



FACTSHEET – HUNGARY

Lanzarote Committee Implementation Report on:

“The protection of children against sexual exploitation and sexual abuse facilitated by information and communication technologies (ICTs): addressing the challenges raised by child self-generated sexual images and/or videos (CSGSIV)”

This factsheet was prepared by the Secretariat in March 2023.
It has been updated with information submitted by the Government of Hungary in March 2025 displayed in orange and blue text boxes.

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I. Introduction

One of the main functions of the Lanzarote Committee (“the Committee”) is to monitor the effective implementation of the Lanzarote Convention (“the Convention”). The monitoring procedure is divided into rounds, each concerning a specific thematic area and involving all State Parties (“the Parties”) simultaneously. The monitoring rounds start with the launch of a thematic questionnaire, to which the national authorities are asked to respond, and which other relevant stakeholders can comment on. After carrying out its **evaluation procedure**, consisting of the analysis of such replies, the Committee adopts an **implementation report** where it draws conclusions about the different national frameworks, strategies and policies in place, makes recommendations to Parties, and highlights promising practices as well as some challenges. Sometime after the adoption of the implementation report, the Committee conducts a **compliance procedure** with the aim of assessing whether Parties comply with the recommendations made by the Committee as part of the evaluation procedure.

The compliance procedure seeks to assess the follow-up given by Parties to the recommendations made by the Committee in the evaluation procedure. In the [implementation report of its 2nd monitoring round concerning the challenges raised by child self-generated sexual images and/or videos](#), the Committee made **three types of recommendations**:

- **“Require”**: when the steps the Committee recommends Parties to take correspond to obligations arising from the Convention, as clarified by its explanatory report.
- **“Request”**: when the steps the Committee recommends Parties to take correspond to obligations arising from the Convention, as clarified by documents adopted by the Committee (such as previous monitoring round findings, opinions or other documents).
- **“Invite”**: when the steps the Committee recommends Parties to take correspond to promising practices or other measures to enhance protection of children against sexual violence even beyond specific requirements of the Convention.

At its 41st meeting (13-15 February 2024), the Lanzarote Committee agreed on a new methodology for the assessment of State Parties’ compliance with the 2nd monitoring round recommendations ([see point 4 of the Appendix to the List of decisions](#)). It entrusted the Secretariat to insert boxes in the 2nd monitoring round country [factsheets](#) to highlight where information on follow-up measures taken or changes occurred may be inserted. It is recalled that these factsheets are a synthesis of the Committee’s implementation report findings with respect to specific Parties. The factsheets are structured along the lines of the implementation report and the footnotes in this document refer to the specific paragraphs of the implementation report.

The orange boxes contain information submitted by the State Party regarding progress made towards the implementation of the recommendation.

The blue boxes contain examples of national promising practices that respond to “invite” recommendations made by the Committee.

II. Legal frameworks

Interpreting the Convention, in conjunction with its [Opinion on child sexually suggestive or explicit images and/or videos generated, shared and received by children](#) (6 June 2019), the Committee identifies what Parties ought to have in place as well as what they are encouraged to do to better protect children against the exploitation of their self-generated sexual images and/or videos (CSGSIV).

Observations and recommendations of the Committee on the legal framework specific to Hungary

The Committee observes that Hungary pointed at the age of criminal responsibility below which children cannot be held criminally liable for acts they commit to demonstrate compatibility with the above-mentioned exclusion of criminal liability for the production and possession of CSGSIV, which is 14 years old.¹ The Committee highlights that reliance upon the age of criminal responsibility alone to exclude criminal responsibility does not correspond to a situation of full compliance, since older children (those above the age of criminal responsibility) cannot avail themselves of this exemption.² It notes also that distribution or transmission of their own self-generated sexually explicit images/videos by children is in theory criminalised in Hungary under special circumstances.³ However, Hungary explained that since a fundamental element of a criminal offence is that an act must be a danger to society and in such cases, this element is lacking, such acts cannot be considered as criminal offences.

Hungary also has rules that lead to the criminalisation of the distribution by children of CSGSIV of *other* children.⁴

- The Committee **requests** Hungary to ensure that the distribution or transmission by children of self-generated sexually explicit images and/or videos of *other* children is prosecuted as a last resort when such images and/or videos qualify as “child pornography” in accordance with Article 20(2) of the Convention.⁵

Follow-up actions:

General remark

The topic of self-generated sexually explicit

images and videos of children is a very delicate one; legislation will never be able to solve the issue all by itself because individual cases will always be too diverse to be tackled properly only by abstract legal texts. The problem can only be addressed properly by legislation and practice working hand in hand on a case-by-case basis where practitioners (the courts) have the necessary freedom to carefully assess the facts of the individual case. Judicial interpretation of our basic concepts of criminal law (see below especially the element of ‘dangerous to society’) can serve as a much more flexible solution than the rather blunt instrument of legislative decriminalisation.

The latest relevant amendment to our Criminal Code (hereinafter: CC) is from 2021.

Section 204 of the CC provides for the offence of child pornography. Paragraph (8) defines ‘pornographic recording’ in the following manner:

“For the purposes of this section a pornographic recording means a depiction of one or more other persons in a way that depicts sexuality in a grossly indecent manner for the purpose of arousing sexual desire, including the realistic depiction of one or more non-existent persons.”

The definition specifies depictions of other persons (see underlined), which means that self-generated material is out of the scope of this offence. Therefore, if a child creates, distributes or transmits a sexually explicit image or video of themselves, they will not be criminally liable for those actions.

However, if anyone else (either a child or an adult) abuses a sexually explicit image or video ‘self-generated’ by another child (i.e. acquires it, keeps it, offers it, hands it over, makes it available, places it on the market, trades in it, or makes it accessible to a large audience), they will be criminally liable. According to our CC, anyone over the age of 14 can be held liable in

¹ Para. 71

² Para. 72

³ Para. 74

⁴ Para. 82

⁵ Recommendation II-9

this case, including children between the age of 14 and 18.

Distribution and transmission is criminalised under Section 204 paragraph (1) (b) of the CC, and the penalty is from 2 to 8 years of imprisonment. A child who distributes or transmits a sexually explicit image or video created of themselves by themselves (i.e. self-generated material), shall not be criminally liable. However, anyone else above the age of 14 who does that, is criminalised.

On sexual extortion

The Committee observes that Hungary reported that, at the time of responding, there had been no cases of sexual extortion of children involving CSGSIV.⁶

In cases where the coercer already in possession of CSGSIV attempts to procure or knowingly obtain access to further CSGSIV, Hungary would prosecute for offences related to “child pornography”, in concurrence with offences where threat is a core element, such as extortion or coercion.⁷ The offence of corruption of children may also be established.⁸

When the coercer, possessing the CSGSIV, threatens the child for some other kind of sexual gain, Hungary would prosecute for sexual abuse of a child in accordance with Article 18, for offences related to child

prostitution, participation in pornographic performances,⁹ as well as for the aggravated case of sexual coercion, or sexual violence committed by violence or direct threat to life or physical integrity.¹⁰ It would also prosecute the conduct relating to the possession of the initial child sexual image or video as an offence related to “child pornography” under Article 20 of the Convention.¹¹

When the offender possessing CSGSIV seeks to exploit them to gain money or other property from the child, Hungary would identify such a situation as child prostitution, or participation of a child in pornographic performances, in concurrence with coercion.¹²

When dealing with sexual extortion cases involving children, the Committee **invites** Hungary:

- to take into account the situation where CSGSIV are used to force, coerce or threaten the child to give additional CSGSIV, other sexual favours, a financial gain or other gain to the offenders by:
 - either creating a specific incrimination to address this situation,
 - or prosecuting both the initial detention of CSGSIV and the act of extortion;¹³
- to ensure that sexual extortion of children involving CSGSIV is investigated and prosecuted.¹⁴

Generic recommendations of the Committee on the legal frameworks

On the legal frameworks, the Committee **invites** all Parties, including Hungary:

