity refers to companies (national and international) ensuring that the safety of children is paramount in the development and delivery of products and services, paying special attention to the implementation of systems to prevent the risks that affect them, including CSEA. In order to achieve this capacity, it is necessary that the protection of children online be included in industry’s policies, procedures, and processes with a view to guaranteeing that adequate measures are taken to identify, prevent, and mitigate.

Relevant aspects

• Industry players point out that the companies required to comply with the CSAM blockade make large investments in operational personnel and technical tools to carry out the blockades required by Colombian regulations.

• For the most part, the corporate responsibility actions for the prevention and care of CSEA and CSAM carried out by the PRST are limited to the blocking of URLs associated with CSAM, in compliance with Law 679 of 2001 and as part of the zero tolerance policies for CCSE online. However, there are some PRST that advance strategies for the promotion of digital citizenship, prevention of digital risks, and protection of children online.

Main gaps detected for the sector:

• MINTIC, the entity in charge of regulating this matter, indicates that the PRST, by behaving as internet service providers (ISP), acquire blocking responsibilities and that, in accordance with the regulatory powers and the process established for this purpose, it is necessary for them to include other actors in the sanctioning processes that are carried out in this regard. However, representatives of industry point out that the judicial apparatus should have an active role when prosecuting those responsible for the creation and dissemination of CSAM. Likewise, it is considered necessary to involve other industry players such as domain registrars, platforms, and content hosts.

• Although the Law says that PRSTs have the obligation to implement clearly visible links on their own website so that the user can report websites with CSAM to the competent authorities, industry players do not reference them, indicating that the identification and reporting channels of CSAM correspond to the national authorities. For its part, “I Protect You” indicates that some internet providers have a report button for this line.
Relevant aspects

Sector: Communication and media

Through the different communication strategies, an increase in awareness and training is generated in the public, professionals, and public policy makers on the prevention and care of CSEA and a universal and appropriate terminology is used to refer to the phenomena associated with CSEA.

Capacity 20: Ethical and informed publications in media

The media have a key role in overcoming the myths and stereotypes that surround CSEA. This capacity refers to the support required from all sectors to ensure that the media coverage of CSEA is ethical, informed and balanced, and that the dignity and rights of the victims be respected at all times. Some actions to achieve this include guaranteeing the right to privacy and confidentiality of the victims, avoiding their re-victimization, stigmatization, or the violation of their security and anonymity.

Relevant aspects

• The CRC and the ICBF report that they work on the definition and socialization of good practices and pedagogical actions as a continuous and permanent activity in the terms established by Law 1098 of 2006.

Capacity 21: Universal terminology

Through this capacity, the use of universally agreed upon terminology in relation to CSEA is promoted to ensure that information and ideas are communicated adequately, quickly, and understandably among all interested parties.

Main gaps detected for the sector:

• An update was made on the use of appropriate terminology in the Internet Page Classification Criteria document with CSAM, however, since it was a relatively recent change, previous legislation, technical and technological tools still do not make use of the appropriate terminology.
Recommendations

Sector: Politics and Governance:

**Short term**
- Get coordinated participation for global initiatives to address CSEA, like those raised by WeProtect and ICMEC, which will further strengthen international cooperation and will allow the exchange of good practices.
- Set channels of national contact within initiatives or potential allies and international networks related to CSEA to strengthen the action of the ANCVNNA.
- Guarantee adequate transfer of the PNAVNA to the incoming government.

**Medium term**
- Ensure oversight of actions and dissemination of progress for the success of PNAVNA. Continued development and improvement in the quality of the national response to CSEA can be achieved through robust research, regular monitoring, and evaluation.
- Include in the PNAVNA monitoring and evaluation model baselines and indicators that have a direct impact on the problem, considering some variables (e.g. number of complaints, number of accusations, number of convictions), to strengthen and account for the development of the capacities of the justice sector. Although there are actions and indicators defined and oriented especially to the activation of procedures in the different sectors, expanding the follow-up of the justice sector will allow the difficulties in the particular processes to be identified and financial, technical and human resources to be allocated correct them.

