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The global state of cybercrime legislation  
2013 – 2025:  
A cursory overview

prepared by the  
Cybercrime Programme Office  
of the Council of Europe (C-PROC)

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This technical report does not necessarily reflect official positions of the Council of Europe, of Parties to the Convention on Cybercrime or of donors to C-PROC projects.

## 1 Purpose

The Council of Europe is cooperating with a large range of countries in all regions of the world and, through its Cybercrime Programme Office (C-PROC), is supporting many of them in the reform of legislation on cybercrime and electronic evidence.

In January 2013, prior to the 2<sup>nd</sup> meeting of the [UN Intergovernmental Expert Group on Cybercrime](#), under the then Global Project on Cybercrime a review of the state of cybercrime legislation worldwide had been prepared.

Following yearly updates of the study by C-PROC since 2018, the present overview summarises the situation as at 31 December 2025.

The purpose of this update is to provide a cursory overview of global trends regarding legislation on cybercrime and electronic evidence, and thus to serve as a starting point for more thorough assessments and in particular for targeted support to countries or regions in view of further strengthening of laws or of criminal justice capacities to enable the application of new legislation by practitioners.

A major political achievement at the international level is the “United Nations convention against cybercrime; strengthening inter-national cooperation for combating certain crimes committed by means of information and communications technology systems and for the sharing of evidence in electronic form of serious crimes” which was [opened for signatory on 25 October 2025 in Hanoi](#), and reached 74 signatories to date. The new convention brings added value by allowing more countries to engage in international cooperation on cybercrime and electronic evidence and it also confirms the relevance of the Convention on Cybercrime (Budapest Convention) which has been a solid foundation for more 20+ years of capacity building carried out by the Council of Europe.

However, challenges remain regarding the effective implementation of its conditions and safeguards. For the next period it is essential that States implement the new United Nations Convention in a manner consistent with the Budapest Convention, which can be achieved through synergies and joint capacity building activities involving the Council of Europe’s C-PROC and the United Nations Office on Drugs and Crime (UNODC).

## 2 Reforms of legislation on cybercrime and electronic evidence

Some countries began to work on specific legislation on cybercrime and electronic evidence already in the 1990s. By December 2025, some 97% of UN Member States had either carried out such reforms or reforms were underway.

Almost all regions have commenced reforms during the past eleven years.

	States	Underway or undertaken in recent years							
		By January 2013		By January 2018		By February 2020		By December 2025	
All Africa	54	25	46%	45	83%	46	85%	52	96%
All Americas	35	25	71%	31	89%	32	91%	34	97%
All Asia	42	34	81%	37	88%	38	90%	39	93%
All Europe	48	47	98%	48	100%	48	100%	48	100%
All Oceania	14	12	86%	12	86%	13	93%	14	100%
All	193	143	74%	173	90%	177	92%	187	97%

Obviously, reforms of legislation can never be considered completed and should thus be understood as a continuous process.

One problem seems to be that in many countries, reforms are initiated but not carried through, with draft laws sometimes pending for years or being abandoned.

Furthermore, some Governments are careful not to adopt laws without the necessary capacities to apply them. In some instances, laws have been adopted but not their implementing regulations.

Capacity building support is required to move ahead.

### 3 Substantive criminal law provisions

As a result of reforms undertaken, 134 States (or 69% of UN Member States) seem to have had substantive criminal law provisions to criminalise offences against and by means of computers “largely in place” by end of December 2025, that is, they had adopted specific domestic provisions corresponding to most of the substantive criminal law articles of the Convention on Cybercrime.<sup>1</sup>

An additional one fourth of States had adopted at least some specific substantive criminal law provisions.

Very good progress was thus made in twelve years between January 2013 and December 2025 in this respect. And the pace of reforms significantly increased since 2018.

By January 2013	States	Largely in place		Partially in place		Not in place or no information	
All Africa	54	6	11%	18	33%	30	56%
All Americas	35	10	29%	12	34%	13	37%
All Asia	42	13	31%	17	40%	12	29%
All Europe	48	38	79%	8	17%	2	4%
All Oceania	14	3	21%	6	43%	5	36%
All	193	70	36%	61	32%	62	32%

By January 2018	States	Largely in place		Partially in place		Not in place or no information	
All Africa	54	14	26%	21	39%	19	35%
All Americas	35	13	37%	15	43%	7	20%
All Asia	42	17	40%	18	43%	7	17%
All Europe	48	44	92%	4	8%	0	0%
All Oceania	14	5	36%	6	43%	3	21%
All	193	93	48%	64	33%	35	19%

By February 2020	States	Largely in place		Partially in place		Not in place or no information	
All Africa	54	22	41%	19	35%	13	24%
All Americas	35	17	49%	15	43%	3	9%
All Asia	42	18	43%	19	45%	5	12%
All Europe	48	44	92%	4	8%	0	0%
All Oceania	14	5	36%	6	43%	3	21%
All	193	106	55%	63	33%	24	12%

By December 2025	States	Largely in place		Partially in place		Not in place or no information	
All Africa	54	34	63%	13	24%	7	13%
All Americas	35	24	69%	10	29%	1	3%
All Asia	42	21	50%	18	43%	3	7%
All Europe	48	46	96%	2	4%	0	0%
All Oceania	14	9	64%	4	29%	1	7%
All	193	134	69%	47	24%	12	6%

<sup>1</sup> This does not necessarily mean that they were fully in line with these provisions of the Convention on Cybercrime.