- to rather use the term “child sexual abuse material” (CSAM) for material depicting acts of sexual abuse of children and/or focusing on the genitalia of the child following the guidance set out in the “Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse” in the development of future national, regional and international legal instruments and policies addressing the prevention of and protection from sexual

exploitation and sexual abuse of children;¹⁵

- to strengthen the protection of children by introducing explicit references in their respective legal frameworks to conduct concerning CSGSIV, identifying the circumstances when children should not be held criminally liable and when they should be prosecuted only as a last resort;¹⁶
- to introduce in their legal framework a definition of “child sexual abuse material” in line with its Recommendation II-1 above;¹⁷
- to contemplate appropriate legal responses to

⁶ Para. 95

⁷ Para. 97

⁸ Para. 100

⁹ Para. 102

¹⁰ Para. 104

¹¹ Para. 103

¹² Para. 106

¹³ Recommendation II-11

¹⁴ Recommendation II-12

¹⁵ Recommendation II-1

¹⁶ Recommendation II-2

¹⁷ Recommendation II-3

conduct involving non-visual self-generated sexual material produced by children in the context of offences covered by the Convention;¹⁸

- to adopt legislative or other measures which promote as a priority educational and other measures that will aim to support children in safely exploring their sexual development while understanding and avoiding risks deriving from the production and possession of self-generated sexual images and/or videos;¹⁹
- to consider criminalising solicitation of children for sexual purposes (“grooming”), even when it does not lead to either a face-to-face meeting or to producing CSAM;²⁰

The Committee also **requests** that Parties, including Hungary:

- ensure in their legal framework that a child will not be prosecuted when he/she possess:
 - their own self-generated sexually suggestive or explicit images and/or videos;
 - self-generated sexually suggestive or explicit images and/or videos of another child with the informed consent of the child depicted on them;
 - the self-generated sexually suggestive or explicit images and/or videos of another child as a result of receiving them passively without actively asking for them;²¹

Follow-up actions:

I. Self-generated images or videos (1st indent):

They fall outside the scope of Section 204 paragraph (8) of the CC (see above), therefore the conduct of a child over the age of 14 who takes a photo or makes a video of himself, cannot be held criminally liable for that act.

II. Informed consent of the child depicted on the sexually suggestive or explicit image or video (2nd indent):

These conducts can be exempted from criminal liability as follows (considering all circumstances of the case):

1. General principles of substantive law

Section 4 paragraph (1) of the CC provides for the definition of a criminal offence as follows:

“A criminal offence shall mean an act committed intentionally or, where negligent commission is punishable under this Act, negligently which is a danger to society and is subject to punishment under this Act.”

This is the most basic definition of our substantial criminal law which enumerates all elements of a criminal offence in general terms, *actus reus* and *mens rea* alike. Without the presence of all of the required elements of crime, there is no criminal offence involved, which results in the termination of a criminal proceeding in accordance with Section 398 paragraph (1) a) of the Criminal Procedure Code (hereinafter: CPC) in practice.

One of the elements of crime is “*act which is a danger to society*” which is elaborated further in Section 4 paragraph (2) of the CC as follows:

“An activity or omission shall constitute an act that is dangerous to society if it harms or endangers the person or rights of others or the social, economic or state order of Hungary as laid down by the Fundamental Law.”

A court has the judicial freedom to decide that possessing self-generated sexually suggestive or explicit images by another child with the informed consent of the creator of these images (i.e. the child depicted on them) are not dangerous to society, thus the conduct shall not amount to a criminal offence. This can only be decided on a case-by-case basis, and it should depend on the facts of the individual case.

2. More specific substantial and procedural rules

Possession of a sexually suggestive or explicit image or video is penalised in Section 204 paragraph (1) a) of the CC and it shall be punished by imprisonment for one to five years as a main rule. In aggravated cases – Section 204 paragraphs (2) and (3) – the term of imprisonment is significantly longer. However, in cases where aggravating factors are not present and the subject of the material is someone over 14 years of age and under 18, Section 204 paragraph (5) a) creates a privileged

¹⁸ Recommendation II-4

¹⁹ Recommendation II-7

²⁰ Recommendation II-10

²¹ Recommendation II-6

offence with an imprisonment level of ‘up to 3 years’ (i.e. 0-3 years). This level of penalty is sufficiently low to apply other substantive or procedural criminal law provisions to minimise or even to set aside the penalty.

a. Specific rules in the General Part of the CC

According to Section 33 paragraph (4) of the CC, if the minimum of the penalty range for a criminal offence does not reach one year of imprisonment then confinement (which is less severe than imprisonment), community service, financial penalty, disqualification from a profession, disqualification from driving a vehicle, ban on entering certain areas, ban on visiting sports competitions, or expulsion may be imposed, individually or in any combination, instead of imprisonment. According to this provision, an act criminalised under Section 204 paragraph (5) a) can be sanctioned by means other than imprisonment.

b. Procedural rules

Chapter LXVII of the CPC provides for the concept of prosecutorial conditional suspension of a criminal proceeding which results in the proceeding being terminated and the defendant going unpunished when all criteria are met (see Section 420 of the CPC).

The application of all of the legal possibilities mentioned above requires the careful consideration of all the circumstances of the individual case.

III. Passive receipt (3rd indent):

The criminal offence provided for by Section 204 of the CC can only be committed intentionally. No one who comes into possession of CSAM without asking for its transmission will be held criminally liable, if they delete the CSAM immediately after discovering it or after taking the legally required or necessary measures in connection with it.

- ensure in their legal framework that a child will not be prosecuted for sharing his/her sexual images and/or videos with another child when such sharing is voluntary, consensual and intended solely for their own private use.²²

Follow-up actions:

Section 204 of the CC provides for the offence of child pornography. Paragraph (8) defines ‘pornographic recording’ in the following manner:

“For the purposes of this section a pornographic recording means a depiction of one or more other persons in a way that depicts sexuality in a grossly indecent manner for the purpose of arousing sexual desire, including the realistic depiction of one or more non-existent persons.”

The definition specifies depictions of other persons (see underlined), which means that self-generated material is out of the scope of this offence. Therefore, if a child creates, distributes or transmits a sexually explicit image or video of themselves, they will not be criminally liable for those actions.

Promising practices:

²² Recommendation II-8

III. Investigations and prosecution

In its [Interpretative Opinion on the applicability of the Lanzarote Convention to sexual offences against children facilitated through the use of information and communication technologies](#) (ICTs) (12 May 2017), the Committee called on Parties to ensure effective investigation and prosecution of ICT facilitated sexual exploitation and sexual abuse by providing resources and training to responsible authorities.

Observations and recommendations of the Committee on investigations and prosecution specific to Hungary

On the specialisation and training of authorities

The Committee notes that Hungary has investigative units dedicated exclusively to cyber or sexual crimes against children.²³ The NBI Cybercrime Department is able to conduct separate complex forensic examinations.²⁴ In prosecution, cases concerning sexual abuse or exploitation of children facilitated by ICTs are managed by offices dedicated to juvenile justice, combating cybercrime, and violence against children.²⁵ In the court system, the president of the National Office of the Judiciary has set up the Children's Rights Cabinet in 2020. The president of the Cabinet is a lawyer specialising in children's rights, and among the members, there are criminal law and family law judges as well. The task of the Cabinet is to deliver opinions and submit proposals for judicial measures ensuring that children's rights (including the right to information, representation, participation and protection) are respected in their entirety while taking into consideration children's mental and emotional development and the circumstances of a given case. Hungary also has specialised hearing rooms for children.²⁶ As regards prosecution, Hungary has specialised prosecution services which handle ICT facilitated sexual offences committed by children.²⁷ Training for law enforcement agents is provided by the Party,

as well as by external organisations.²⁸ Hungary also has specific law enforcement training on production, possession, distribution or transmitting of CSISIV, and ICT facilitated coercion or extortion.²⁹ As regards training for prosecutors, specialised trainings, meetings, round tables and conferences are organised for them. Prosecutors can also enrol in an LL.M. on juvenile justice.³⁰ The training content includes children's rights, sexual violence against children, specific issues relating to high-tech or cybercrime, and promoting the development of best practices and enhancing conscious case management.³¹

On victim and perpetrator identification

As regards victim identification, victim identification functions are located within units dedicated specifically to child abuse material or cyber-related sexual offences. If it is questionable whether the perpetrator has actually misidentified the child's age, assessing the age of the child will take place by involving a forensic doctor or expert anthropologist.³² Hungary also makes an active contribution to the INTERPOL's International Child Sexual Exploitation image and video database through units dedicated to cybercrime involving children, sexual offences, or child abuse materials.³³

²³ Para. 116

²⁴ Para. 121

²⁵ Para. 125

²⁶ Para. 133

²⁷ Para. 138

²⁸ Para. 148

²⁹ Para. 153

³⁰ Para. 161

³¹ Para. 164

³² Para. 180

³³ Para. 186

Generic recommendations of the Committee on investigations and prosecution

On the specialisation and training of authorities

The Committee **requests** Parties that are not already doing so:

- to ensure that law enforcement units, services or persons specialised in ICT facilitated sexual offences against children are adequately financed to ensure sufficient resources, including staff, equipment and training;³⁴

Follow-up actions:

Within the framework of the "Swallow's Nest" programme, the Child Protection Specialist Investigation Network (hereinafter referred to as the "Network") was established on 29 February 2024, with a minimum of 211 staff, including 1 central specialist supervisor.)