**Long term**
- Implement mechanisms to replicate the specialized knowledge, resources, and information generated as part of the ANCVNNA’s work.
- Enable channels or processes to inform and improve the existing practice of each interested party, with a view to optimizing services at the national level and restricting the ability of criminals to operate at the international level.
- Advance in the formulation of policies and definition of practices based on intelligence and evidence which guarantees that actions are prioritized in areas of greatest impact for children and adolescents and that the most significant gaps are identified. Given that the country has databases and systems that collect useful information or data to carry out qualitative and quantitative research on CSEA at the national and regional levels, working on actions to integrate and analyze this information through the incorporation of technology can strengthen the capacity to turn collected information into intelligence and actionable evidence.
Sector: Criminal justice

Short term
- Set up controls that allow one to assure:
  - The referral of the complaints received through the different channels to the responsible authority for criminal prosecution.
  - Referral to the responsible protection authorities (ICBF) in cases in which children must enter a process to reestablish their rights.
  - Increase the dissemination of the sex offender database managed by INTERPOL’s Criminal Investigation Directorate and the service it provides, especially aimed at public and private sector entities whose activities are directly related to children.
  - Support with information universities that are interested in developing research on the profile of the aggressor.

Medium term
- Working from a multi-stakeholder approach allows responsible authorities to understand the role of protection services, professionals, and non-governmental organizations to ensure that their work has a victim-centric approach and that their investigations are carried out in a way that guarantees comprehensive protection principle.
  - Link the Judicial Police of the FGN in the processing of cases derived from the Cybertip Reports. Train the personnel responsible for receiving the reports to guarantee their effective processing.
  - Define a case review procedure that, in accordance with the risk criteria of the Cybertip Reports, allows the FGN Judicial Police to select priority cases (Risk Level 1 and 2) to give prompt attention to them in order to protect the life and integrity of children.
  - Train the interdisciplinary teams that assume the functions of the CAIVAS in the territories where it is not available in order to guarantee the processing of cases and prevent re-victimization. It should be noted that having dedicated capacity will ensure that the Law is effectively applied in CSEA cases, ensuring a higher number of convictions, an increase in the number of protected victims, and a further reduction in crime.
  - Include in the PNAVNA monitoring and evaluation model baselines and indicators that have a direct impact on the problem (eg number of complaints, number of accusations, number of convictions) to strengthen and account for the capacity development of the justice sector. Although there are actions and indicators defined and oriented especially to the activation of procedures in the different sectors, expanding the follow-up of the justice sector will allow the difficulties in the particular processes to be shown and financial, technical and human resources to be allocated to correct them.
  - Maintain trained personnel with current access to the ICSE platform, as well as establish a cooperation agreement between the National Police and the FGN so that all information on CSAM or their respective hashes that reach the FGN is sent to the National Police, and used to feed the ICSE database. The information available in ICSE can be used as input for ongoing investigations since it allows the data contained in an image to be used to support the identification of victims and criminals.

Long term
- Highlighting the challenges facing the sector can be a factor that contributes to raising the level of urgency in allocating human, technical, and financial resources to strengthen its capacity. The heavy procedural load of the circuit court criminal judges slows down the system and causes reduced response capacity in matters of justice for CSEA cases. This is a problem that persists in the Colombian context and requires actions in the medium and long term for the development of capacity, as well as the definition of an action plan with indicators that allow monitoring its progress.
  - Invest in dissuasion and rehabilitation mechanisms for aggressors or people at risk of being aggressors. Actions aimed at strengthening the PIPAS program or generating a program that allows rehabilitation and education while those convicted of CSEA crimes are in mandatory custody and with trained professionals, would have a positive impact on the development of capacities in the sector.
  - Carrying out studies on the profile of sexual aggressors (online and offline) makes it possible to understand the causes of their behaviors, the methods they use to approach children, and their environments, among other factors. The production of this type of information contributes to acting on a basis of evidence and intelligence for decision-making in criminal policy and for the prevention of CSEA.
Sector: Victim Protection

Short term
- Promote and facilitate close collaboration between authorities, protection organizations, and NGOs through the PNAVNA to guarantee a comprehensive response to victims.
- Promote the help line among children through community, school, and digital environments.

Medium term
- Allocate sufficient financial resources to scale the specialized teams and technical tools to the entire chain of care and throughout Colombia and strengthen training actions with specialized, structured, and permanent training.
- Include in the PNAVNA monitoring and evaluation model baselines and indicators that have a direct impact on the problem. (Consider variables such as the number of complaints, number of accusations, number of convictions) to strengthen and account for the development of capacities of the justice sector. Although there are actions and indicators defined and oriented especially to the activation of procedures in the different sectors, expanding the follow-up of the justice sector will allow the difficulties in the particular processes to be shown and financial, technical and human resources to be allocated to correct them.
- Including the different actors of the educational institutions in training with the tools generated by the MEN such as care procedures, protocols, and pedagogical guides would contribute to the development of capacities for the prevention, attention, and mitigation of CSEA in the educational sector.
- Advance in the development of the financial and technical capacity for the materialization of the procedures and norms that have been established with an effective scope throughout Colombia.