#### 4 Specific procedural powers to secure e-evidence

Reform of procedural law and the enactment of specific procedural powers to secure electronic evidence for use in criminal proceedings (corresponding to Articles 16 to 21 Convention on Cybercrime and subject to the safeguards of Article 15) is a more complex undertaking.

	States	Procedural legislation largely in place <sup>2</sup>							
		By January 2013		By January 2018		By February 2020		By December 2025	
All Africa	54	5	9%	10	19%	16	30%	27	50%
All Americas	35	5	14%	9	26%	12	34%	19	54%
All Asia	42	8	19%	13	31%	11	26%	12	29%
All Europe	48	31	65%	39	81%	39	81%	37	77%
All Oceania	14	1	7%	3	21%	4	29%	9	64%
All	193	50	26%	74	38%	82	42%	104	54%

Progress was made during the past eleven years and by December 2025 some 54% of States had specific powers largely in place. However, many States still rely on general procedural law provisions (for search, seizure and so on) to investigate cybercrime and secure electronic evidence.

Again, Governments may be reluctant to adopt specific procedural powers without the capacity of their authorities to apply them in practice, and further capacity building would be needed to advance.

Following the opening for signature of the Second Additional Protocol to the Convention on Cybercrime on enhanced cooperation and disclosure of electronic evidence in May 2022, some 30 to 40 countries are currently reforming their domestic legislation in line with this Protocol. By December 2025, 52 States had signed it of which two had also ratified it.

<sup>2</sup> Note: The availability of procedural powers is sometimes difficult to determine without a more detailed assessment. In some countries some procedural powers may be the subject of secondary regulations.

## 5 Links to the Convention on Cybercrime

By December 2025, 50% of UN Member States were either Parties or Signatories to the Convention on Cybercrime or had been invited to accede. These 97 States were thus members or observers in the Cybercrime Convention Committee (T-CY). There is consistent progress in terms of membership, with a particularly large increase occurring in 2022-2025.

	States	Party, signatory or invited to accede							
		By January 2013		By January 2018		By February 2020		By December 2025	
All Africa	54	3	6%	8	15%	10	19%	18	33%
All Americas	35	8	23%	11	31%	12	34%	18	51%
All Asia	42	2	5%	4	10%	4	10%	8	19%
All Europe	48	43	90%	46	96%	46	96%	46	96%
All Oceania	14	1	7%	2	14%	2	14%	7	50%
All	193	57	30%	71	37%	74	38%	97	50%

Beyond membership, the Convention on Cybercrime appears to serve 85% of States worldwide as a guideline or at least as a source inspiring domestic legislation, as reflected in the structure of or concepts used for at least some provisions.

	States	Use of Convention on Cybercrime as guideline or source							
		By January 2013		By January 2018		By February 2020		By December 2025	
All Africa	54	21	39%	33	61%	38	70%	44	81%
All Americas	35	22	63%	24	69%	26	74%	28	80%
All Asia	42	25	60%	27	64%	28	67%	31	74%
All Europe	48	46	96%	47	98%	47	98%	47	98%
All Oceania	14	10	71%	11	79%	14	100%	14	100%
All	193	124	64%	142	74%	153	79%	164	85%

The T-CY is an important forum in which close to 100 States are able to engage with each other. One reason for the influence of the Convention on Cybercrime beyond these States is that many more States are benefiting from capacity building activities.

By December 2025, some 186 States had participated in Council of Europe activities on cybercrime.

	States	Participation in Council of Europe cybercrime activities previously							
		By January 2013		By January 2018		By February 2020		By December 2025	
All Africa	54	20	37%	35	65%	50	93%	53	98%
All Americas	35	24	69%	33	94%	34	97%	35	100%
All Asia	42	25	60%	31	74%	32	76%	36	86%
All Europe	48	47	98%	48	100%	48	100%	48	100%
All Oceania	14	12	86%	14	100%	14	100%	14	100%
All	193	128	66%	161	83%	178	92%	186	96%

6 Appendix: Parties, signatories and States invited to accede to the Convention on Cybercrime (status 31 December 2025)<sup>3</sup>

Parties		Signatories or invited to accede
Albania	Luxembourg	Antigua and Barbuda
Andorra	Malta	Guatemala
Argentina	Mauritius	Ireland
Armenia	Republic of Moldova	Kazakhstan
Australia	Monaco	Kenya
Austria	Montenegro	Malawi
Azerbaijan	Morocco	Malaysia
Belgium	Netherlands	Mexico
Benin	New Zealand	Mozambique
Bosnia and Herzegovina	Nigeria	Papua New Guinea
Brazil	North Macedonia	Republic of Korea
Bulgaria	Norway	Seychelles
Cabo Verde	Panama	South Africa
Cameroon	Paraguay	Timor-Leste
Canada	Peru	Trinidad and Tobago
Chile	Philippines	Uruguay
Colombia	Poland	
Costa Rica	Portugal	
Côte d'Ivoire	Romania	
Croatia	Rwanda	
Cyprus	San Marino	
Czech Republic	São Tomé and Príncipe	
Denmark	Senegal	
Dominican Republic	Serbia	
Ecuador	Sierra Leone	
Estonia	Slovak Republic	
Fiji	Slovenia	
Finland	Spain	
France	Sri Lanka	
Georgia	Sweden	
Germany	Switzerland	
Ghana	Tonga	
Grenada	Tunisia	
Greece	Türkiye	
Hungary	Ukraine	
Iceland	United Kingdom	
Israel	United States of America	
Italy	Vanuatu	
Japan		
Kiribati		
Latvia		
Liechtenstein		
Lithuania		

<sup>3</sup> Source: [Council of Europe Treaty Office: Convention on Cybercrime \(ETS 185\)](#)