The members of the Network are members of the units of the territorial authorities dedicated to the investigation of crimes against sexual morality and sexual freedom or persons assigned to the investigation and investigation of such crimes. The Network is divided into 4 levels, 2 of which are responsible for specialised management (1 at central level and 49 at regional level) and 2 for enforcement. The aim of the Network is, inter alia, to ensure the professional management and correct execution of cases in terms of legality, professionalism and timeliness, the transfer of information, training, coordination of external and internal cooperation.

A detailed procedural plan for sexual offences against children, followed by an Action Plan and a Methodological Guide for the establishment and operation of the Network - the "Swallow's Nest Programme" - have been drawn up to improve the legality and professionalism of the action against sexual offences against children, the effectiveness of the procedures, and the protection of children.

The Faculty of Law Enforcement of the National University of Public Service (hereinafter: NKE RTK) and the Police Education and Training

Centre are also involved in the development of the long-term training themes of the Network by the central criminal justice management.

Following the establishment of the Network, the regional specialised management has assessed the training needs and requirements of the police staff covered by the Action Plan. The survey should be carried out on an ongoing basis for new members joining the Network.

Territorial authorities should provide training for dedicated staff in their area of competence at least once a year, where possible with the participation of the prosecution and the courts, to ensure that procedural rules are fully respected.

In the event of recurrent professional or procedural errors or significant errors in a specific case, the training of the staff concerned should be ordered as an immediate intervention, focusing exclusively on the error detected or on the specific case, in order to put an immediate end to the unprofessional, unprofessional or illegal conduct of the work.

The training should also cover children's rights, child psychology, child interrogation, and provide for professional and mental health "supervision" for investigators, with the involvement of available primary care police psychologists.

In order to carry out this task, the regional authorities, with the participation of child protection, guardianship and other organisations working in the safety and best interests of children in their area of competence, will organise events with interactive participation, such as workshops, for educational purposes, taking into account local specificities. The aim of these events is to learn about and coordinate the workings and tasks of the various organisations in order to ensure effective cooperation.

The training of dedicated staff may also involve the NCPC, the National Institute of Criminology, child protection institutions and NGOs invited to the Child Protection Round Table convened by

³⁴ Recommendation III-3

the Police.

Training materials on sensitisation, protection measures, the use of telecommunication devices and recommendations on reports and denunciations from cooperating organisations to ensure the success of criminal proceedings are also made available to school guards by the Central Criminal Investigation Department.

Training opportunities for staff of child protection authorities working with the police should be promoted at all levels of cooperation in order to facilitate their effective participation in criminal proceedings. The preservation of reports and denunciations from external collaborators, as well as the usability of data and evidence obtained from children in their care, is crucial to the success of criminal proceedings.

On the basis of the training obligation contained in the Action Plan for the implementation of the "Swallow's Nest Programme", the National Police Headquarters' Criminal Investigation Directorate will organise training for dedicated specialised investigators on a monthly basis in 2025, primarily through an online interface. The interactive training will cover one topic at a time, but will provide an opportunity to ask professional and procedural questions to the specialised management. Among the topics planned are the use of forensic psychology experts, personality profiles of sex offenders, profiling options, the characteristics of children with special needs (visually and hearing impaired, emotionally handicapped, foreign language speaking) and how to communicate with them.

The police budget has the necessary resources for crime prevention, detection and prosecution activities, which also covers tasks and training related to sexual offences against children.

- to ensure that prosecution units, services or persons specialised in ICT facilitated sexual offences against children are adequately financed to ensure sufficient resources, including staff, equipment and training.³⁵

Follow-up actions:

As a rule, prosecutorial investigations are exceptional, and therefore, in criminal cases,

including offences against the freedom of sexual life and sexual morality committed against persons under the age of eighteen, which may be committed in an ICT environment, the investigation is carried out by the bodies of the police established for general policing tasks as general investigating authority [Section 34 (1) of the Criminal Procedure Code], the procedure of which is supervised and controlled by the prosecution service with powers provided for in the Criminal Procedure Code.

As of 1 March 2023, the Cybercrime Division, whose general investigative tasks include ICT-related crimes, was established within the Department for the Supervision of Investigations and Preparation of Indictments of the Office of the Prosecutor General. Previously, as of 15 February 2020, this field was handled by the Department for High Priority and Corruption Cases.

At the same time, the Division for Juvenile Offenders' Criminal Cases of the Office of the Prosecutor General is in charge of crimes against the freedom of sexual life (Chapter XIX of the Criminal Code) including ICT-facilitated crimes against the freedom of sexual life, and thus child pornography by analogy, if committed by juveniles, juveniles together with adults, as well as by adult offenders during the investigation phase.

Therefore, with regard to ICT-facilitated offences against the freedom of sexual life and sexual morality committed against children (persons under the age of eighteen), the central professional direction and supervision of lower-level specialised prosecution offices is within the competence of the Division for Juvenile Offenders' Criminal Cases of the Office of the Prosecutor General.

Internal training courses and conferences organised in the spring and autumn for prosecutors in the juvenile field, as well as for prosecutors in the criminal field in general, junior prosecutors, trainee prosecutors and deputy chief prosecutors in the criminal field, based on the central training plan drawn up annually by the Office of the Prosecutor General, cover lectures on substantive and procedural criminal law relating to ICT-facilitated offences against the freedom of sexual life and sexual morality, with the aim of acquiring good practice and raising awareness. External experts and speakers from partner authorities (courts, investigating authorities)

³⁵ Recommendation III-7

take part in these training courses and discussions, just like the prosecution service is represented, both as speakers and as participants, at conferences on similar subjects organised by the courts and the investigating authorities.

In 2016, the Computer Crime Prosecution Network was established within the Prosecution Service, with the participation of the specialised prosecutors of the county chief prosecution offices, the Metropolitan Chief Prosecution Office and the district prosecution offices. The legal and IT professional management of this Network is currently carried out by the Department for the Supervision of Investigations and Preparation of Indictments and the IT Department of the Office of the Prosecutor General.

The aim and mission of the Network is to support prosecutors dealing with computer-related crimes by providing regular training, by creating and maintaining a central database of IT- and legal information, and by ensuring the exchange of professional information. The Network members are in regular contact to gather and share experience.

At the same time as the Network was established, the scope of ICT-facilitated offences was defined, including ICT-facilitated offences against the freedom of sexual life and sexual morality committed against minors.

The Network organises biannual internal trainings for its prosecutor members, with the participation of expert speakers, representatives of the relevant investigating bodies and the judiciary, in order to increase their professional skills.

Prosecutors also regularly attend training courses provided by international organisations, including EUROPOL and CEPOL. EUROPOL runs annual trainings to strengthen the fight against sexual exploitation of children on the Internet. In the framework of the AP TWINS programme, which aims to combat and prevent all forms of crimes against the sexual freedom and morality of children, Eurojust sent a request to the Office of the Prosecutor General in October 2024 asking Member States to identify English-speaking national prosecutors who regularly prosecute ICT-facilitated crimes against the sexual freedom and morality of children.

The purpose of Eurojust's request was to be able to target specialised prosecutors who speak

English in order to invite them to conferences, meetings and to invite them to speak at conferences, including the annual AP Twins Conference.

Upon the request, the Office of the Prosecutor General delegated fifteen Hungarian prosecutors to participate in Eurojust's AP TWINS programme.