Long term
- Ensuring long-term support for victims is essential, as they can often experience mental health problems and effects for many years after the crime has been committed. The normative and technical instruments exist, but in practice, by extending the provision of resources and effective reparations for the victims, the level of complexity increases. This increase in complexity was contemplated in the PNAVNA at the time of establishing the evaluation indicators, for which it is recommended to follow up on them, focusing on the achievement of the objective of comprehensive protection.
- Consider safe and appropriate collaboration of all involved parties with survivors of CSEA to advise on the design and evaluation of effective services, policies and support.

RECOMMENDATIONS
Short term

- Expand coverage of campaigns to cover specific themes, for example, people associated with offenders and people at risk, the role of educational institutions, health personnel, justice, and protection in care procedures.
- Include in training with educational institutions tools generated by the MEN such as care procedures, protocols, and pedagogical guidelines that would contribute to capacity building for the prevention, care and CSEA mitigation in the education sector.
- Maximize NGO, industry, and international initiatives such as Safer Internet Day to improve the dissemination of messages and resources.

Medium term

- Formalize actions to identify the victims and prosecute the aggressors, taking advantage of the country’s long experience in reporting and blocking CSAM.
- Having multiple reporting lines makes it difficult to implement robust and standardized processes to receive, prioritize, and forward received reports. Strengthening the National Police-DIJIN in its capacity as a coordinated point of contact, through its link as an INHOPE line or through a close articulation with Te Protejo (who currently has INHOPE member status), can contribute to guaranteeing that all CSEA reports are recorded, evaluated and classified in a consistent, coordinated and effective manner. In addition, this would help to strengthen the contribution to the country’s global strategic response.
- Implement strategies to provide psychosocial support to aggressors or people at risk of being aggressors or their families. A good starting point could be to initiate this type of support with adolescents who enter the SRPA for sexual misconduct. It is also recommended to allocate resources and efforts to provide advice to aggressors or people at risk of being aggressors (eg: PIPAS Program) guaranteeing training, feedback, and adjustment based on the practices and variations arising from its implementation in the territories. The authorities, the penitentiary system, and the justice sector can become overloaded if the work is focused solely on prosecuting criminals and not on preventing the incidence of crime.

Long term

- Strengthen knowledge about the mechanisms and policies that favor the participation of children and adolescents and stimulate their inclusion in the exercises of formulation, implementation, and evaluation of public policies by enabling spaces that allow them to participate and know their rights.
- Invest in research to better understand the factors that cause the increase in “self-generated” sexual material by children, the motivations of aggression in CSEA and the effectiveness of deterrence and self-help programs for aggressors.
Guarantee the frequency and consistency of blocking procedures in order to maintain an effective coordination between the different parties involved.

Blocking access to child sexual abuse material hosted outside the country will cut off criminals’ access, but it is not a long-term solution to eradicating the material from the Internet. Therefore, it must be combined with mechanisms for elimination at the source. This approach ensures that each country is responsible for the removal of this content when it is hosted in their jurisdiction. In Colombia, this capability is available through the Te Protejo reporting line and INHOPE’s ICCAM platform.

Ensure that the personnel who are in contact with CSEA incidents are suitable, accept to participate voluntarily, receive onboarding as well as continuous and permanent training and are supported to guarantee their full well-being.

Assessing the need to look at other actors beyond PRSTs could improve collaboration and help strengthen deterrence and prevention strategies. Based on the results of this evaluation, legislative changes could be required in the long term.

Maintain terms of use and codes of conduct by the PRST which explicitly prohibit their clients from using the services or platforms for CSEA purposes or to produce, distribute, or view CSAM.

Extend the possibility of reporting to the PRST and their users. This can be achieved through links that allow them and their users to access the existing complaint channels through their information systems. This can be done taking into account the responsibilities established in the framework of Law 679 2001, which establishes that PRSTs have the obligation to report to the competent authorities any criminal act against minors of which they are aware or the dissemination of pornographic material associated with minors below 18 years of age.

Develop technological solutions that allow CSAM to be identified, prevented or investigated. Defining mechanisms to share and scale these solutions to the relevant actors as part of this development can foster collaboration between the parties involved and strengthen the national industry for the development of this type of solution.

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Sector: Communication and media:

- Carry out awareness-raising and training actions with the media regarding the protection of the rights of children in their journalistic actions in which the existing responsibilities are socialized and protective actions and the role of the media in prevention are reinforced.

- A set of global terminology guidelines was produced in 2016. These are known as the ‘Luxembourg Guidelines’ and are available to all child protection agencies and organizations, as well as to legislators and the media.

- The media are essential to make the CSEA problem visible to the public and on the political agenda. The best results for victims and society will come from providing ethical, balanced, and informed media information that prioritizes the welfare and protection of the victim.

- Guarantee that the protection of victims is considered, that judicial investigations are not harmed, that myths about CSEA and prejudice against victims are not perpetuated or propagated, without this implying in any way influencing the media to report on CSEA supporting a political agenda.
Conclusions

In recent years, Colombia has taken important steps to lead and coordinate actions to end the violence that affects children, including the capacities evaluated to prevent and combat CSEA online and offline. Some of the progress made is as follows:

<table>
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<tr>
<th>A</th>
<th>Consolidation of the National Alliance against Violence against Children and Adolescents as an intersectoral mechanism that leads and articulates at the highest level the country's efforts to eradicate the different forms of violence that affect children and adolescents, including the CSEA online and offline.</th>
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<td>B</td>
<td>Structuring of the National Plan of Action against Violence against Children and Adolescents that includes, among other things, actions focused on digital environments and for the prevention and mitigation of the different forms of CSEA.</td>
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<tr>
<td>C</td>
<td>The sanction of Law 2081 of 2021 by which criminal action is declared imprescriptible in case of crimes against freedom, integrity and sexual formation, or the crime of incest, committed against minors under 18 years of age.</td>
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<tr>
<td>D</td>
<td>The updating of the Criteria Document for the Classification of Internet Pages with CSAM through which technical guidelines are generated, as well as recommendations at the national level for the prevention of CSEA in the digital environment.</td>
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<tr>
<td>E</td>
<td>The implementation of the Disability Registry for those who have been convicted of crimes against liberty, integrity, and sexual formation of minors under 18 years of age.</td>
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These advances are added to the background achieved in Colombia consolidating a public policy that allows it to advance in the coming years in:

- Inclusion of digital environments as protective environments for children and adolescents.
- Prevention of the risks associated with CSEA on and off line.
- Application and strengthening of the existing legal framework for the prevention and mitigation of CSEA.
- Guarantee of timely and comprehensive care.
- Collection of data and evidence for decision making.
- Social mobilization for the transformation of social and cultural norms, beliefs, and behaviors that have
naturalized and perpetuated various forms of violence against children.

- Strengthening of the capacities of professionals and care, protection, and legal services for the comprehensive protection of children.

Having legislative, public policy and articulation instruments in these areas will allow Colombia to confront the main challenges it currently faces regarding the comprehensive approach of CSEA, namely:

1. Guarantee the continuity and effective implementation of the National Plan of Action against Violence against Children and Adolescents through an adequate transfer to the incoming government.

2. Monitor and evaluate indicators that directly impact CSEA problems (considering variables such as number of complaints, number of accusations, number of convictions). Extending the follow-up of the justice sector will make it possible to highlight the difficulties in particular processes and allocate financial, technical, and human resources to correct them.

3. Implement strategies to deal with the heavy procedural burden of justice actors that slows down the system and causes a reduced response capacity for CSEA cases.

4. Implement mechanisms for the dissuasion and rehabilitation of aggressors or people at risk of being aggressors.

5. Advance actions aimed at expanding knowledge of the CSEA phenomenon and its variables in order to have inputs to act on a basis of evidence and intelligence in decision-making in public and criminal policy and in prevention actions.

6. Allocate sufficient financial resources to scale specialized teams and technical tools to the entire chain of care and throughout the national territory and strengthen training actions with specialized, structured and permanent training.

7. Advance in the formalization of actions to identify the victims and prosecute the aggressors.

8. Strengthen knowledge about the mechanisms and policies that favor the participation of children and stimulate their inclusion in the exercises of formulation, implementation, and evaluation of public policies by enabling spaces that allow them to participate and know their rights.

See Annex I: Analysis matrix
Joint and coordinated action for the prevention, investigation, and assistance to victims of Abuse and Online Child Sexual Exploitation