Several law universities in the country (Pázmány Péter Catholic University, Faculty of Law and Political Sciences, Deák Ferenc Institute of Continuous Training, Eötvös Loránd University, Faculty of Law and Political Sciences, Institute of Continuous Legal Training, University of Pécs, Faculty of Law and Political Sciences) offer postgraduate training in juvenile law, which also covers the subject of ICT-facilitated crimes against the freedom of sexual life committed against children, with a complex approach. Several prosecutors teach at the PPKE JÁK Deák Institute, and hundreds of judges and prosecutors have completed the course over the last ten years.

The Committee **invites** all Parties, including Hungary:

- to ensure that the capacities of any investigative units, services or persons specialised in ICT facilitated sexual offences against children take into account evolving technologies and online behaviours, and more specifically, that they reflect current practices used by perpetrators. Additionally, the Committee invites all Parties to exchange best practices between the relevant investigative units;³⁶
- to ensure that law enforcement units, services or persons specialised in ICT facilitated sexual offences against children adequately cover and/or are specialised in offences against children involving CSGSIV;³⁷
- to ensure that units, services or persons within courts responsible for ICT-facilitated sexual offences against children have the necessary specialisation in the intersecting areas of children's rights, sexual abuse and sexual exploitation of children, and ICT technical knowledge;³⁸

³⁶ Recommendation III-4

³⁷ Recommendation III-5

³⁸ Recommendation III-9

- to ensure that units, services or persons within courts responsible for ICT-facilitated sexual offences against children have sufficient specialisation in offences involving CSGSIV;³⁹
- to ensure that training on the challenges raised by CSGSIV and ICT facilitated coercion or extortion of children is available to judges;⁴⁰
- to ensure that measures, services and technology available to those in charge of identifying child victims of ICT-facilitated sexual offences are up to date, reflecting current practices across Parties, include the establishment and use of national child abuse material databases, and that resources are sufficiently allocated.⁴¹

The Committee also **invites** Parties that are not already doing so:

- to provide specific training on ICT facilitated sexual offences against children, including when such offences involve CSGSIV, and ICT facilitated coercion or extortion to law enforcement agents who are likely to come into contact with such cases;⁴²
- to offer joint (or “joined-up”) training for professionals, and particularly law enforcement, prosecutors and judges, involved in legal proceedings involving ICT-facilitated child sexual exploitation and sexual abuse, in order to ensure consistency at all stages;⁴³
- to ensure that training on ICT-facilitated sexual offences against children for law-enforcement, prosecutors and judges contains a practical element, involving simulated or real cases.⁴⁴

On victim and perpetrator identification, data retention and expeditious proceedings

The Committee **invites** all Parties:

- to engage in and strengthen inter-Party cooperation for the purpose of identifying child victims of ICT facilitated sexual offences, including, where appropriate, by providing access to each other’s databases or shared databases;⁴⁵
- to engage in and strengthen inter-Party cooperation for the purpose of identifying perpetrators of ICT facilitated sexual offences against children, including, where appropriate, by providing access to each other’s databases or shared databases containing information on such perpetrators;⁴⁶
- to ensure that investigations and criminal proceedings in ICT facilitated sexual offences against children are treated as priority and carried out without any unjustified delay;⁴⁷
- to take the necessary legislative or other measures to ensure that preservation of specified stored computer data in connection with a specific criminal investigation or proceedings is made possible, fully upholding the rights of the parties involved;⁴⁸
- to take the necessary legislative or other measures to ensure that the investment in human, financial and physical resources is sufficient to have data generated by ICTs analysed in a timely manner so that investigations are carried out without any unjustified delay.⁴⁹

Promising practices:

UNICEF training

The United Nations Children's Fund (UNICEF) has provided criminal police officers with multi-day training courses on human trafficking and child protection, incorporating international and domestic professional knowledge. The trainings were conducted in English, with simultaneous interpretation, and included victim and child protection, victim-centred and trauma-informed approaches, and the application of scientifically based interrogation techniques with minors. A total of 121 criminal police officers from the network of

³⁹ Recommendation III-10

⁴⁰ Recommendation III-19

⁴¹ Recommendation III-24

⁴² Recommendation III-14

⁴³ Recommendation III-20

⁴⁴ Recommendation III-21

⁴⁵ Recommendation III-25

⁴⁶ Recommendation III-29

⁴⁷ Recommendation III-30

⁴⁸ Recommendation III-31

⁴⁹ Recommendation III-32

specialist investigators of crimes against children and the specialists of human trafficking attended.

IV. Jurisdiction rules

Due to their online component, offences related to conducts involving CSGSIV have an inherently international aspect. As the prosecution of offences related to this material may involve more than one jurisdiction, the report analyses the jurisdictional rules in place in the Parties, enabling the determination of which Party may prosecute a particular case and under what conditions.

Observations and recommendations of the Committee on jurisdiction rules specific to Hungary

Jurisdiction in cases of child sexual exploitation and abuse facilitated by ICTs committed on the territory of a Party: the territoriality principle (Article 25(1) (a-c))

According to section 3 (1) of its Criminal Code, Hungary applies the principle of "unity of actions", which means that when any of the objective constituent elements of the criminal offence are realised in Hungary, the criminal offence can fall under the Hungarian jurisdiction.⁵⁰

Jurisdiction based on nationality and residency (Article 25(1)(d), (e))

The Committee notes that Hungary has reserved the right not to apply the jurisdictional rule according to which it has jurisdiction over offences committed by persons having their habitual residence in its territory. However, it may have extraterritorial jurisdiction over persons with habitual residence in the country, as this rule is established on the basis of other general principles of the Criminal Code. Indeed, although the Hungarian Criminal Code does not recognise habitual residence in the country as a ground for establishing jurisdiction, it does not enumerate this ground *expressis verbis*, which is why Hungary has made a reservation. The general principles cover all possible cases where the establishment of jurisdiction should be ensured: crimes committed by Hungarian or other nationals in the country or abroad, regardless of their residence or habitual residence.⁵¹

- The Committee thus **invites** Hungary to consider removing the reservation it made in accordance with Article 25(3) with regards to Article 25(1)(e) and establish jurisdiction for offences under the Convention when such offences are committed abroad by persons having their habitual residence in its territory.⁵²

Jurisdiction not subordinated to the condition that prosecution can only be initiated following a report from the victim or denunciation from the State where the offence was committed (Article 25(6))

According to Article 25(6) of the Lanzarote Convention, with regard to offences committed by one of their nationals or by a person who has his or her habitual residence in their territory, Parties shall take the necessary measures to ensure that jurisdiction is not subordinated to the condition that prosecution can only be initiated following a report from the victim or denunciation from the State where the offence was committed for the prosecution of offences of sexual abuse (Article 18), offences concerning child prostitution (Article 19), the production of child pornography (Article 20(1)(a)) and offences concerning the participation of a child in pornographic performances (Article 21).

in Hungary, these criminal offences are subject to public prosecution and the proceedings can be initiated both *ex officio* and upon a report. Hungarian law shall also be applied to Hungarian nationals committing these crimes abroad. If such crimes are committed by a

⁵⁰ Para. 214

⁵¹ Para. 216

⁵² Recommendation IV-3

foreigner abroad (regardless of the place of their residence), Hungarian criminal proceedings can only be initiated by the Prosecutor General. The Prosecutor General decides on the matter by taking into consideration whether the habitual residence of the perpetrator is in Hungary, most of the evidence is or can be collected in Hungary, or it is in the interest of the victim; thus, when conducting the proceedings in Hungary is more practical.⁵³

Jurisdiction not subordinated to the condition that the acts are criminalised at the place where they were performed (Article 25(4)): the dual criminality principle

It appears that Hungary does not apply the dual criminality principle.

Jurisdiction in cases of child sexual exploitation and abuse facilitated by ICTs committed against nationals or habitual residents of a Party: the passive personality principle (Art. 25(2))

As detailed in the Explanatory Report of the Convention, Parties are not obliged, but can endeavour, to establish jurisdiction over an offence committed against one of its nationals or a person having habitual residence in the territory under Article 25(2). The passive personality principle is applied in respect of offences committed against a national in Hungary, only for offences punishable of imprisonment of at least 6 years.⁵⁴ In order to apply the passive personality principle, the Hungarian Criminal Code states that the act must be criminalised under Hungarian legislation (dual criminality principle).⁵⁵

- The Committee requests Parties that are not already doing so, including Hungary, to endeavour to take the necessary legislative or other measures to establish jurisdiction over any offence established in accordance with the Lanzarote Convention where the offence is committed against one of its nationals or a person who has his or her habitual residence in its territory.⁵⁶

Generic recommendations of the Committee on jurisdiction rules

The Committee **invites** those Parties that are not already doing so:

- to remove the requirement for dual criminality for offences of possessing, offering, distributing, transmitting, procuring child pornography, and the fact of knowingly gaining access to child pornography through ICTs,

when CSGSIV are involved when committed by one of their nationals;⁵⁷

- to remove the requirement for dual criminality for offences concerning solicitation of children for sexual purposes (Article 23) when committed by one of their nationals.⁵⁸

Promising practices:

⁵³ Para. 218

⁵⁴ Para. 231

⁵⁵ Para.232.

⁵⁶ Recommendation IV-9.

⁵⁷ Recommendation IV-7

⁵⁸ Recommendation IV-8

V. International cooperation

The implementation report also analyses cooperation practices and examples of coordinated international responses, not only in the fight against sexual exploitation and abuse of children, but also in areas related to the prevention, protection and assistance of child victims and persons related to them.

Observations and recommendations of the Committee on international cooperation specific to Hungary

At the time of the ratification of the Convention, Hungary made a reservation, in accordance with Article 20(4) of the Convention, activating the right not to apply, in whole or in part, Article 20(1)(f) of the Convention which implies the criminalisation of knowingly obtaining access, through ICTs, to child pornography, when committed without right.

- The Committee **invites** Hungary to withdraw the reservation it made in accordance with Article 20(4) of the Convention, activating the right not to apply, in whole or in part, Article 20(1)(f) of the Convention.⁵⁹

The Committee notes that INHOPE, the PROMISE Barnahus network, WeProtect Global Alliance, INSAFE and Safer Internet Centres, ECPAT, and EMPACT (European Multidisciplinary Platform Against Criminal Threats) cybercrime CSE/CSA carry out projects in Hungary to prevent and combat sexual abuse and sexual exploitation of children.⁶⁰ As regards international police cooperation, Hungary referred to police cooperation on training, vetting and selection of police officers. Hungarian law enforcement representatives attend the Europol's central training course "Combatting the Sexual Exploitation of Children on the Internet" (COSEC) and the Europol-Interpol-Cepol co-organised training course on victim identification (VID training course).⁶¹ As

regards specific cooperation for the purpose of investigations or proceedings concerning the offences established in accordance with the convention (Article 38(1)(c)), Hungary referred to the US-Based FBI and National Centre for Missing and Exploited Children's (NCMEC) CyberTipline.⁶² It also specifically mentioned cooperation with Interpol regarding the blocking of illegal content through the use of the worst-of list from this institution.⁶³

As regards ensuring that victims in the territory of a Party other than the one where they reside may make a complaint before the competent authorities of their State of residence (Article 38(2)), section 3 (1) c) of the Criminal Code states that the Hungarian criminal law applies to acts committed by Hungarian nationals abroad, if the act constitutes a criminal offence under Hungarian law. In addition, section 3 (2) a)/aa) of the Criminal Code states that the Hungarian criminal law applies to acts committed by foreigners abroad, if the act constitutes a criminal offence under Hungarian law and is also punishable under the law of the place where it was committed. Finally, if this rule cannot be invoked, section 3 (2) a)/ac) of the Criminal Code states that the Hungarian criminal law applies to acts committed by foreigners abroad, if the act is to be prosecuted under an international treaty promulgated by an Act (such as the Lanzarote Convention).⁶⁴

⁵⁹ Recommendation V-1

⁶⁰ Para. 255

⁶¹ Para. 259

⁶² Para. 262

⁶³ Para. 265

⁶⁴ Para. 270

Generic recommendations of the Committee on international cooperation

The Committee **requests** all Parties to extend their international cooperation with other Parties to improve the effective implementation of the Convention.⁶⁵

Follow-up actions:

1.

The Ministry of Interior of Hungary and the Swiss Contribution II signed a grant contract in the field of human trafficking in October 2023. The granted programs include activities to prevent victimization. Prevention programs are carried out in children's homes by a role-playing game relating a story of sexual exploitation.

Another program uses the method of drama-pedagogy, which is suitable for awareness-raising of the youth at risk and sensitization of the police staff.

Furthermore, under the auspices of the contribution, a shelter for child victims is being established.

2.

Within the scope of the prosecution service's activities, the Committee's request can be interpreted in relation to international mutual legal assistance in criminal matters.

The Office of the Prosecutor General of Hungary acts as the central judicial authority for international mutual legal assistance requests in criminal matters, and also fulfils the tasks related to Hungary's participation in Eurojust. The national member for Hungary at Eurojust is appointed by the Prosecutor General, who has a major role in coordinating investigations and prosecution procedures of national authorities, in solving practical difficulties arising from the differences in legal systems and thus in ensuring the timely and appropriate execution of mutual legal assistance requests.

The European Convention on Mutual Assistance in Criminal Matters signed in Strasbourg on 20 April 1959 and its Additional Protocol were promulgated in Hungary by Act XIX of 1994. The Convention is of decisive importance in Hungary with regard to mutual assistance in criminal proceedings for offences falling within the jurisdiction of the judicial authorities of the requesting or requested Council of Europe Member States.

Act CLXXIII of 2017, which promulgated the Second Additional Protocol to the Convention and entered into force on 1 May 2018, enabled direct cooperation between the judicial authorities of the Member States in criminal proceedings covered by the Lanzarote Convention, for the majority of Member States.

In the context of international cooperation in criminal matters, for the Member States of the Council of Europe which are also members of the European Union, the legal assistance may also be based on Act CXVI of 2005 on the proclamation of the Convention of 29 May 2000 on Mutual Assistance in Criminal Matters between the Member States of the European Union and the Additional Protocol of 16 October 2001 to the Convention, and Act CLXXX of 2012 on Criminal Cooperation with the Member States of the European Union (EUBE.). The latter summarises the rules of the legal institutions of criminal cooperation to be uniformly enforced in accordance with the European Union framework decisions and directives of the European Parliament and of the Council on criminal law and criminal procedure that are recognised as binding by Hungary. These laws fully regulate the issues and possibilities of cooperation with other states and contain detailed rules on all forms of mutual legal assistance in criminal matters, in particular on the means of procedural legal assistance, but also on forms of cooperation for law enforcement purposes and the forms of cooperation applicable to the execution of criminal sentences. According to these laws, the instruments of cooperation in criminal investigations which are available and used in Hungary in the case of a foreign element in criminal matters include, inter alia, the issuing and execution of a European arrest warrant and the surrender of the requested person for the purpose of criminal proceedings, the issuing and execution of a European investigation order, procedural assistance for the execution of freezing and confiscation orders, and finally, as a key international instrument, the establishment of a joint investigation team.

Consequently, Hungary has legislation in place in all areas of international judicial cooperation,

⁶⁵ Recommendation V-3

including investigations involving two or more states, which ensures the establishment of the most appropriate direct contacts between the member states of the Council of Europe for the purpose of executing mutual legal assistance requests and measures requiring coordination, including, accordingly, in criminal cases of ICT-facilitated sexual exploitation and sexual abuse of children.

The Committee **invites** all Parties, including Hungary:

- to consistently analyse the possibilities to expand international cooperation with countries which are not Parties to the Convention to disseminate the standards of the Convention;⁶⁶
- to assess on a regular basis the difficulties that they face when dealing with international cooperation and remedy them;⁶⁷
- to assess, strengthen and develop international cooperation between the Parties of the Convention for the purpose of preventing and combating sexual exploitation and sexual abuse of children in matters related to CSGSIV;⁶⁸
- to consistently analyse the possibilities to expand international cooperation with countries which are not Parties to the Convention to disseminate the standards of the Convention for the purpose of preventing and combating sexual exploitation and sexual abuse of children in matters related to CSGSIV;⁶⁹
- to strengthen cooperation with relevant intergovernmental bodies, and with transnational networks and other international organisations and initiatives due to their capacity to mobilisation, their world-wide scope, and their flexibility to work, for the purpose of preventing and combating sexual exploitation and sexual abuse of children in matters related to CSGSIV;⁷⁰
- to consider requesting the establishment of cooperation projects managed by the Council of Europe to assist them in their efforts to

preventing and combating sexual exploitation and sexual abuse of children in matters related to CSGSIV;⁷¹

- to support regional and international capacity building efforts to improve policy and operational measures including the pooling and sharing of successful education and awareness-raising tools for the purpose of preventing and combating sexual exploitation and sexual abuse of children in matters related to CSGSIV;⁷²
- to assess, develop and strengthen cooperation between them to protect and provide assistance to victims in matters related to CSGSIV;⁷³
- to regularly analyse the possibilities to expand international cooperation with countries which are not Parties to the Convention to disseminate the standards of the Convention, for the purpose of protecting and providing assistance to victims in matters related to CSGSIV;⁷⁴
- to assess, develop and strengthen cooperation with relevant intergovernmental bodies, transnational networks and other international organisations and initiatives due to their capacity to mobilisation, their world-wide scope, and their flexibility to work for the purpose of protecting and providing assistance to victims in matters related to CSGSIV;⁷⁵
- to maintain and develop efforts to strengthen international cooperation in investigation and proceedings concerning the offences established in accordance with the Convention, in particular in the area of police cooperation, namely ensuring that their law-enforcement agencies can connect and contribute to the Europol and Interpol databases, and develop the areas of data, training, vetting, and selection, in matters related to CSGSIV;⁷⁶
- to analyse the possibilities to expand international cooperation with countries which are not Parties to the Convention, on investigation and proceedings concerning the offences established in accordance with the

⁶⁶ Recommendation V-4

⁶⁷ Recommendation V-5

⁶⁸ Recommendation V-6

⁶⁹ Recommendation V-7

⁷⁰ Recommendation V-8

⁷¹ Recommendation V-9

⁷² Recommendation V-10

⁷³ Recommendation V-11

⁷⁴ Recommendation V-12

⁷⁵ Recommendation V-13

⁷⁶ Recommendation V-14

- Convention, in matters related to CSGSIV;⁷⁷
- to further maintain and develop efforts to strengthen international cooperation in investigation and proceedings concerning the offences established in accordance with the Convention, with countries which are not Parties to the Convention, in particular in the area of police cooperation, namely ensuring that their law-enforcement agencies can connect and contribute to the Europol and Interpol databases, and develop the areas of collecting data, training, vetting, and selection in matters related to CSGSIV;⁷⁸
- to integrate, where appropriate, prevention and the fight against sexual exploitation and sexual abuse of children in matters related to CSGSIV, in assistance programmes for development provided for the benefit of third States.⁷⁹

Promising practice

Hungary has passed a legislation requiring data relating to email connections and consultation of sites with CSAM to be stored for one year, which allows investigations to be conducted in cases of this type. The relevant authorities are therefore able to identify criminals and offenders who have used the services of Internet service providers to send messages or consult sites with CSAM and can reply to requests from foreign agencies. The Hungarian victims have the option of requesting the removal of footage depicting child sexual abuse by sending an alert through online hotlines or by reporting directly to the police.

Promising practices:

⁷⁷ Recommendation V-15

⁷⁸ Recommendation V-16

⁷⁹ Recommendation V-19

VI. Assistance to victims

This chapter provides a comparative study of national mechanisms and measures for assisting child victims of sexual exploitation and abuse, particularly where this results from the CSGSIV.

Observations and recommendations of the Committee on assistance to victims specific to Hungary

The Committee notes that in Hungary, helplines are run in collaboration between different bodies, including ministries and NGOs.⁸⁰ As regards legislative or other measures to provide children with support, assistance and psychological help, Hungary is the only Party monitored to have a specific law

addressing the issue of CSGSIV.⁸¹ In addition, Hungarian law specifies the child's right to access help even without parental consent,⁸² and the government provides moral and financial compensation to victims of crime, including children victims of sexual abuse.⁸³

Generic recommendations of the Committee on assistance to victims

The Committee **invites** all Parties that are not already doing so:

- to promote awareness raising or specialised training for professionals who provide advice to children through telephone or internet helplines on ICT-facilitated sexual exploitation and abuse of children – including the risks associated with CSGSIV – and on how to
- provide appropriate support to victims and to those who wish to help them;⁸⁴
- to ensure that the assistance measures referred to in Recommendation VI-3 are available to child victims of sexual exploitation and abuse facilitated by ICTs, including offences due to the production, possession, distribution or transmission of CSGSIV.⁸⁵

Promising practices:

To raise awareness of victims' rights, the Ministry of Justice has commissioned the production of leaflets and posters, available in Hungarian, English and all minority languages.

The leaflets provide detailed information about the state victim support service and the available assistance.

On March 7, 2024, the distribution of victim support informational materials—translated into all minority languages spoken in Hungary—to minority self-governments took place alongside the signing of cooperation agreements with these self-governments.

In the context of raising awareness of victims' rights, it is important to mention that, as of October 15, 2024, a ministerial commissioner has been appointed within the Ministry of Justice to oversee the communication of Victim Support Centres (which are maintained by the Ministry). Among other responsibilities, the ministerial commissioner is tasked with increasing the visibility of the Victim Support Centres and promoting broader awareness of victims' rights.

⁸⁰ Para. 277

⁸¹ Para. 288

⁸² Para. 291

⁸³ Para. 293

⁸⁴ Recommendation VI-2

⁸⁵ Recommendation VI-4

VII. Civil society involvement and cooperation

Civil society's involvement in protecting children against sexual exploitation and sexual abuse is crucial and acknowledged by the Convention. Projects and programmes carried out by civil society, as well as cooperation between the competent state authorities and civil society, cover a wide range of issues.

Observations and recommendations of the Committee on civil society involvement and cooperation specific to Hungary

The Committee notes that in Hungary, NGOs are the most involved counterparts in the field of prevention and assistance to child victims, along with different helplines as well as schools and other educational institutions.⁸⁶ Hungary mentioned the training opportunities it offers to civil society actors concerning the online environment and related risks but also the opportunities it presents for children's rights.⁸⁷ The Committee also observes that Hungary favour cooperation with civil society representatives through working groups.⁸⁸ Hungary also develops and supports different activities which are aimed at raising the awareness of not only children but also adults such as parents, educators, doctors and social workers about existing risks and dangers of ICTs for children.⁸⁹

As regards civil society involvement in prevention activities, Hungary has prevention projects and programmes on violence against children,⁹⁰ preventive and awareness-raising activities to minimise the risk of abuse that

children face online,⁹¹ and projects specifically aimed at educating and raising awareness of children on the issue of CSGSIV.⁹² Other civil society projects - whether or not carried out in cooperation with the State - aim at preventing abuses related to the sharing of such content are educational activities, field research and analysis, and installation of protective software on private computers.⁹³ Hungary also has civil society programmes meant to assist victims of offences related to CSGSIV.⁹⁴ Telephonic and electronic helplines in Hungary concern violence in the digital environment.⁹⁵ Victim Support Centres, existing in 10 counties of the country, are equipped with so-called patron rooms to provide a safe and confidential environment for assistance, in addition to a child psychologist who is always present to provide emotional and psychological support. The aim is to establish a national network of centres by 2025, which will provide effective support to all victim groups, including children.⁹⁶

⁸⁶ Para. 308

⁸⁷ Para. 311

⁸⁸ Para. 312

⁸⁹ Para. 315

⁹⁰ Para. 319

⁹¹ Para. 320

⁹² Para. 321

⁹³ Para. 323

⁹⁴ Para. 327

⁹⁵ Para. 328

⁹⁶ Para. 329

Generic recommendations of the Committee on civil society involvement and cooperation

The Committee **invites** all Parties, including Hungary:

- to expand cooperation with civil society to better prevent sexual exploitation and sexual abuse of children, including when facilitated by ICTs and the challenges raised by the exploitation of CSGSIV;⁹⁷
- to ensure that the forms of cooperation that take place with civil society in the field of prevention and protection of children against sexual exploitation and abuse are of a sustainable nature;⁹⁸
- to support civil society to carry out projects and programmes that include the issue of CSGSIV;⁹⁹
to encourage the participation of children, according to their evolving capacity, in the development and implementation of state policies, programmes or other initiatives and to seek children's views at the stage of drafting new legislation concerning the fight against sexual exploitation and sexual abuse of children, including when facilitated by ICTs and as regards CSGSIV.¹⁰⁰

Promising practices

Hungary runs Safer Internet centres established under the European Commission's Safer Internet Programme.

Helplines and hotlines work directly in cooperation with the Police or a Criminal investigation department, in order to report directly any suspicion of abuse.

Promising practices:

1.

It is important to clarify that the Victim Support Centres are maintained and operated by the state, specifically by the Ministry of Justice.

In February 2025, 17 Victim Support Centers and 4 Victim Support Points are available to assist victims. In addition to expanding the nationwide network of Victim Support Centers, we also aim to establish further Victim Support Points. The Victim Support Points are also operated by the Ministry of Justice.

2.

Given that victim support and protection have evolved into a multi-stakeholder system, the goal has been set to ensure even closer cooperation among the system's state actors. To enhance the enforcement of victims' rights in cases of crimes and property-related offenses and to improve the effectiveness of victim support, the **National Victim Support Coordination Mechanism (NÁKOM)** was established in **2023** under the coordination of the **Ministry of Justice**, involving all relevant state actors.

In **2024**, the **National Media and Infocommunications Authority** joined NÁKOM, operating the **online information and legal assistance service**, and playing a key role in **educating the public on preventing abuses**. The **parties of NÁKOM** place great importance on cooperation with **civil society organizations** engaged in victim support. Based on a proposal from NÁKOM's expert working group, the **interministerial committee** decided on the **necessity of establishing a roundtable**, which was formally convened in **November 2024**, with the participation of **13 civil or church organizations**.

Among the members of the roundtable is the **Kék Vonal (Blue Line) Child Crisis Foundation**, which has been operating its **helpline service** in Hungary since **1993**, with the mission of assisting children and parents in need. The helpline is available to **children, young adults under 24, and parents**. The **Kék Vonal** provides a **free and anonymous** telephone service (**116-111 for children and young people, 116-000 for parents**) that operates **24/7**. Additionally, the foundation runs a **chat platform for children** on its website (<https://kek-vonal.hu/fiataloknak/chat>).

Regarding the development of the **Victim Support Network**, it is important to highlight that the number of

⁹⁷ Recommendation VII-3.

⁹⁸ Recommendation VII-4.

⁹⁹ Recommendation VII-5.

¹⁰⁰ Recommendations VII-6, VII-7.

state, civil, and church partners collaborating with the **Victim Support Centres** is continuously growing. These partners work in **close cooperation on a daily basis** to ensure that victims can access the services provided by these organizations as **quickly and efficiently as possible**.
So far, a total of **178 cooperation agreements** have been concluded.

VIII. Promoting awareness of the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves

The Articles 5, 6 and 8 of the Convention establish that States Parties should take the necessary measures to prevent all forms of child sexual exploitation and abuse and to protect children from their effects. Awareness-raising is one type of preventive measure.

Observations and recommendations of the Committee on promoting awareness of the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves

The Committee notes that in Hungary, upper secondary school students are trained to be mentors by professional trainers (NetMentor programme), assisted by teacher volunteers. They run sessions about online risks and responsible behaviour for their classmates and provide help to other children in specific cases. This training of child mentors includes issues relating to sexual behaviour, such as sexting and online abuse.¹⁰¹ Telecommunication companies also play a large part in raising awareness of the risks associated with internet use thanks to their extensive network coverage and development of free filtering programmes to block websites and forums making

pornography easily available.¹⁰² The police's National Bureau of Investigations is participating in awareness-raising through the EMPACT working group. It has also been actively involved in Europol's "Say No!" and Amber Alert's #Don'tBeAnEasyCatch campaigns. It also regularly holds talks on prevention (for Safer Internet Day) and takes part in round tables as part of co-operation with the International Child Rescue Group.¹⁰³ Finally, a digital media literacy programme has been set up for parents, and trained adult mentors run sessions for parents on a series of subjects relating to children's online sexual behaviour.¹⁰⁴

Generic recommendations of the Committee on promoting awareness of the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves

The Committee **invites** all Parties, including Hungary:

- to ensure that explanations of the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves, with or without coercion, are included in the awareness-raising campaigns that they promote or conduct, whatever the target audience;¹⁰⁵
- to ensure that awareness-raising for children about the risks that they face when generating

and/or sharing sexual images and/or videos of themselves takes place early enough, before they reach their teens, and that it is "adapted to their evolving capacity" or, in other words, their age and degree of maturity;¹⁰⁶

- to use unchanged, wherever possible, the awareness-raising tools, materials and activities mentioned in this report or else to adapt them to their national contexts and their own languages and, if necessary, develop new ones, concentrating on videos and distribution through social media;¹⁰⁷

¹⁰¹ Para. 361

¹⁰² Para. 364

¹⁰³ Para. 365

¹⁰⁴ Para. 371

¹⁰⁵ Recommendation VIII-1

¹⁰⁶ Recommendation VIII-2

¹⁰⁷ Recommendation VIII-3

- to have available awareness-raising tools, materials, and activities suitable for children with disabilities;¹⁰⁸
- to ensure that awareness-raising for children regarding the risks of sexual exploitation and sexual abuse that they face when generating and/or sharing sexual images and/or videos of themselves is led first and foremost by their peers;¹⁰⁹
- to promote themselves and to encourage the information and communication of the technology sector, the media, and other professionals to raise awareness among children, their parents, persons having regular contact with children, and the general public about the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves and about the preventive measures that can be taken;¹¹⁰
- to step-up awareness-raising for parents and persons with parental authority about the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves and about the preventive measures that can be taken;¹¹¹
- to promote or conduct awareness-raising campaigns for the general public providing information about the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves and about the preventive measures that can be taken;¹¹²
- to take the necessary measures to ensure co-ordination between the agencies responsible for raising awareness of the risks of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves.¹¹³

Promising practices:

¹⁰⁸ Recommendation VIII-4.

¹⁰⁹ Recommendation VIII-5.

¹¹⁰ Recommendation VIII-6.

¹¹¹ Recommendation VIII-7.

¹¹² Recommendation VIII-8.

¹¹³ Recommendation VIII-9.

IX. Education for children

While the protection of child victims and the prosecution of offenders are key elements in the fight against the sexual exploitation and sexual abuse of children, preventing them from occurring in the first place is paramount. Informing children about the risks of sexual exploitation and sexual abuse and how to protect themselves is the cornerstone of prevention.

Observations and recommendations of the Committee on education for children specific to Hungary

The Committee notes that, although the national curriculum does not contain explicit references to CSGSIV, non-formal educational activities target this topic.¹¹⁴ According to civil society sources of 2018, the quality of sexuality education in schools was very poor because the national curriculum focuses on ethical and biological issues instead of sexuality education, sexual violence and online sexuality. The revised Hungarian National Core curriculum

launched in 2020 introduced Digital Culture as a new subject. This subject deals with the issues of safe and ethical use of the Internet, including the development of responsibility while sharing information on different digital platforms. Among the development goals, the rules of the protection of personal data and any information connected to a person are included.¹¹⁵

Generic recommendations of the Committee on education for children

- The Committee **requires** all Parties, including Hungary, to ensure that all children at primary and secondary level receive information about the risks of child sexual exploitation and sexual abuse facilitated by ICTs. Organising lectures and/or activities on this topic should not be left to the discretion of schools or teachers.¹¹⁶

Follow-up actions:

Hungary ensures that children at primary and secondary level receive due information about the risks of child sexual exploitation and sexual abuse facilitated by ICTs. Special lectures are devoted to this particular issue in order to raise awareness of risks children could confront with when using digital contents. Hungary ensures a solid balance between the role of actors (family, teachers/school, police officers, awareness campaigns, etc.).

The Committee **invites** all Parties, including Hungary:

- to address in educational contexts the issue of the risks of child sexual exploitation and sexual abuse facilitated by ICTs, including as regards

CSGSIV;¹¹⁷

- to ensure that information on the risks of child sexual exploitation and sexual abuse facilitated by ICTs, including as regards CSGSIV, is provided to children during both primary and secondary education (whether as part of the national curricula or in the context of non-formal education for children at these levels);¹¹⁸
- to consistently involve children in the development of internet safety awareness programmes;¹¹⁹
- to ensure that there is a standing national internet safety resource, with an ongoing programme of activities;¹²⁰
- to provide information to children on child sexual exploitation and sexual abuse, facilitated by ICTs, including as regards CSGSIV, in their national curriculum or other non-formal educational contexts, in a form which is adapted to the evolving capacity of the children and therefore which is appropriate for their age and maturity;¹²¹
- to provide information to children on the risks of child sexual exploitation and abuse facilitated by ICTs, including CSGSIV, within a

¹¹⁴ Para. 384

¹¹⁵ Para. 401

¹¹⁶ Recommendation IX-3

¹¹⁷ Recommendation IX-1

¹¹⁸ Recommendation IX-2

¹¹⁹ Recommendation IX-4

¹²⁰ Recommendation IX-5

¹²¹ Recommendation IX-6

- more general context of sexuality education;¹²² to ensure that parents, caregivers, and educators are involved, where appropriate, in

the provision of information to children on the risks of child sexual exploitation and sexual abuse facilitated by ICTs, in particular as regards CSGSIV.¹²³

Promising practices

In Hungary, programmes to prevent the risks that children face when producing and/or sharing CSGSIV follow a participatory approach. These include the DADA and ELLEN-SZER programmes, which extend over 2 years of schooling and are delivered by local police officers. It aims to teach pupils to think independently and critically and to develop their decision-making and social skills.

Gyerekaneten.hu is an advice and information website for parents regarding children's online activities. It includes "tip lists", which provide parents with short and concise advice on how to understand and deal with some of today's online phenomena. The tip lists are written monthly by experts who teach at "Magic Valley" media education centres, set up by the National Media and Infocommunications Authority (NMHH). Articles by external experts on sensitive and important digital parenting issues will also be published each month. The first highlighted article addresses the issue of grooming, raising awareness of the activities of malicious strangers in the digital space and how to prevent them. In 2014, the NMHH launched its corporate social responsibility programme in cooperation with the Hungarian Foundation of SOS Children's Villages International. Under the programme, the analysts of Internet Hotline regularly give presentations and share their expertise on the dangers of the online world (for example cyberbullying, sexting and grooming) with foster parents and child protection professionals.

Promising practices:

¹²² Recommendation IX-7

¹²³ Recommendation IX-8

X. Higher education curriculum and continuous training

Persons who have regular contact with children in the education, health and social protection sectors and areas related to sport, culture and leisure are at the forefront of the prevention of sexual exploitation and sexual abuse of children, as they have the most interaction with children under their supervision in these different settings. However, they may not be adequately equipped to inform children about their rights, to detect situations where a child is at risk of sexual exploitation or sexual abuse and to respond appropriately. It is therefore of crucial importance that they are well informed about the risks of sexual exploitation and sexual abuse of children, both during their education and continuously during their careers, to enable them to adapt to emerging trends and risks in the fight against sexual exploitation and sexual abuse of children, including when facilitated by ICTs.

Observations and recommendations of the Committee on higher education and continuous training specific to Hungary

The Committee notes that in Hungary, the regulation of the content and structure of teacher education programmes at all levels was modified on 30 December 2021, aligned with the renewed National Core media awareness. Further media education for teaching professionals will be developed, and new content will be added to teacher training, including media risk prevention for children, bullying, online harassment, cyberbullying and sexting. Thus, a qualified teacher must be able to help students understand the most important issues related to media awareness and the use of digital technologies. As for their attitude, the amended ministerial decree states that qualified teachers are expected to engage in media education tasks for pupils. Media education for teaching professionals will be developed and new content will be added to teacher training, including the prevention of media risks for children, bullying, online harassment, cyberbullying and sexting.¹²⁴ Hungary also reported that professionals receive information on the protection of children against sexual exploitation and sexual abuse both during their curriculum and as part of training during their professional life.¹²⁵ Training on the protection of children against sexual exploitation and

sexual abuse for professionals who will or already work with children is being developed in Hungary, with a focus specifically on the risks of child sexual exploitation and abuse facilitated by ICTs.¹²⁶

- The Committee **requires** Hungary to ensure that the persons who have regular contacts with children are equipped to identify any situation of sexual exploitation and sexual abuse of children in areas relating to sport, culture and leisure activities.¹²⁷

Follow-up actions:

In line with the development of the unified 5-year undivided teacher training, the competences of teacher training have included the preparation for media awareness expected from teacher training, and the acquisition of knowledge of online harassment (see points 1.1.1. and 2.1. of 8/2013. EMMI Decree Annex 2 as well as the point on Media awareness education (*Médiatudatosságra nevelés*) of point I.1.1. of Annex to Government Decree 110/2012.). The regulation employed by 8/2013. EMMI Decree does not define online harassment as cyberbullying and sexting, it is a broader concept.

¹²⁴ Para. 411

¹²⁵ Para. 412

¹²⁶ Para. 416

¹²⁷ Recommendation X-5

Generic recommendations of the Committee on higher education curriculum and continuous training

The Committee also **invites** all Parties, including Hungary:

- to ensure that the persons who have regular contacts with children (i.e. in the education, health and social protection, sectors and in areas relating to sport, culture and leisure activities), have an adequate knowledge of the risks associated with CSGSIV, for example through education or continuous training;¹²⁸
- to ensure that all the sectors where professionals work in contact with children, including when working on a voluntary basis, have adequate knowledge of sexual exploitation and sexual abuse of children, including when facilitated by ICTs and with specific reference to the risks associated with CSGSIV.¹²⁹

Promising practices:

As a result of the cooperation between the Ministry of Justice and the University of Miskolc, a specialized victim support training program was launched in 2024 at the Faculty of Law of the University of Miskolc.

Completing this program enables victim support professionals to carry out their duties more effectively, as they acquire specialized professional competencies that enhance communication and collaboration with victims. The knowledge, skills, abilities, and competencies gained during the training allow professionals to provide more effective support to victims.

The cooperation also extends to the planned launch of a specialized legal training program in victim support, which is expected to become available in the near future.

¹²⁸ Recommendation X-2.

¹²⁹ Recommendation X-3.

XI. Research

Effective prevention mechanisms and responses to tackle sexual exploitation and abuse of children require an understanding of the issues at stake, as well as knowledge of the prevalence and characteristics of the phenomenon. Accurate and precise information may be necessary to develop quality and targeted policies and measures. The gathering of information and understanding of the phenomenon is particularly important in the context of sexual exploitation and sexual abuse facilitated by ICTs, in light of their rapid development and increased use.

Observations and recommendations of the Committee on research specific to Hungary

The Committee notes that Hungary provided information on research undertaken on the issues raised by CSGSIV in general.¹³⁰ It also informed of its participation for one or several years in the EU Kids Online research.¹³¹ The National Media and Infocommunications Authority (NMHH) is conducting research,

which will focus on the digital environment and include topics such as online harms, risks faced by children online, and digital parenting strategies. In addition, the Education Office in cooperation with the NMHH is preparing a national competence measurement on media and digital literacy.¹³²

Generic recommendations of the Committee on research

The Committee **invites** all Parties that are not already doing so:

- to collect data and undertake research at the national and local level, for the purpose of observing and evaluating the phenomenon of CSGSIV;¹³³
- to take the necessary legislative or other measures to set up or designate mechanisms for data collection or focal points at the national or local levels and in collaboration with civil society, for the purpose of observing and evaluating the phenomenon of sexual exploitation and sexual abuse of children, including on the issues arising from CSGSIV,

with due respect for the requirements of personal data protection.¹³⁴

The Committee also **invites** all Parties, including Hungary:

- to ensure that data on the phenomenon of CSGSIV and the risks associated with it is regularly collected and research on the issue is regularly undertaken;¹³⁵
- to build on the findings from existing research on CSGSIV, when available, to ensure that policies and measures are best developed and appropriately targeted to tackle the issues raised by CSGSIV.¹³⁶

Promising practices:

¹³⁰ Para. 437

¹³¹ Para. 440

¹³² Para. 441. See [NMHH research: Hungarian children start to use internet younger and younger, but third of parents see no need to enhance digital literacy • National Media and Infocommunications](#)

[Authority](#)

¹³³ Recommendation XI-1

¹³⁴ Recommendation XI-4

¹³⁵ Recommendation XI-2

¹³⁶ Recommendation XI-3